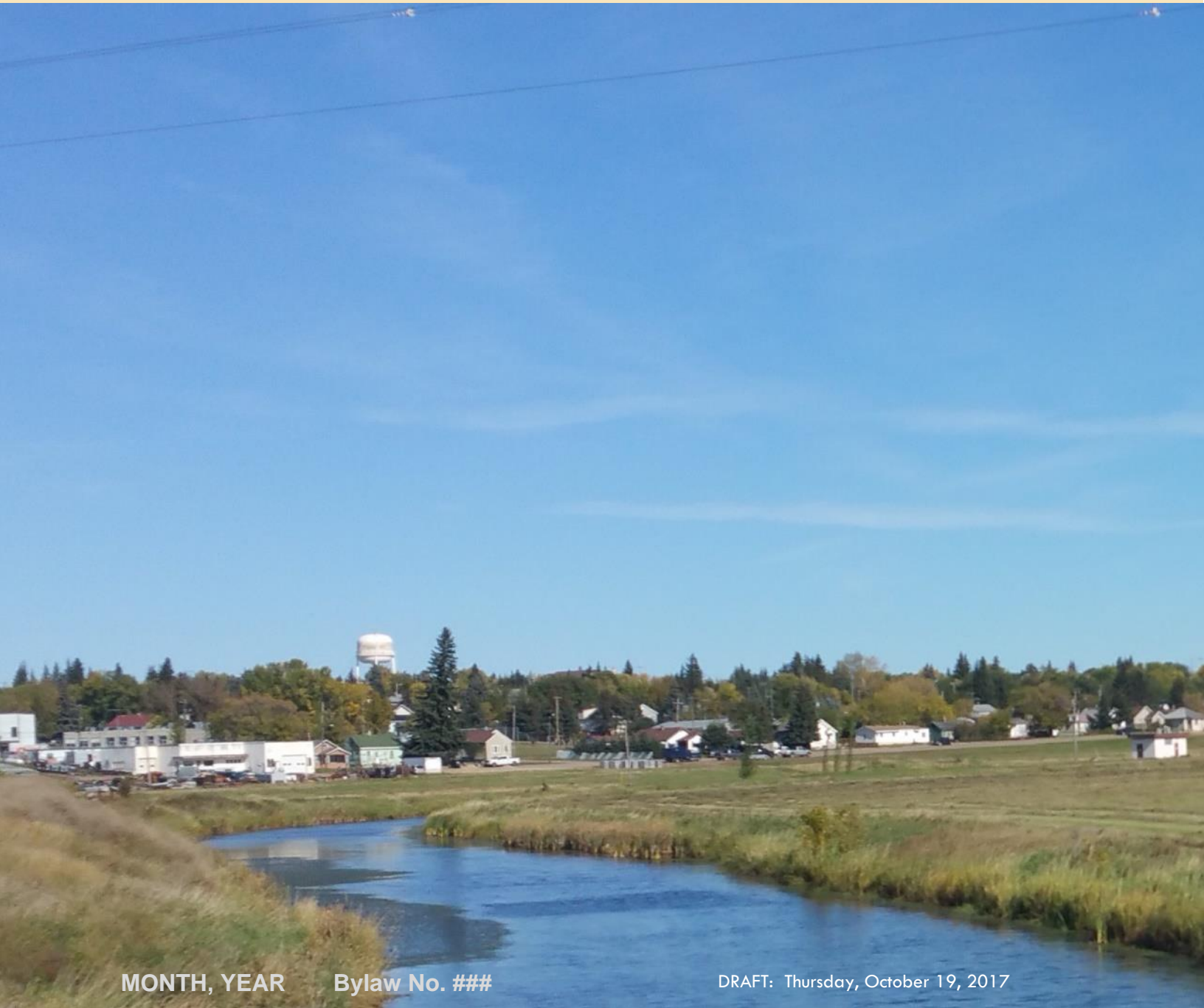


Town of Two Hills Intermunicipal Development Plan

Town of Two Hills and County of Two Hills



MONTH, YEAR

Bylaw No. ###

DRAFT: Thursday, October 19, 2017



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BYLAW No. ###
OF MUNICIPALITY
IN THE PROVINCE OF ALBERTA

A BYLAW OF MUNICIPALITY IN THE PROVINCE OF ALBERTA, TO ADOPT AN INTERMUNICIPAL DEVELOPMENT PLAN

WHEREAS the Municipal Government Act, Revised Statutes of Alberta 2000 - Chapter M-26, current as of 2016 and amendments thereto, authorize Council of a Municipality to enact an Intermunicipal Development Plans to guide future development within the Municipality and surrounding Municipalities.

NOW THEREFORE Council of MUNICIPALITY in the Province of Alberta does hereby adopt the County of Two Hills and Town of Two Hills Intermunicipal Development Plan that is attached as Schedule A and forms part of this Bylaw, this #th day of MONTH, YEAR.

Read a first time this #th day of MONTH, YEAR.

Read a second time this #th day of MONTH, YEAR.

Read a third time this #th day of MONTH, YEAR.

Mayor

Administrative Officer

Date

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1. Project Background

At the beginning of 2016, the County of Two Hills and the Town of Two Hills initiated a project to develop new statutory planning documents including this Intermunicipal Development Plan (IDP). The purpose of the IDP is to ensure that there is common agreement and vision in place to guide the future development and use of land within the intermunicipal fringe area. The IDP also provides opportunities to address community concerns, share resources, and establishes a framework for on-going consultation and cooperation in areas of mutual concern and interest.

1.1 Plan Area

The IDP area is comprised of approximately 5025 hectares (12,416 acres) of land surrounding the present limits of the Town of Two Hills, as shown on **Map 1: IDP Boundary**.

Existing land use within the IDP area is predominantly agriculture, with other significant uses including the Two Hills Airport, Vermillion Lakes river system, and three recreation areas including an intensive campground. Highways 45 and 36 bisect the IDP area and meet at the northern edge of the Town of Two Hills.

1.2 Legislative Requirements

The Municipal Government Act (2017) provides direction for municipal and intermunicipal planning matters in the Province of Alberta. Specific regulations of relevance to Intermunicipal Development Plans are outlined in Section 631 of the MGA, which states:

631.(1). Two or more councils of municipalities that have common boundaries that are not members of a growth region as defined in section 708.01 must, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.

(1.1) Despite subsection (1), the Minister may, by order, exempt one or more councils from the requirement to adopt an intermunicipal development plan, and the order may contain any terms and conditions that the Minister considers necessary.

(1.2) Two or more councils of municipalities that are not otherwise required to adopt an intermunicipal development plan under subsection (1) may, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.

631.(2). An Intermunicipal Development Plan

(a) must address:

- i. the future land use within the area,*
- ii. the manner of and the proposals for future development in the area,*
- iii. the provision of transportation systems for the area, either generally or specifically,*
- iv. proposals for the financing and programming of intermunicipal infrastructure for the area,*
- v. the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,*
- vi. environmental matters within the area, either generally or specifically,*
- vii. the provision of intermunicipal services and facilities, either generally or specifically, and*
- viii. any other matter related to the physical, social or economic development of the area that the councils consider necessary.*

(b) must include:

(i) a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,

(ii) a procedure to be used, by one or more municipalities, to amend or repeal the plan, and

(iii) provisions relating to the administration of the plan.

(3) The council of a municipality that is required under this section to adopt an intermunicipal development plan must have an intermunicipal development plan that provides for all of the matters referred to in subsection (2) within 5 years from the date this subsection comes into force.

(4) Subject to the regulations, if municipalities that are required to create an intermunicipal development plan are not able to agree on a plan, sections 708.33 to 708.43 apply as if the intermunicipal development plan were an intermunicipal collaboration framework.

The procedure for adopting an IDP is described in Section 692 of the MGA. Policies contained in the Town of Two Hills IDP will come into force once the County and Town Councils have given Third Reading to this IDP Bylaw. It is intended that policies in the IDP Bylaw shall not be applied retroactively to subdivisions and/or development applications already in progress.

The policy framework for the IDP is referenced in both the Town of Two Hills's MDP XX-XX and in the County of Two Hills' MDP XX-XX, which contains policies on intermunicipal cooperation.

1.3 North Saskatchewan Regional Plan

In addition, the IDP area is also within the North Saskatchewan Regional Plan (NSRP). The NSRP is a regional land use plan to manage lands and natural resources under development by the Province of Alberta.

At time of writing no legislation has been adopted nor drafts published. When the NSRP is adopted this document will be reviewed and amended to ensure compliance with the regional plan.

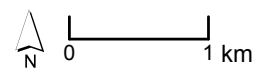
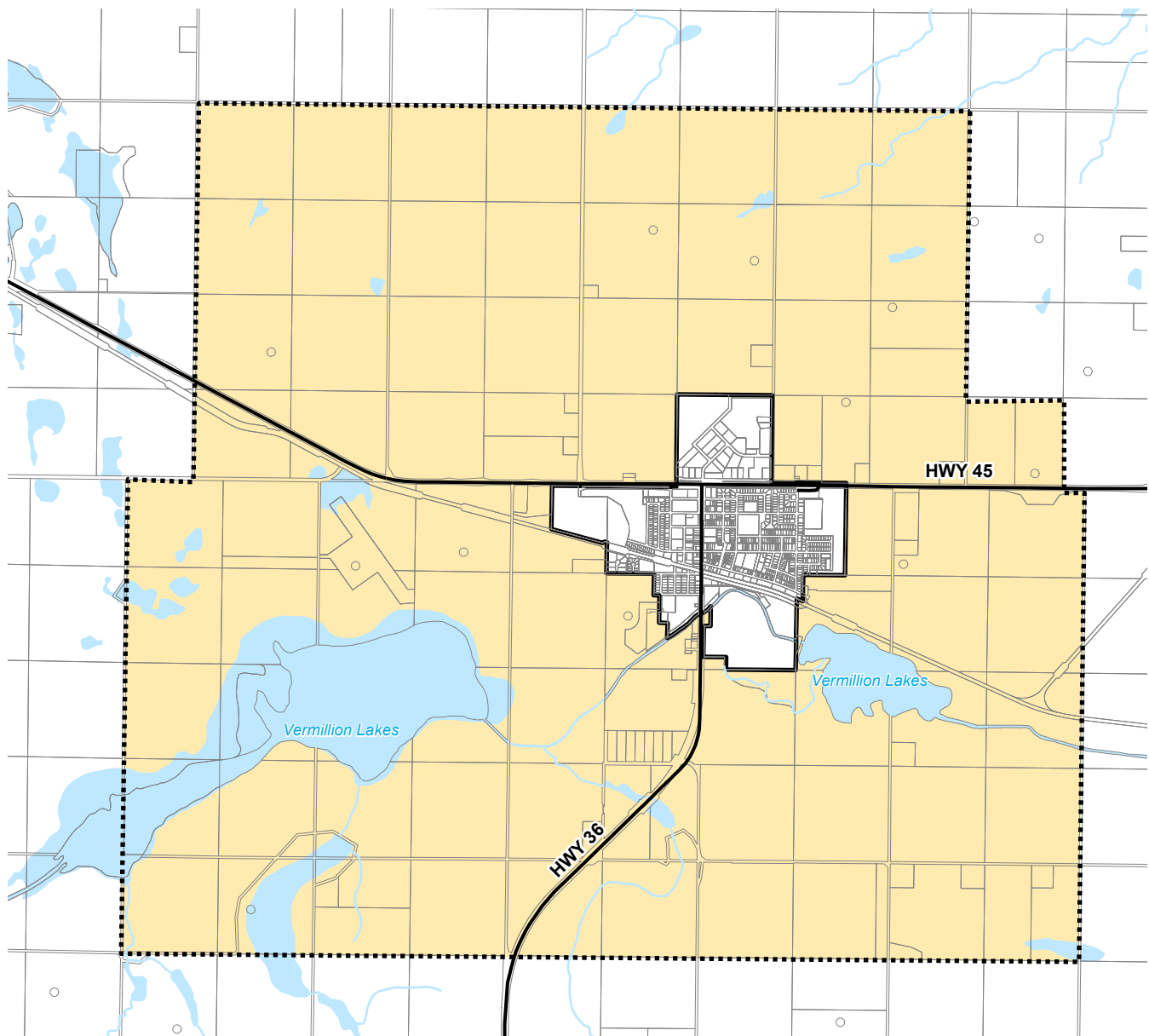
1.4 Scope

The IDP defines the strategic framework for land uses, future development, transportation systems, service extensions, transportation improvements, intermunicipal programs and servicing, environmental matters, referral and dispute resolution processes and other mutually agreed-to policy directions within the IDP area for the next 30 years. While the IDP is intended to be a long-range planning policy document, it should be subject to regular monitoring, review and periodic amendments to ensure that the IDP policies are up-to-date with evolving trends, innovations and growth in the Town of Two Hills and the County of Two Hills as well as the broader region.






The IDP will provide for an amendment process when it is in the mutual interest of the Town of Two Hills and County of Two Hills.



Map 1 - IDP Boundary



Legend

- | | | |
|--|--|--|
|  IDP Area Boundary |  Major Highways |  Lakes |
|  Town of Two Hills Boundary |  Rivers/Streams | |



2. Community Context

Understanding the historic background and current trends within the intermunicipal fringe area provides an essential foundation for the IDP development process.

This section provides an overview of local history and culture, demographic trends, land use trends, existing land uses, environmental features, infrastructure and existing development constraints within the intermunicipal fringe area.

2.1 Local History and Culture

Two Hills was established as a hamlet in 1927 as an important stop along the Canadian Pacific Railway between Edmonton and Lloydminster. In 1955, Two Hills achieved Town status as a result of ongoing population growth in the area. Since those days the Town has continued to grow to its current population of 1,352 (2016 Census).

Like much of Centre-East Alberta, the Town of Two Hills and surrounding county has a significant Ukrainian heritage with many immigrants arriving from Eastern Europe. The surrounding within the County of Two Hills, including the intermunicipal fringe area, was settled, and continues today, as a primarily agricultural community with the Town of Two Hills offering a number of services to the agricultural industry including the local farm supply store. Today, the area's Ukrainian roots are joined by growing populations of religious Mennonites arriving from Central and South America to seek opportunities offered by the local rural farming lifestyle and economy.

2.2 Demographic and Land Use Trends

Historical

The Town of Two Hills population as of 2016 is 1,352 people. This represents a marginal decrease of 27 people (-2%) from the count in 2011, and reflects the impact of the economic slowdown in the province. In the five year period prior, the Town experienced strong growth (31% between 2006 and 2011) reflecting the substantial in-migration to the region by Mennonites, the majority of which hail from Mexico. This strong in-migration trend also is occurring in the County of Two Hills and the Villages of Willingdon and Myrnam; it is also fairly unique to the Two Hills area, with other, neighbouring communities not seeing the same level of Mennonite migration.

This migration has helped to stem a longer-term trend of slow decline seen of the region's population, similar to that observed in other agrarian-based economies in Alberta and elsewhere in Canada over the past number of decades. The change is linked to a reduction in the number of family-based farms, consolidation of agricultural operations in larger landholdings and an out-migration of the younger population to urban centres.

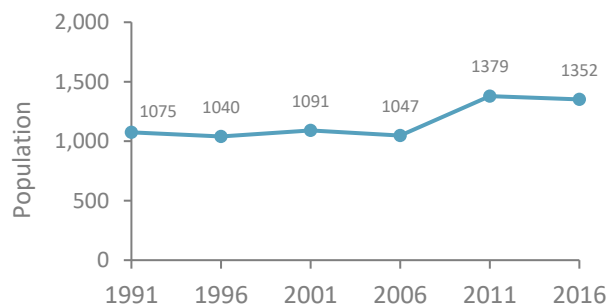


Figure 1 Town of Two Hills Historical Population Trend 1991 to 2016

The influx of Mennonites, which tend to have larger families, has had an influence on the Town's demographics. For example, the median ages of Town residents is 33 years, well below the Alberta average of 37 years, and lower than that of other towns in the region, including St. Paul and Vegreville.

Key reasons for this group's attraction to the region is affordable farmland and housing, availability of work, an existing community of Mennonites, and critically, the Mennonite school in Two Hills and churches around the region. Two education projects are currently facing some challenge, including a future education 'project' involving the vacant school in Willingdon which is on hold, and construction of the new Mennonite school in Two Hills, which has been delayed.

The residence pattern of the Mennonite population influences the future outlook for the region's overall population. The outlook varies depending on the degree to which Mennonites decide to remain resident in the region. Due to the 2015 economic slowdown brought on by lowered activity in the energy sector, a number of residents lost their employment. The intention of these residents, who are experiencing reduced work opportunities, to remain in the region will influence the future population outlook. Anecdotally, some degree of departure has been observed, as residents have left for work opportunities elsewhere. Many are expected to return as evidenced by the retention of homes in the region; the intention of the remainder is less certain.

As more Mennonites receive secondary and post-secondary education, their prospects of labour market success improve. This in turn, should increase their likelihood of remaining in the region.

Outlook

Future growth in the region's population depends on the economic and migration trends at play. Three scenarios of growth for the Town over the next 50 years have been developed, based on the following assumptions:

- The in-migration trend observed over the past decade continues, resulting in an additional 420 people in 50 years (31% total change)
- The in-migration trend observed over the past decade ends. With the influence of natural demographics (larger family sizes and increased birth rate from the in-migration to-date, the population remains essentially constant over 50 years (6% total change)
- The in-migration trend observed over the past decade reverses through a portion of the Mennonite population leaving, reverting back to the declining rate experienced in the early 1990's. This would lead to a decrease of 85 people (-6%) over 50 years.

Under a similar high-growth scenario, the population of the County could increase by 445 residents over the next 20 years and up to 1,125 people over the next 50 years.

The increase in the Town population implies some additional land and dwelling requirements. Taking a 20 year outlook (to 2035), under medium and high growth scenarios anywhere up to 10 acres of land for residential land, to accommodate between 10 and 50 housing units could be required for the Town. This does not consider the existing stock of vacant properties in the Town, estimated to be 75 units as indicated by the Town's assessment role. The future use of these properties will depend on continued in-migration. The pattern experienced over the past 10 years in the region appears to include:

- New Mennonite residents arriving and taking up affordable rental or ownership housing in the Town and villages
- Repair and upgrading to many of these properties by the residents
- A longer-term objective of these residents to acquire roughly 10 acre parcels of land in the County, often through subdivisions of existing farms. Through these, pursuit of small-scale farming practices to contribute to household incomes/intake (including animals and small crop production) can be practiced
- In-migration of other Mennonites, who fill the vacancies left by urban property owners moving to the County

It is possible some of the growth in the County population will occur in the urban fringes of the Town and villages. This possibility is dependent on the housing opportunities available.

Country Residential Expansion

A small 8-parcel development has been subdivided and zoned south of the Town. Based on current slow uptake of country residential parcels, there does not appear to be an immediate need for additional housing developments in the fringe area of the Town.

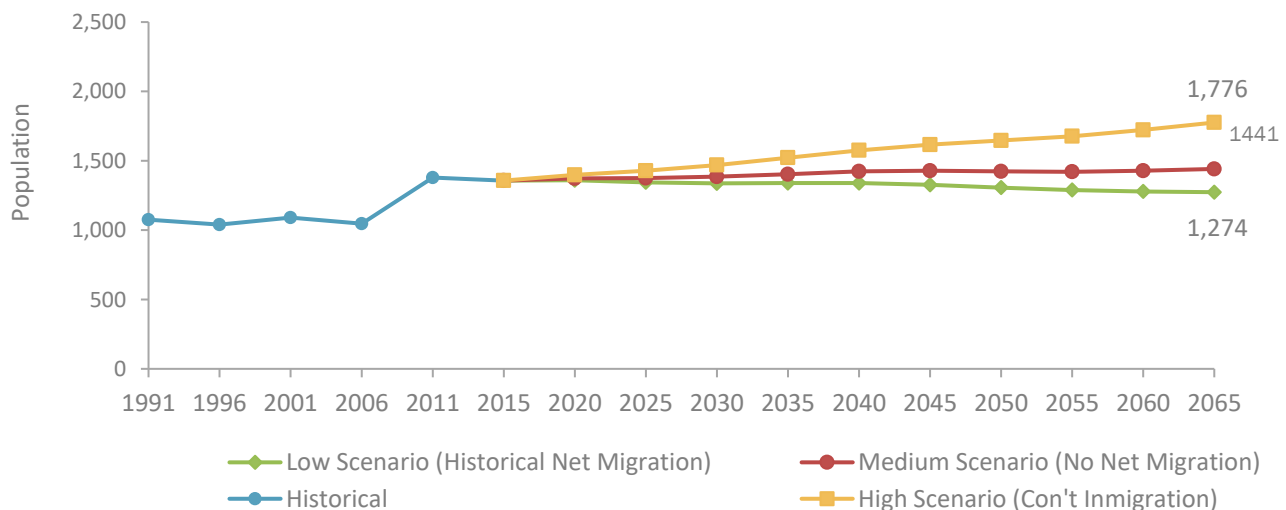


Figure 2 Town of Two Hills Population Forecasts to 2065

2.3 Existing Land Use

The current land use pattern within the Town of Two Hills and the IDP area is identified in **Map 2: Existing Land Use**.

Land use in the IDP area is primarily agriculturally based with local businesses supporting the industry and local residents located near the Town.

Smaller developments within or bordering the IDP area include two (2) cemeteries and a church to the east of the Town of Two Hills. The IDP area also contains a new tourist attraction the *Fallen Riders Monument*, which serves as a stopping point and attraction for motorcycle riders visiting or passing through Canada's 2015 "most rider-friendly community". In addition, a multi-lot country residential subdivision is planned to the south of the Town.

To the south of the IDP boundary is the Brethren Church Hutterite Colony as well as two gravel pits and a landfill site.

2.4 Existing Environmental Features

Existing natural features including watercourses, wetlands and vegetation are shown in **Map 3: Existing Environmental Features**.

The largest environmental features in the IDP area are the extensive Vermillion Lakes which form a semi-continuous chain of waterbodies to the south of the Town of Two Hills.

In 2009, the area took part in the Alberta Flood Hazard Identification Program and undertook the *Two Hills Flood Hazard Mapping Study* and flood area assessment which identified Flood Hazard Areas for an 8km stretch of the Vermillion Lakes as it passes through the Town of Two Hills. Results of the study indicate that:

- The Town is not at risk of flooding at the 100-year flood level;
- The Town's sewage lagoon, while it is within the flood fringe, is not at risk of flooding given its high banks; and
- There is little existing development within the floodway or flood fringe area.

The extent of the Floodway and Flood Fringe areas are identified in **Map 3 – Existing Environmental Features**

The IDP area also contains scattered wetlands as identified in the Alberta Merged Wetland Inventory visible in **Map 3 – Existing Environmental Features**

The greatest concentration of these wetlands is within the Vermillion Lakes floodway with smaller features scattered throughout the rest of the IDP area.

Finally, the area is also home to prime agricultural soils, mostly falling within Canadian Land Inventory (CLI) classes 2 and 3, considered valuable in terms of agricultural capacity. A soil quality map of the IDP area is identified in **Map 4 – Existing Soil Classifications**

2.5 Existing Infrastructure

Existing infrastructure within the IDP area is identified in **Map 5 – Existing Infrastructure and Services**

.

Water

The Town of Two Hills is connected to the Alberta Central East (ACE) Regional Waterline, a regional entity owned by 13 member municipalities supplying piped potable water to rural municipalities in the Counties of Minburn, Two Hills and Vermillion River.

Wastewater

The Town of Two Hills contains a large wastewater lagoon at the southeast corner of the Town's municipal boundary which handles waste water generated by residents within the Town. Outside of the Town of Two Hills, wastewater within the IDP area is managed with on-site services.

Two Hills Airport

The IDP area contains the Two Hills Airport; located 2.5km to the west of the Town. The airport offers a single, 2,900 ft -long runway for private and commercial flights into the area.

2.6 Existing Development Constraints

As a part of the existing conditions analysis, development constraints such as lagoons, waste management sites, gas pipelines and wells have been identified. The location and associated development setbacks of the landfills, waste transfer sites, highways and railway tracks are identified in **Map 5 – Existing Infrastructure and Services**

The locations and alignment of existing energy pipelines and wells within the IDP area are identified in **Map 6 – Existing Easements and Right-of-Ways**

Transfer Sites

There are two waste transfer sites in or at the edge of the study area. The northern most site is an active transfer station operated by the region's waste management agency and the southern site is no longer active. The development setback from both transfer stations is 300m for schools, hospitals, food establishments and residential developments.

Reduction in development setbacks from this site may be possible subject to additional geotechnical and environmental testing. A Phase II Environmental Assessment may be required before setbacks could be safely adjusted for this area.

Decommissioned Railway

Like many communities in Two Hills County a decommissioned CP Rail Line passes through the southern portion of the Town. The current status of the railroad is under provincial jurisdiction as it has undergone a reclamation process.

Highways

The IDP area also contains two major highways, 45 and 36 which bisect the IDP area and connect the Town to nearby recreational amenities like the North Saskatchewan River, Lac Santé and Vermillion Lakes, local communities as well as larger regional hubs like Vegreville or St. Paul.

Development along provincial highways requires approval by Alberta Transportation within 300 metres of a provincial highway right-of-way, or within 800 metres of the intersection of a provincial highway with another public road.

Energy Rights of Way

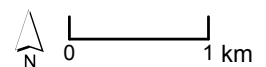
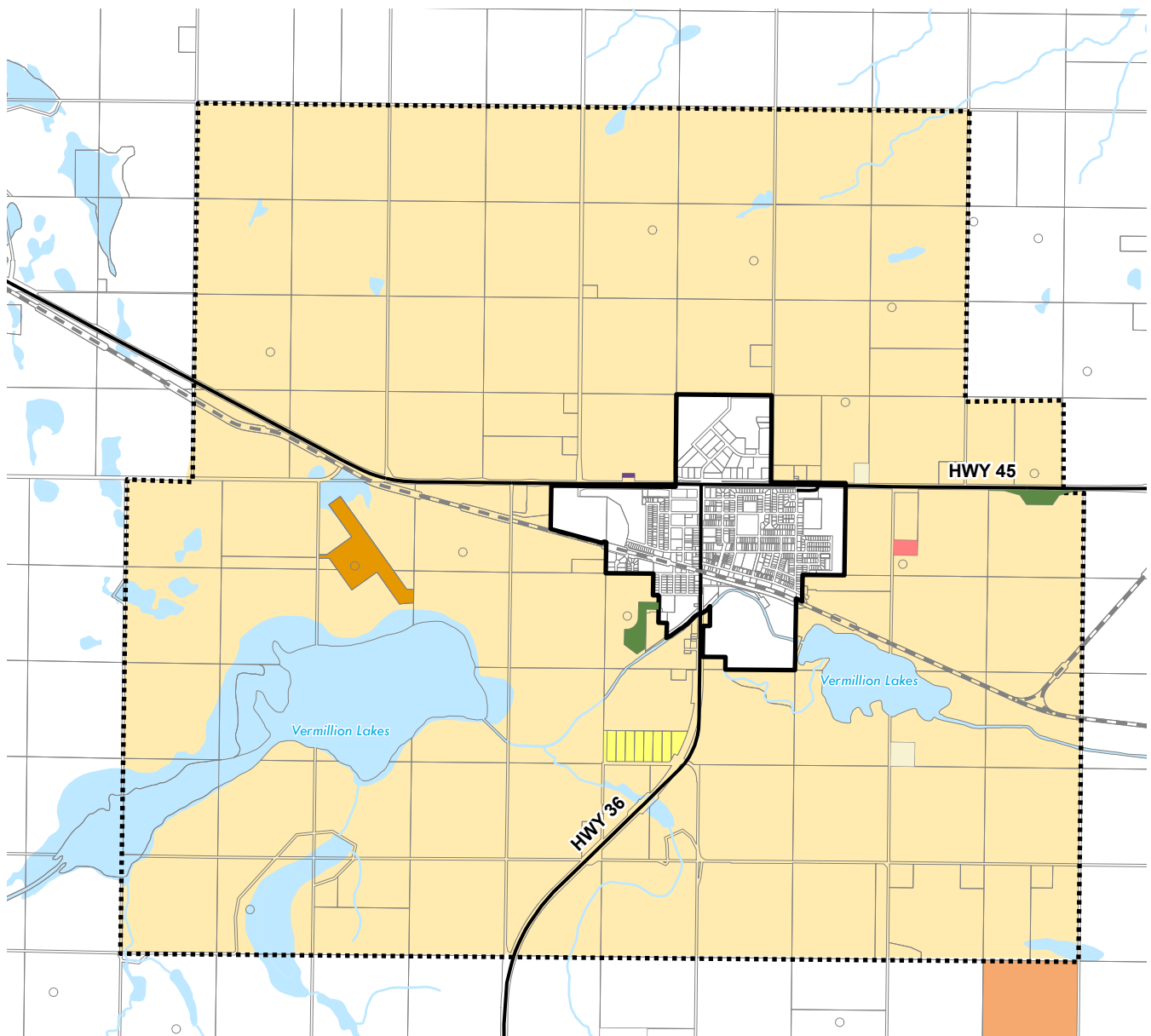
Throughout the IDP area there are a number of oil and gas pipelines as well as easements related to oil and gas extractions. These facilities and infrastructure are governed by provincial legislation and can be a significant constraint with regard to certain kinds of development within their setback boundaries. Existing operational/non-operational wells and oil gas pipelines are identified in **Map 6 – Existing Easements and Right-of-Ways**

Development buffers surrounding Energy facilities and rights-of-way include:

Oil and Gas Well (AR 43/2002)	No addition of overnight accommodation or public facility within 150m
Abandoned Well (AR 43/2002; AER Directive 79)	No building <5m of an abandoned well
Sour Gas Facility (AER Directive 56)	Notification of the Alberta Energy Regulator (AER) for developments within 150m Variable development buffer based on H ₂ S output
Oil and Gas Pipeline (AUC Rule 20)	No permanent dwellings within the pipeline right-of-way.



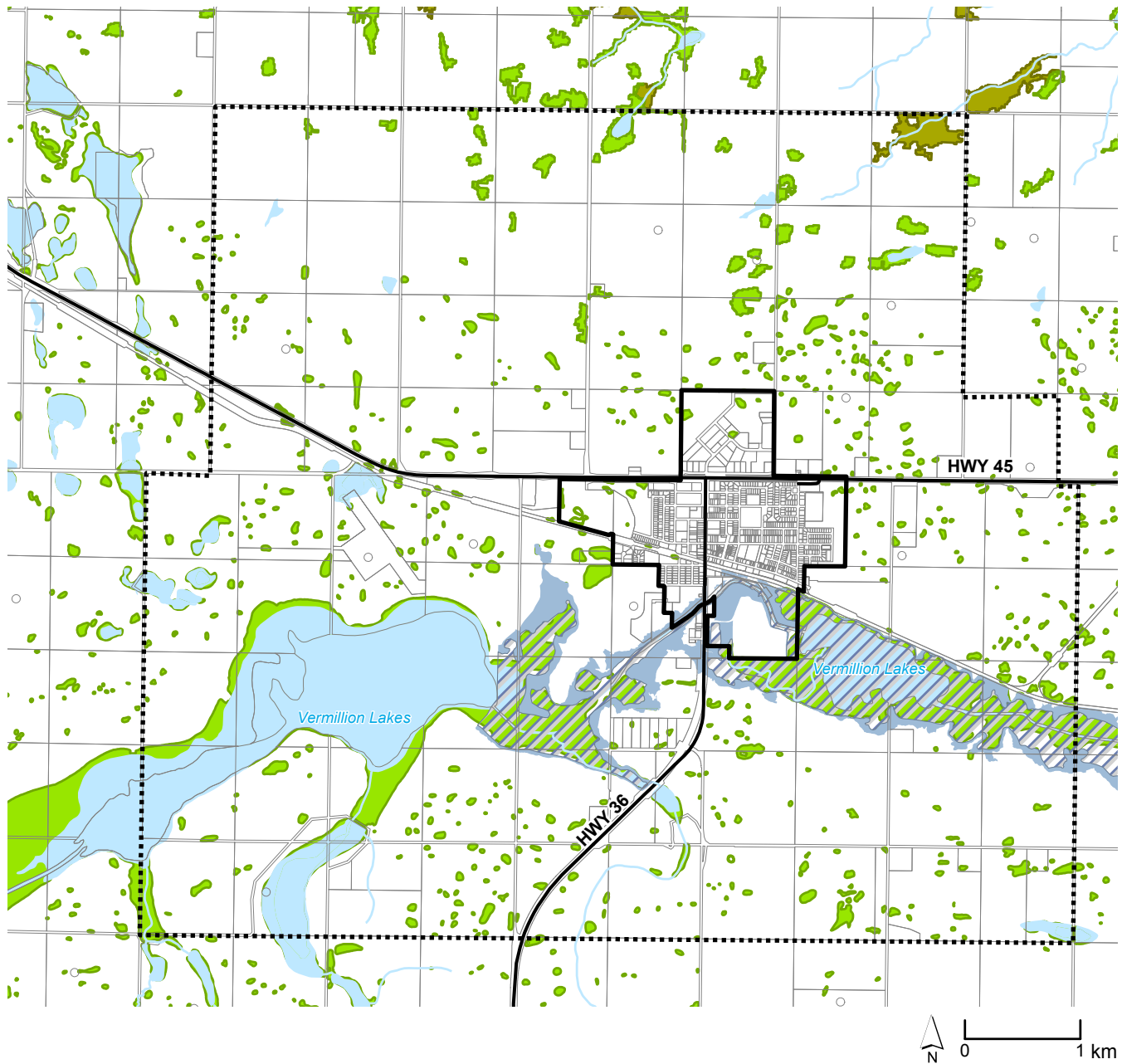
Map 2 - Existing Land Use



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IDP Area Boundary	Recreation Areas	Hutterite Colony Brethren Church
Town of Two Hills Boundary	Religious Facilities	Country Residential
Tourist Sites	Agricultural	Two Hills Airport

Map 3 - Existing Environmental Features



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- IDP Area Boundary
- Town Boundary
- Rivers/Streams
- Lakes

- Floodway
- Flood Fringe

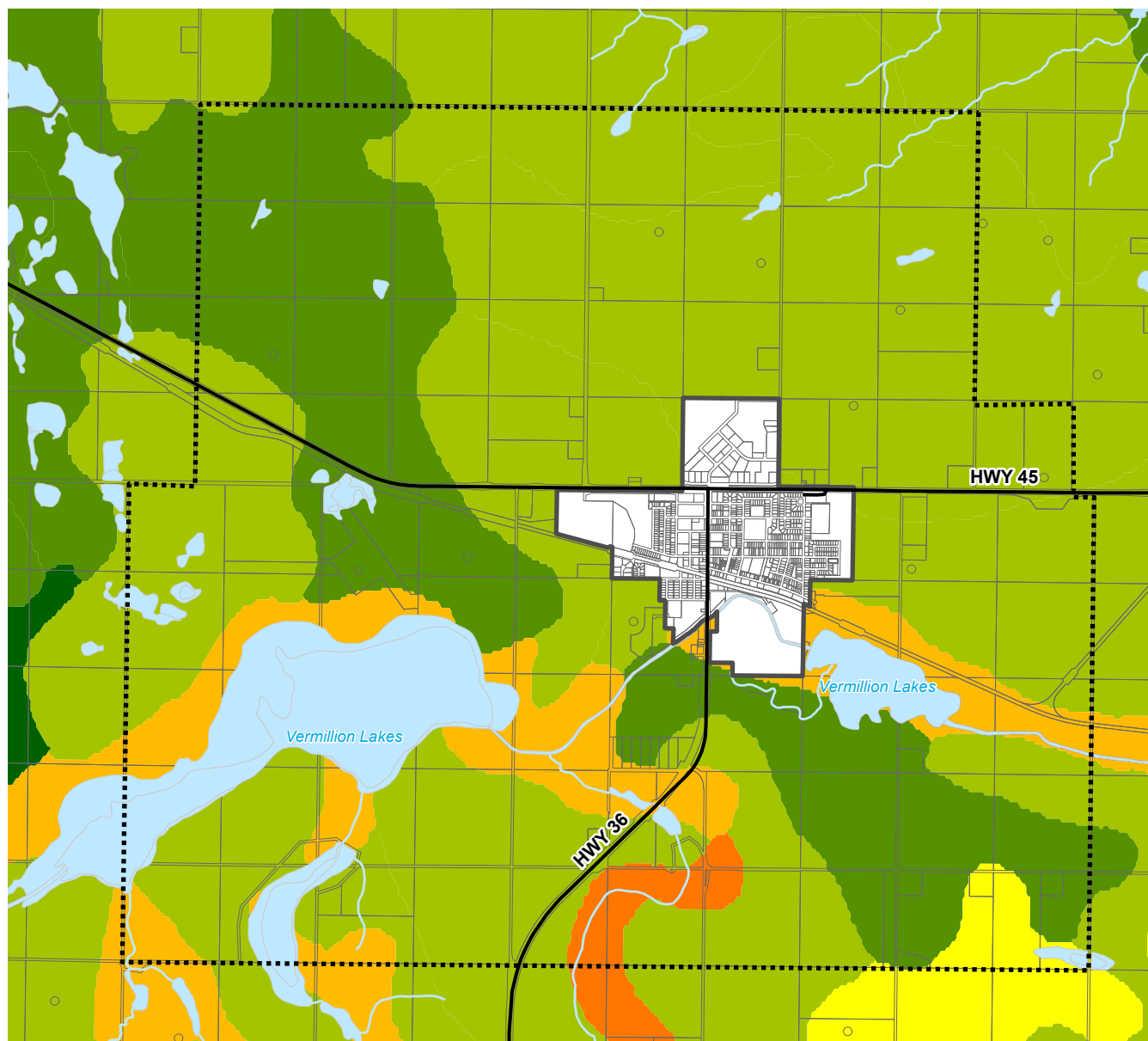
Alberta Merged Wetland Inventory

- Bog
- Fen
- Marsh
- Swamp

Wetland data from Alberta Environment and Parks - Merged Wetland Inventory

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Map 4 - Soil Classifications



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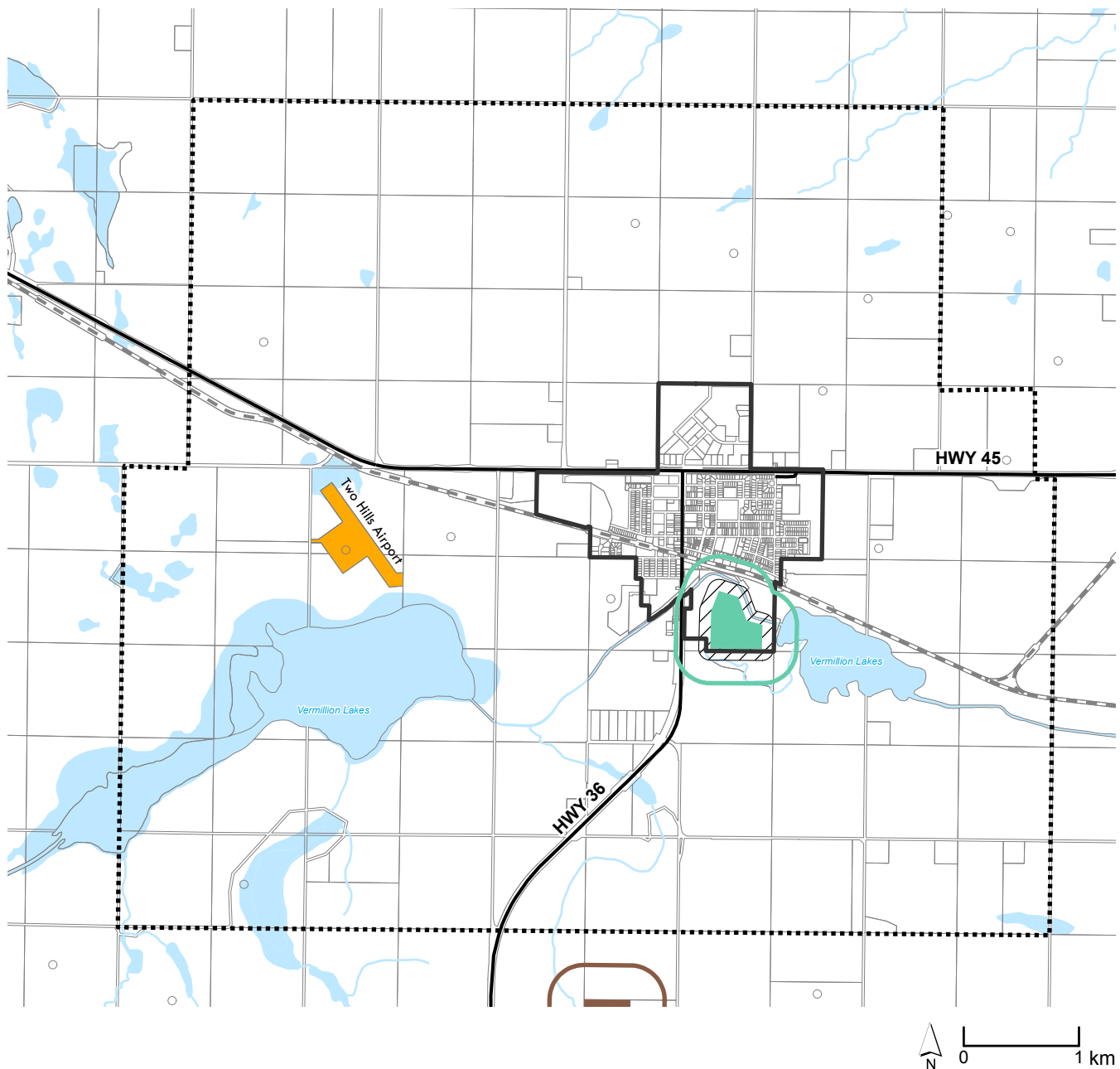
- IDP Area Boundary
- Town of Two Hills Boundary
- Rivers/Streams
- Lakes

Agricultural Soil Classifications

- | | |
|---------|---------------|
| Class 1 | Class 5 |
| Class 2 | Class 6 |
| Class 3 | Organic Soils |
| Class 4 | |

Soil classifications retrieved from Canada Land Inventory, National Soil Database, Agriculture and Agri-Food Canada, 1998

Map 5 - Existing Infrastructure and Services

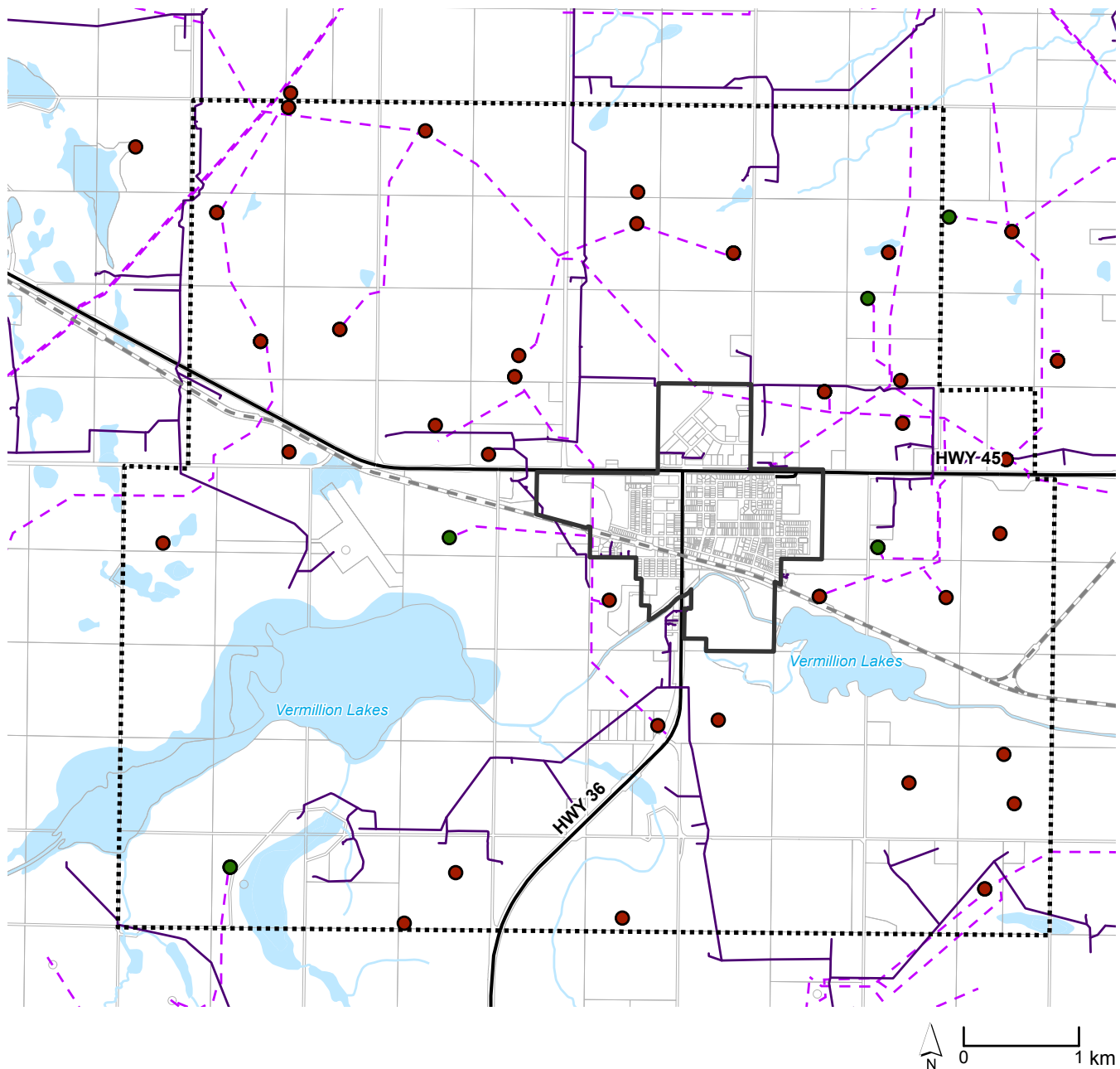


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 IDP Area Boundary	 Town Sewage Lagoon	 Landfill
 Town of Two Hills Boundary	 Well Buffer (100m)	 Development Buffer (300m)
 Two Hills Airport	 Development Buffer (300m)	



Map 6 - Existing Easements and Rights of Way



Legend

- | | |
|-----------------------------|------------------------|
| IDP Area Boundary | Decommissioned Railway |
| Town of Two Hills Boundary | Gas Co-op Pipelines |
| Non-Operational Energy Well | Energy Pipelines |
| Operational Energy Well | |

Well data retrieved from Alberta Energy Regulator, List of Wells in Alberta Monthly report, July 2017



3. Stakeholder Consultation

The Town of Two Hills Intermunicipal Development Plan was prepared in conjunction with the Town's and County's Municipal Development Plans. The future development concept and policy framework for this IDP is established and confirmed through extensive input received from existing property owners, residents, local business owners and other interested stakeholders within the IDP area. The targeted and all-inclusive stakeholder consultation approach used for this project is outlined in this section.

3.1 Council Involvement

A key part of the process was to ensure that Council members and administrative staff were informed and engaged throughout the planning process. The project team attended multiple Joint Council sessions and Regional Advanced Partnership for Intermunicipal Development (RAPID) Committee meetings to seek ongoing direction and input from Council members from involved municipalities:

Joint Council Sessions

Early in this document's development, project staff met with councils from the County of Two Hills, Villages of Myrnam and Willingdon and the Town of Two Hills to discuss preliminary issues and opportunities within the IDP areas. The Joint Council Session gave councils the opportunity to provide direct input on topics which they felt were important and help identify areas of focus for future public engagement.

Regional Advanced Partnership for Intermunicipal Development (RAPID)

The Regional Advanced Partnership for Intermunicipal Development (RAPID) is a commitment between the County of Two Hills, Town of Hills, Village of Myrnam and Village of Willingdon to identify, develop and enhance areas of mutual strategic economic and development opportunities and expansion within the County of Two Hills. The RAPID initiative focuses on three pillars: Land Use Planning, Economic Development and Service Cost Sharing.

The consulting team attended two RAPID Committee meetings to seek their input.

- RAPID Committee Meeting 1 (March 2016): Discuss preliminary issues and opportunities
- RAPID Committee Meeting 2 (November 2016): Review draft land use concepts and vision for the IDP area
- RAPID Committee Meeting 3 (October 2017): Review draft IDP.

3.2 Community and Stakeholder Engagement

Community members and stakeholders were meaningfully engaged throughout the development of the Town of Two Hills Intermunicipal Development Plan in accordance with Section 692 of the *Municipal Government Act*. This involved a variety of engagement activities including the following key events and methods:

Site Visit

The consultant team and County administrators took a site tour to visit key points of interest within the intermunicipal fringe area of the Town of Two Hills.

Stakeholder Questionnaires

Customized survey questionnaires were prepared and circulated to four main stakeholder groups including residents, development industry, service providers and municipal staff. Questionnaires were also made available on the municipal websites and distributed at the Public Open House events. Feedback from the questionnaires was summarized and presented at the Multi-Stakeholder Workshops and Open Houses. Some of the key themes from preliminary stakeholder surveys are listed below:

- Ensure new land uses are compatible with the existing land uses
- Ensure protection of environmentally sensitive areas and waterways
- Preservation of agricultural lands outside of the town boundaries.
- Ensure good road network access throughout the IDP area.



Multi-Stakeholder Workshops and Open House

Two multi-stakeholder workshop sessions were held in June 2016 to discuss issues, opportunities and land use vision for the IDP area. Three workshops were undertaken to engage with community members from the Village of Myrnam, the Village of Willingdon, the Town of Two Hills and the County. Approximately 20 residents from the Town and County attended the workshop held in the Town. The workshop format included display panels, a short presentation, group discussions and a mapping exercise to establish a land use vision for the IDP area. Special emphasis was also placed on establishing the preferred boundary for the IDP area.

Key themes from the workshop:

Town & County Strengths

- Good amenities for certain groups within the Town
- Reasonably priced goods and housing is available both within the Town
- Recreational activities are readily available within the town and in the surrounding County
- The Town and County have a good history of intermunicipal cooperation

Town & County Challenges

- Environmental degradation is an issue as development continues
- There a number of unsightly areas or nuisance properties
- Attracting businesses can be difficult for smaller municipalities competing with larger markets
- There can be a lack of family-oriented amenities or activities available

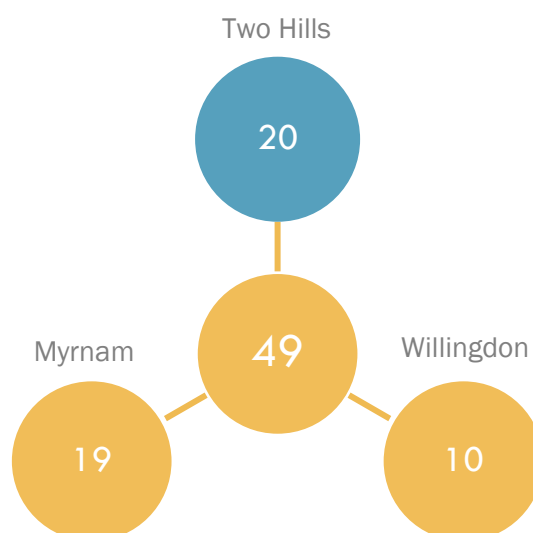


Figure 3 Participants from each workshop



Figure 4 Typical workshop process

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4. Regional Economic Development

At the same time as the development of this IDP, the partner municipalities within the Two Hills region also established a Regional Economic Development Strategy that provides direction for economic development and collaboration between all municipalities including hamlets located within the County of Two Hills.

The Regional Economic Development Strategy outlines the potential economic roles of individual communities and recognizes the mutual benefits of diversifying the economy, attracting new development and creating new local employment opportunities.

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The Regional Economic Development Strategy outlines the potential economic roles of individual communities and recognizes the mutual benefits of diversifying the economy, attracting new development and creating new local employment opportunities.

4.1 Role of Two Hills in the Regional Context

Key primary strategies from the Two Hills Regional Economic Development Strategy include:

- Strengthening the investment environment, including information for potential investors on regional advantages, costs of doing business and competitiveness metrics
- Funding an Economic Development Officer position to take a leadership role for this portfolio
- Creating a 'Support Local Business' Campaign, to increase understanding and support of the existing local business base
- Spearheading 'Commercial Zone Revitalization' projects in the urban centres, encouraging mainstreet revitalizations, storefront, streetscape and adornment improvements
- Reviewing existing tourism activity and assets and potentially undertaking a tourism strategy, focusing on lake country, motorcycle tourism and buy-local/niche food tours
- Ongoing and proactive engagement with the Mennonite Population, to understand mobility trends, encourage greater involvement in education and training initiatives and labour force engagement
- Supporting and strengthening local agriculture, including investigating value-add opportunities in hemp and seed cleaning
- The presence of two key transportation corridors Highway 36 and Highway 45, including segments of the Province's High Load Corridor within the IDP provide opportunity for attracting highway commercial ventures to the area.
- Endorsing a regional perspective of economic development, through ongoing support to regional initiatives, such as the Alberta Hub. Key areas of

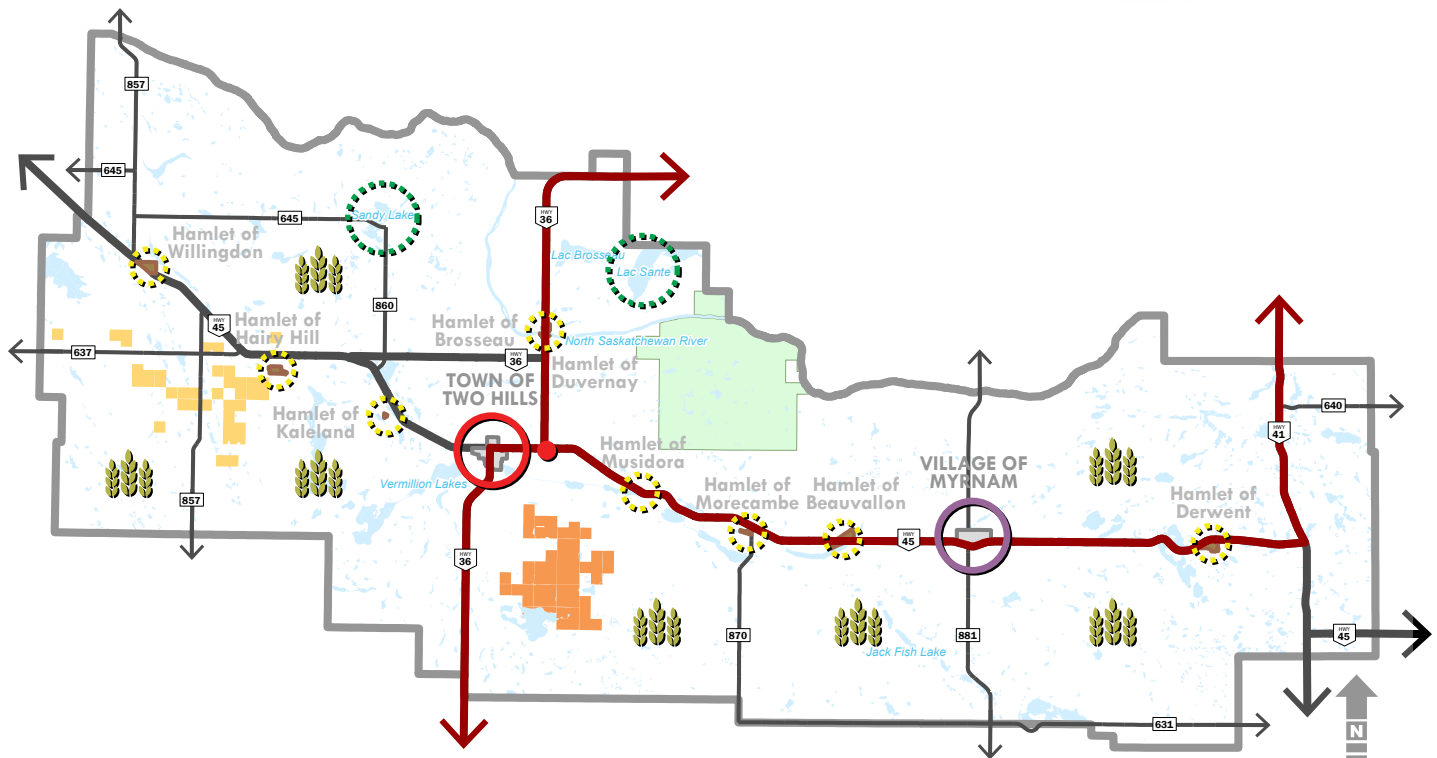
regional development to-date include transportation and broadband connectivity

The Two Hills Regional Economic Development Strategy recognizes the importance of the following considerations and opportunities within the Town of Two Hills IDP area:

- The Town serves as a regional commercial and services hub for residents living within the IDP area as well as for the surrounding communities.
- Currently, agriculture is the primary economic activity in the IDP area, and the municipalities are looking expand and maintain the Town's role as a regional hub for agricultural services and products.
- The IDP area contains a steady and growing population of Mennonite workers who provide additional labour supply for expanding industrial or agricultural operations
- there is an opportunity to continue promoting tourism activity within the Town of Two Hills as a motorcycle-friendly community and build on the successes that previous tourist seasons have brought to the town and surrounding municipalities
- Allow country residential subdivisions, which appeal to the rural lifestyle of the Mennonite community and local farming community.
- Support existing and potential new manufacturing enterprises and other businesses, which provide job opportunities for skilled tradespeople and youth in region

The economic role of the RAPID municipalities in the region as described in the Two Hills Regional Economic Development Strategy is illustrated in **Map 7: Two Hills Regional Economic Development Strategy – Municipal Roles.**

Map 7 - Regional Economic Development Strategy



Legend

- | | | |
|----------------------|---|--------------------------|
| County of Two Hills | Grazing Reserve | Commercial & Service Hub |
| Hamlets | Hutterite Colony - Hairy Hill Colony LTD | Potential Truck Stop |
| Urban Municipalities | Hutterite Colony - Bretheren Church | Recreational / Cottages |
| Major Highways | Agriculture Development - including value add (across the County) | Hamlet Residential |
| High Load Corridor | | Institutional Hub |

0 4 8 16 Kilometers

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5. Guiding Principles

The policies established within this IDP area are derived from a series of guiding principles which lay the foundation for the policy framework and aim to achieve the goals of the IDP. Along with the extensive community engagement program undertaken during the IDP process these principles have influenced the development of the Future Land Use Concept.

5.1 Guiding Principles of the IDP

The following key principles were developed through extensive consultation with stakeholders and municipal administration. They provide guidance for future developments and collaboration within the Town of Two Hills IDP area:

1. Align the future land use vision with the regional growth aspirations

Establish a mutually agreeable vision for land use in the IDP area that is consistent with the MDPs of both municipalities, long-term growth strategies, and the Two Hills Regional Economic Development Strategy.

2. Regional service and manufacturing hub

Continue to promote the area around the Town of Two Hills as a primary hub for agricultural services as well as industry and manufacturing businesses.

3. Compatibility of land uses within the IDP area

Land uses within the IDP area are compatible with both agricultural and residential areas while supporting the economic and social wellbeing of residents and businesses in the area. Land uses that may have negative impacts on the existing residential community should be discouraged.

4. Priority for agriculture related uses

The predominant land use within the greater IDP area should remain agriculture and business developments which support that industry should be prioritized. Conservation of high quality agricultural land is a key focus for the County and will align with regulations set by County legislation.

5. Leverage existing infrastructure and development trends

Both municipalities should build on existing infrastructure and development trends in the area including the Two Hills Airport, highway corridors, and existing recreation opportunities.

6. Integrate compatible uses within developments

The development of areas with a mixture of compatible uses should be promoted to provide

excellent access for local residents and businesses to amenities and services.

7. Connect recreation opportunities

Recreation opportunities in Town and on County lands should complement each other and provide a wide range of options to the residents of both municipalities.

8. Environmental stewardship

Retain, protect and manage environmentally sensitive areas such as Vermillion Lakes and rivers, wetlands, and forested areas as key quality components of the area.

9. Servicing and infrastructure

Identify opportunities and provide frameworks to implement shared responsibility for asset management and servicing of developments that are adjacent to the Town.

10. Enhanced image along entrance corridors

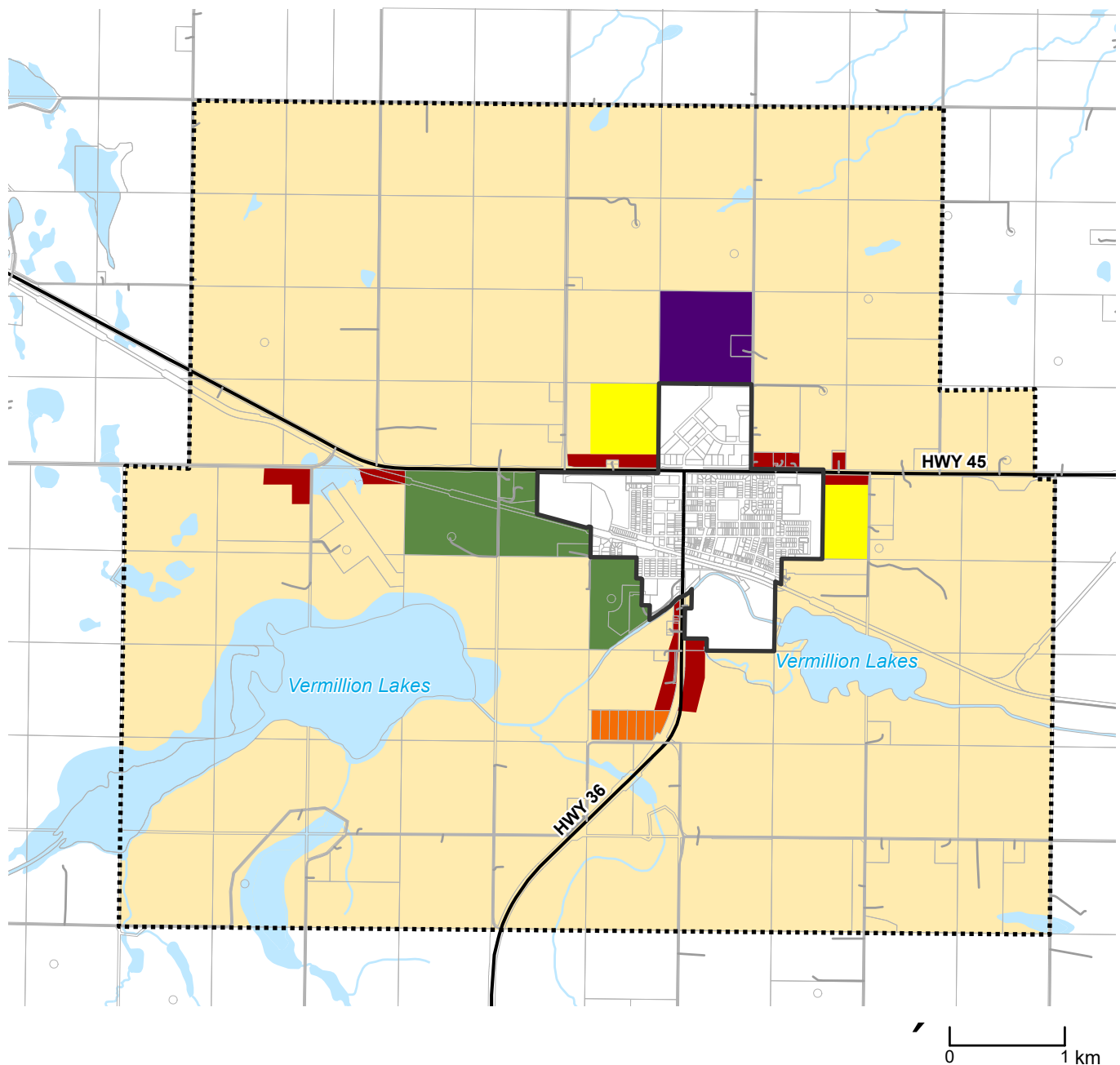
Developments within the IDP area should be designed to be aesthetically pleasing. Special emphasis should be placed on building an attractive image of the community along highway corridors and approaching amenities within the IDP area.

11. Promote continued intermunicipal collaboration

Define mutually beneficial strategies and opportunities for mutual collaboration with regards to land development, infrastructure delivery, public facilities, recreational amenities and economic development.



Map 8 - IDP Land Use Concept



Legend

	IDP Area Boundary		Future Recreation Area		Country Residential
	Town of Two Hills Boundary		Future Residential		Future Industrial
	Rivers/Streams		Future Highway Commercial		Agriculture
	Lakes				

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6. Land Use and Built Form Policies

Future land uses within the IDP area identified a desire for additional growth including residential expansion, additional industrial growth as well as opportunities for expanded recreation areas and further development of lands adjacent to the highways for commercial purposes.

The future land use vision established for this IDP was finalised through collaborative working sessions with stakeholders and the RAPID Committee.

The following section outlines policies related to the development of agriculture and related uses, highway corridors, recreation areas, country residential developments, urban style and industrial developments within the IDP area. The policy framework also provides direction for preferred built form related to each land use type. The land use concept established for the IDP area is outlined in **Map 8: Future Land Use Concept**.

6.1 Agricultural and Related Uses

Agricultural areas make up the majority of the lands within the IDP area and businesses within the Town often provide direct services to farms and rural residents. The long-term viability of agricultural use is improved by ensuring appropriate levels of subdivision and encouraging the development of new businesses that support agriculture.



Policies

Predominant land use

- 6.1.1 The County of Two Hills and Town of Two Hills agree to maintain and promote agricultural use throughout the IDP area.

Subdivision of prime agricultural lands

- 6.1.2 Subdivision of agricultural lands in the IDP area will comply with Section XX.XX of the County of Two Hills MDP (Bylaw Number). The maximum number of agricultural parcels on a quarter section with higher soil quality (Class 1, Class 2 and Class 3) will be limited to one (1) parcel while the number of parcels on quarter sections with poor soil quality (Class 4, Class 5, Class 6 and Class 7) will be limited to two (2) parcels.
- 6.1.3 New development should be undertaken in a way that minimizes the fragmentation of agricultural parcels.

Agricultural business focus

- 6.1.4 Home Based Business opportunities should be promoted within the IDP area and should be undertaken in a way that is compatible with existing agricultural practices. Operation of businesses should mitigate any negative impacts such as noise and dust.
- 6.1.5 Use of agricultural land in the IDP area for agricultural support services, agri-tourism and rural industries should be considered on a case by case basis subject to their location and potential impacts on existing land uses.

Confined Feeding Operations

- 6.1.6 Intensive use of agricultural land such as confined feeding operations that may restrict future urban expansion will not be permitted within the IDP area.

Other intensive agricultural operations

- 6.1.7 Other intensive agricultural operations such as fur farms, greenhouses and similar uses shall be considered on a case by case basis subject to their location and potential impacts on existing land uses.

Integration of recreation opportunities

- 6.1.8 Recreation areas and trails should be considered for where they do not disrupt existing agricultural practices.

6.2 Highway Corridors

The IDP area contains a pair of major highways, 45 and 36. Highway-oriented businesses have begun to take advantage of traffic passing through the area. In addition to the businesses within the Town boundary there are also several stopping points for drivers within the IDP area including the *Fallen Riders Memorial* site and the provincial highway rest stop east of Town.



Policies

Future land use concept

- 6.2.1 Future developments along the highway corridors shall be in general compliance with **Map 8: Future Land Use Concept**.

Highway commercial uses

- 6.2.2 Land uses for highway commercial areas may include but are not limited to:
- a. Motels;
 - b. Hotels;
 - c. Gas or service stations;
 - d. Tourism oriented or speciality shops; or
 - e. Similar users to serve travelling public and regional population.
- 6.2.3 New commercial developments should leverage existing infrastructure and business areas to encourage successful new developments.
- 6.2.4 Business developments should consider integration with the following existing opportunities including:
- a. Truck rest stops;
 - b. Intersections of major highways;
 - c. Recreation areas; or
 - d. Two Hills airport.

Development access

- 6.2.5 Roadway access to developments should be in accordance with the appropriate Province of Alberta regulations regarding highway safety and access. Design and location of future accesses should be addressed at time of Area Structure Plan (ASP) development, subdivision

application or development permit application, as applicable. Subject to the intensity and scale of future developments, a service road may be required.

- 6.2.6 Where the development backs onto a residential area, it should provide appropriate buffers and transition between the businesses and community.

Highway commercial servicing

- 6.2.7 Encourage new highway commercial and industrial developments within the IDP area to connect to the Town's municipal water, storm and sewer infrastructure. On-site servicing may be considered on a case-by-case basis subject to specific development constraints.

Gateways and entrance corridors

- 6.2.8 Highway commercial developments may be required to provide enhanced landscaping and architectural features along highway frontage in order to project an inviting image and character for the community as whole.

6.3 Recreation

Recreation opportunities within the Town of Two Hills include the Two Hills Centennial Arena and associated recreation areas and the Two Hills Lions' Golf and Country Club. Lands within the IDP area provide additional opportunities for expanding and enhancing those existing recreation areas. In addition, there may be opportunities to explore the creation of integrated recreation trails along former rail right of ways and on marginal lands which are not suitable for agriculture uses.



Policies

Future Land Use Concept

- 6.3.1 Expansion of recreational uses shall be promoted in general accordance with **Map 8: Future Land Use Concept**.

Compatibility of recreational uses

- 6.3.2 Proposed recreational uses shall be sensitive to impacts on nearby residents and shall not cause a nuisance in the form of noise, dust or other impacts. Mitigation may include controlling hours of operation and landscaping buffers.

Support existing recreational areas

- 6.3.3 New recreational areas should complement the existing recreational and cultural uses found within the Town's existing recreation areas and enhance the overall appeal of existing facilities. Potential options for additional recreation opportunities may include:
- a. Expanding the existing Two Hills Lions' Golf course, or
 - b. Expanding the sports fields near the Two Hills Centennial Arena support a range of active recreation activities.
- 6.3.4 Connectivity between the existing and proposed recreation areas, including trails should be encouraged.

Trails development

- 6.3.5 Explore the viability of a locally operated, interconnected trail system and open space network along the Vermillion Lakes and

associated floodway system to promote tourism and recreational opportunities.

- 6.3.6 Newly developed recreation trails should be integrated into the Town to support access and minimize disturbance to lands within the IDP area through additional traffic or parking.

Protection of environmentally sensitive areas

- 6.3.7 Development of recreation areas should promote the preservation of existing environmentally sensitive areas while providing opportunities for both active and passive outdoor recreational activities and related support facilities.

Seasonal activities

- 6.3.8 The design of the recreational uses should include consideration for recreation activities both in summer and winter seasons.

6.4 Country Residential Developments

Country residential parcels are primarily subdivided as one parcel out from agricultural quarter sections. Multi-lot country residential subdivisions are less common but may be of interest to groups seeking lifestyles supported by agricultural practices like hobby farming.



Policies

Single parcel country residential lifestyle

- 6.4.1 Potential subdivisions for single parcel country residential lots within the IDP shall be in accordance with the County of Two Hills MDP Section XX.XX. The maximum number of country residential parcels on a quarter section with higher soil quality (Class 1, Class 2 and Class 3) will be limited to one (1) parcel while the number of country residential parcels on a quarter sections with poor soil quality (Class 4, Class 5, Class 6 and Class 7) will be limited to two (2) parcels. The combined area of country residential parcels on a quarter section shall not exceed 20 acres.

Multi-lot developments

- 6.4.2 Multi-lot country residential developments on agricultural land will be considered on a case by case basis with regard to ensuring adequate servicing, environmental management and the approval of Area Structure Plans or Outline Plans.
- 6.4.3 Multi-lot developments may provide opportunities for agriculturally based or supported lifestyles including keeping of limited livestock or hobby farming.

- 6.4.4 Multi-lot developments should be located:

- in close proximity to existing subdivisions to limit the fragmentation of agricultural parcels,
- on lesser quality agricultural lands (Classified as lands with CLI classes of 4, 5, 6, or 7),
- in a way as to limit disruption of environmentally sensitive areas, and
- outside of the Vermillion Lakes floodway and flood fringe areas as identified in the *Two Hills Flood Hazard Mapping Study* (2009).

Requirement for Area Structure Plan/Outline Plan

- 6.4.5 No new multi-lot subdivisions will be allowed in the IDP area without an adopted Area Structure Plan (for developments of 10 or more lots) or an Outline Plan (for developments involving 3 to 10 country residential lots)

6.5 Urban Residential Expansion

Urban style residential developments are typical town lots connected to municipal services like water and wastewater systems. There are currently no urban style developments under construction or completed within the IDP area. Current land use forecasts indicate that there is limited demand for expanding urban residential areas into County lands in the near future. The Future Land Use Concept outlines areas for potential expansion of urban style residential developments.



Policies

Future Land Use Concept

- 6.5.1 Expansion of urban style residential lots shall be promoted in general accordance with **Map 8: Future Land Use Concept**.

Urban-style residential expansion

- 6.5.2 Expansion of urban style residential subdivisions shall only be considered within the IDP lands once all opportunities for urban residential development are utilized within the Town of Two Hill's boundary.

Annexation for residential development

- 6.5.3 New annexations for residential uses shall not be considered until existing lands within the Town boundary have been developed and a growth study or land demand analysis has been completed.

Servicing

- 6.5.4 Urban style residential expansions shall be required to connect to municipal services including water, wastewater, gas, and electricity.
- 6.5.5 Urban style residential expansions on County lands may be subject to levies or other cost sharing mechanisms in order to fund the expansion of municipal infrastructure

Requirement for Area Structure Plan/Outline Plan

- 6.5.6 No new multi-lot subdivisions will be allowed in the IDP area without an adopted Area Structure Plan (for developments of 10 or more lots) or an

Outline Plan (for developments involving 3 to 10 country residential lots)

6.6 Industrial Expansion

The Town of Two Hills is the region's local economic hub and both municipalities recognize the need for a supply of serviceable and developable industrial lands. Currently, commercial and light industrial lands are clustered to the north of Highway 45. Additional lands are available for light industrial development within the Town's boundary and to allow the Town to build on its role as a regional economic and manufacturing hub. In addition, both municipalities agree that the land located directly to the north of the current Town boundary and existing light industrial development are well suited for future industrial uses.



Policies

Future Industrial Area Expansion

- 6.6.1 Subject to market demand, industrial lands may be expanded in accordance with **Map 8: Future Land Use Concept**.

Proposed Uses

- 6.6.2 The industrial area may include a variety of light industrial, rural industrial and heavy industrial uses with a focus on agricultural, transportation and related industries.
- 6.6.3 Non-agriculture related industrial land uses such as oil and gas industries or other types of heavy industries may be considered subject to market demand, availability of appropriate level of service, fire protection and other safety as well as health considerations.

Servicing

- 6.6.4 Industrial developments which require municipal servicing shall be required to connect to municipal services including water, wastewater, gas, and electricity.
- 6.6.5 Servicing of rural industrial uses such as outdoor storage yards and similar uses that need minimal municipal services should be considered on a case by case basis subject to service capacity and need.
- 6.6.6 Industrial developments on County lands which connect to municipal services may be subject to levies, service agreements or other cost sharing

mechanisms in order to fund the expansion of municipal infrastructure and servicing capacity.

Requirement for Area Structure Plan/Outline Plan

- 6.6.7 No new multi-lot subdivisions will be allowed in the IDP area without an adopted Area Structure Plan (for developments of 10 or more lots) or an Outline Plan (for developments involving 3 to 10 industrial lots)

Consideration for Adjacent land uses

- 6.6.8 Detailed Area Structure Plans for individual areas shall include and identify appropriate planning considerations such as:
- Setbacks, buffer areas and location of access roads and specific industrial activities to minimize and mitigate conflicts with adjoining non-industrial uses, and
 - The municipalities, at their discretion, may require additional studies and/or protective measures as deemed necessary.

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7. General Development Policies

The future land use concept established for the IDP area needs to be complemented by social, environmental and utility infrastructure. The following general development policies are applicable to the entire IDP area and provide direction for:

- Environmental management
- Transportation
- Utilities and servicing
- Social and economic development

7.1 Environmental Management

Existing environmental features within the IDP area include Vermillion Lakes, and associated wetlands. The Vermillion Lakes system runs from west to east through the IDP area and contains a number of year-round water bodies as well as seasonally wetted floodways. In 2009, the *Two Hills Flood Hazard Mapping Study* identified 100-year floodways and flood fringes for the Vermillion Lakes system through Two Hills. Those lands within the floodway and fringe require special consideration and protection prior to intensive development.



Policies

Identification of environmentally sensitive areas

- 7.1.1 New multi-lot subdivisions requiring an Area Structure Plan shall be required to undertake a biophysical study to identify environmentally sensitive areas and potential measures to mitigate the impacts of development. The applicant will be responsible for undertaking the Biophysical Study.

Environmental Reserve, Environmental Reserve Easements, Conservation Easements and Development Setbacks

- 7.1.2 The Environmental Reserve, Environmental Reserve Easements, and/or Conservation Easements shall be established in accordance with Section 664 of the MGA and the Biophysical Study at the Area Structure Plan stage.
- 7.1.3 Environmental Reserve and Environmental Easement designs should follow minimum guidelines as provided in the Government of Alberta's *Sustainable Resource Development Standard Recommendations to Municipal Subdivision Referrals* (2007)
- 7.1.4 Development setbacks from wetlands and other environmentally sensitive areas should be undertaken following guidelines from the Government of Alberta's *Stepping Back from the Water: A Beneficial Management Practices Guide for New Development Near Water Bodies in Alberta's Settled Region*.

Wildlife corridors

- 7.1.5 The IDP area consists of various existing environmental features such as watercourses, associated wetlands and seasonal riparian corridors which are used for wildlife movement. Any future development of these corridor areas should consider ways to preserve connectivity between stretches of remaining natural vegetation.
- 7.1.6 The dedication of Environmental or Municipal Reserve within the IDP area should be coordinated to promote maintenance of these contiguous wildlife corridors.

Open spaces and trail networks

- 7.1.7 Open spaces and trail networks should be developed in a manner that promotes the protection of environmentally sensitive areas and establishes an interconnected network with existing trails within the IDP boundary.

Development within the floodway or flood fringe

- 7.1.8 Intensive developments will be discouraged within the floodway or flood fringe as identified during the 2009 *Flood Hazard Mapping Study* and outlined in **Map 3 – Existing Environmental Features**
- 7.1.9 Intensive developments include:
- Residential developments
 - Industrial developments
 - Commercial developments

7.2 Transportation

The regional transportation network within the IDP area is composed of secondary Highway 45 and Highway 36. In addition, a network of local County and private roads provide access to local farms and amenities. Key features of the transportation network within the IDP includes recent Provincial changes to Highway 36 through the Town of Two Hills, highway oriented developments near the intersection of Highway 45 and 36 at the northern portion of the Town and the existing truck rest stop located on Highway 45 to the east of the Town.



Policies

Working with Alberta Transportation

- 7.2.1 The municipalities will work together with Alberta Transportation to prepare highway vicinity management agreements and access management plans for specific areas within the IDP area, especially along the along Highway 45 corridor where potential for highway commercial developments is identified. The municipalities will also work with Alberta Transportation to ensure that ongoing design updates of provincial highways passing through the Town of Two Hills IDP area are compatible with the needs of the community in terms of access and use.

Provincial highway regulations

- 7.2.2 All developments will comply with Alberta Transportation regulations requiring provincial approval within 300 metres of a provincial highway right-of-way, or within 800 metres of the intersection of a provincial highway with another public road.

Access management guidelines

- 7.2.3 Development proposed along either Highway 45 or 36 corridors shall utilize existing access points. Any new access points to existing roadways will require coordination with the County of Two Hills, the Town of Two Hills and Alberta Transportation.
- 7.2.4 A Traffic Impact Assessment (TIA) may be required as a part of any Area Structure Plan application to coordinate appropriate access locations and safety measures. For multi-lot

developments requiring an Area Structure Plan and not requiring circulation to Alberta Transportation, the requirement for TIA may be waived at the discretion of the Development Authority subject to the complexity and intensity of the proposed development.

Rider friendly community

- 7.2.5 The municipalities will work together to promote the Town and surrounding roadways as “rider friendly”.
- 7.2.6 Amenities aimed at motorcycle riders should be prioritized including but not limited to:
- dedicated parking stalls for motorcycles in the summer months,
 - paving of roadside turnouts and exit ramps, and
 - improvements to the Fallen Riders Memorial.

Heavy truck route rest stop

- 7.2.7 Undertake a feasibility study on the development of a heavy truck route rest stop at the existing rest stop at the eastern edge of the IDP area.
- 7.2.8 Work with Alberta Transportation to identify opportunities for improvements to the highway rest area.

Establish missing connection

- 7.2.9 Work with residents, the province and the Town to establish any missing links in the transportation network within the IDP area.

7.3 Utilities and services

At present, the IDP area is not serviced by municipal water and sewer. Previous studies from 2009 indicate that the Town's wastewater management system had capacity for the anticipated growth in the next 20 years, although there may be some challenges related to the age and maintenance of infrastructure.



Policies

Co-development of infrastructure and service plans

7.3.1 The County and Town should continue to communicate and cooperate with regard to service and program delivery including but not limited to:

- a. Recreation and community services;
- b. Road maintenance and grading,
- c. Snow removal,
- d. Fire services, and
- e. Emergency services.

Cost and revenue sharing for intermunicipal services and infrastructure

7.3.2 Options for cost and revenue sharing should be explored with regard to provision of services which meet the needs of both County and Town residents.

7.3.3 Both municipalities should work together to establish approaches and mechanisms to fund key capital infrastructure investments within the IDP area. In addition, emphasis should be placed on developing intermunicipal programs for efficient and cost-effective service delivery.

Extension of municipal services

7.3.4 Extension of municipal services should only be conducted following a system capacity assessment for both the water and wastewater systems. This includes consideration of lifecycle costs, and whether other options may be more effective, including:

- a. Hauled water services;
- b. Truck fill stations;
- c. On-site sanitary sewers; or
- d. Low-impact development practices.

Stormwater management

7.3.5 Encourage developments to integrate stormwater management systems into their design. Provisions should be made to control stormwater runoff to predevelopment rates through the use of on-site storage and stormwater management facilities. The use of low-impact stormwater management facilities to control water quantity and quality should be pursued and best management practices should be utilized as measures to control stormwater quality.

Utilities and pipeline corridors

7.3.6 When considering Area Structure Plans of subdivision and development permits, Alberta Energy Regulator (AER) will be consulted regarding setbacks.

7.4 Social and Economic Development

The Two Hills Regional Economic Development Strategy has established the economic role of each municipality in the region. As the most central hub in Two Hills County, the Town plays an important role in providing both services and amenities to meet the needs of neighbouring residents. In addition, the Town includes a substantial and growing proportion of Mennonite families who can benefit from and help lead social and economic development within the Town and surrounding areas.



Policies

Regional Economic Development Plan

- 7.4.1 Both municipalities will work collaboratively and support the development of the IDP area in accordance with the direction established in the Two Hills Regional Economic Development Strategy.

Regional Economic Hub

- 7.4.2 The Town and County will explore options to continue to brand the Town and surrounding areas as the region's economic hub for both agricultural services as well as manufacturing.

Support local business development

- 7.4.3 Businesses seeking to establish themselves in and support the agricultural industry or as local manufacturers should be considered on a case by case basis. This may include:
- a. Tourism oriented uses,
 - b. Agri-tourism businesses,
 - c. Minor, medium or major home-based businesses on both country residential and agricultural lands, or
 - d. Manufacturing or industrial uses
- 7.4.4 Businesses should be run in such a way as to complement the existing agricultural and residential character of the IDP area and not cause undue nuisance or disturbance to residents.

RAPID Committee

- 7.4.5 Both the Town and the County will continue to participate in the Regional Advanced Partnership

on Intermunicipal Development. This committee provides a venue to identify economic opportunities which may be relevant to economic development within the IDP area.

Social and cultural development

- 7.4.6 Both municipalities should work together to promote opportunities for celebration of local culture and social activities.

Intermunicipal programs

- 7.4.7 Both municipalities should work together and establish intermunicipal programs for physical, social and economic development opportunities within the IDP area. This may include joint funding of services used by both County and Town residents including:
- a. Libraries,
 - b. Recreation areas, and
 - c. Seniors centres.

Tourism

- 7.4.8 Both municipalities should work with each other and other regional partners to promote unique tourism opportunities including but not limited to motor cycle tours or events, agri-tourism businesses, recreational and cultural events within the IDP area.

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8. Implementation

Successful implementation of this Intermunicipal Development Plan will require a series of joint initiatives and a continuation of ongoing partnerships between both municipalities and the development industry. Policies within the IDP can guide future use of planning tools, provides mechanisms for administering the IDP area and managing disputes between the partner municipalities. In addition, the success of ongoing actions will need to be monitored on an ongoing basis.

The proposed implementation plan is described under the following themes:

- Planning tools
- Plan administration mechanisms
- Review and referral process for development applications and plans
- Intermunicipal dispute resolution; and
- Monitoring and review

8.1 Planning Tools

The IDP is intended as a broad policy framework regarding land use, transportation, municipal services, environmental management, recreation, parks and open spaces. More detailed plans such as Area Structure Plans (ASPs) and Outline Plans will need to be prepared for specific areas within the IDP that are expected to be developed in the near future. The ASPs must be prepared in accordance with the provisions of the Municipal Government Act.



Policies

Annexation

- 8.1.1 Annexation of County lands by the Town for residential uses will not be considered until all developable parcels are utilized within the Town of Two Hills's boundary.
- 8.1.2 Any potential annexation shall be in accordance with the policies outlined in the Municipal Government Act and should only occur following an approved growth study.

Area Structure Plan requirements

- 8.1.3 The Area Structure Plans or Outline Plans should typically be initiated by individual developers or land owners and should be in general compliance with the policies within this IDP and other plans prepared by both municipalities.
- 8.1.4 The Municipality shall require that an Area Structure Plan or Outline Plan be prepared and approved by Council prior to, or in conjunction with, any application for subdivision or development approval of any new development that due to the scale, scope, or circumstances warrants the preparation of such a plan.
- 8.1.5 The preparation of an Area Structure Plan will be required for any proposed new development involving new multi-lot residential, commercial and industrial developments including 10 or more lots.
- 8.1.6 The preparation of an Outline Plan will be required for any proposed new multi-lot residential, commercial and industrial

developments including less than 10 lots and more than 3 lots.

- 8.1.7 In addition to the requirements of the *Municipal Government Act*, an Area Structure Plan will include but not be limited to the following:
 - a. Conformity with the policies and objectives of the IDP and the municipalities' MDPs;
 - b. Conceptual layout of future land uses proposed for the area and impacts on adjacent land uses;
 - c. Conceptual layout of internal roadways based on the County's municipal standards;
 - d. Conceptual provisions for stormwater management;
 - e. Conceptual provisions for potable water and where appropriate a site water distribution concept;
 - f. Conceptual methods of sanitary disposal and where appropriate a site sanitary sewage collection concept;
 - g. Conceptual location of public utility lots and corridors wherever possible to the satisfaction of the County and utility provider;
 - h. Detailed provisions for municipal and environmental reserves including the protection and integration of natural areas, where applicable;
 - i. Proposed phasing of development; and
 - j. Any other information that both Councils deem necessary.

Outline Plan requirements

8.1.8 An Outline Plan shall include:

- a. Development Concept Plan outlining site design, land uses, access, and open spaces;
- b. Servicing approach; and
- c. Any other supporting study at the discretion of the Development Authority.

8.2 Plan Administration Mechanisms

The MGA requires an IDP to establish the direction for overall plan administration and amendment as well as repeal procedures.



Implementation Actions

Adoption of the IDP

- 8.2.1 This Plan shall be adopted by Bylaw by the Councils of the Town of Two Hills and the County of Two Hills.

Establishment of the Joint IDP Steering Committee

- 8.2.2 The County of Two Hills will administer the provisions of the IDP and act as the Approving Authority for lands within the IDP area. A Joint IDP Steering Committee will be established to provide opportunities for collaborative decision-making.

Composition of the Joint IDP Steering Committee

- 8.2.3 The Joint IDP Steering Committee will be comprised of two (2) elected officials from each municipality. The CAOs or their designate(s) will provide support to the Committee. Only the elected officials will have voting rights.

Responsibilities of the Joint IDP Steering Committee

- 8.2.4 The mandate of the Joint IDP Steering Committee is to facilitate on-going sharing of information between elected officials and staff and provide a forum for review and comment on a range of topics identified within the IDP. Responsibilities of the Joint IDP Steering Committee may include, but not necessarily be limited to the following:
- a. To make recommendations on intermunicipal matters to their respective Councils;
 - b. To monitor the progress of the IDP including overseeing that implementation actions

identified in the IDP Implementation Plan are acted upon;

- c. To review any proposed applications for annexation and make recommendations to their respective Councils;
- d. To review any proposed amendments to the IDP and make recommendations to their respective Councils;
- e. To act as an informal review body for any amendment, proposed Area Structure Plans or significant development and subdivision applications that may have a significant impact upon the IDP area;
- f. In the event that a subdivision or development application results in an appeal, the Joint IDP Steering Committee may provide written comments to the appropriate appeal body; and
- g. To provide a forum to develop and recommend for approval to their respective Councils about agricultural, land development, industrial, tourism, social and economic development initiatives within the IDP area.

Administrative Procedures for the Joint IDP

Committee

- 8.2.5 The administration of the Joint IDP Steering Committee will alternate between both Municipalities on an annual basis. Administrative procedures include:
- a. The establishment of dates and locations for meetings, production of agendas and other matters as deemed necessary;
 - b. Keeping of minutes of the Joint IDP Steering Committee meetings;
 - c. Making a decision to meet once every six months and/or at the request of each municipality; and
 - d. The chairmanship of the Joint IDP Steering Committee will alternate between the representatives from the Town of Two Hills and the County of Two Hills.

Committee schedule

- a. Committee meetings on particular applications will convene after comments have been received as a result of an intermunicipal referral.

8.3 Review and Referral Process for Development Applications and Plans

Each Municipality will be responsible for the approval of applications and plans within their boundaries. In addition, both municipalities agree to refer to each other those applications and plans for lands identified for the intermunicipal referral process. Such collaborative approach for future statutory plans, development applications, subdivision applications and plan amendments is essential to maintaining effective communication and resolving intermunicipal issues on an on-going basis



Policies

Referral area

- 8.3.1 Proposals located within the following area that meet the criteria established in Section 8.3.2 shall be considered for intermunicipal referrals:
- a. All parcels within the IDP boundary and the Town of Two Hills boundary located within the County of Two Hills jurisdiction; and
 - b. All parcels within the Town of Two Hills that abut the Town of Two Hills boundary.

Matters for referral

- 8.3.2 The County of Two Hills shall circulate the following plans and specific development applications within IDP lands:
- a. Statutory plans and amendments;
 - b. Rezoning applications that do not meet the vision established in Future Land Use Concept of the IDP;
 - c. Subdivision applications involving 5 or more parcels per quarter section;
 - d. Development Permit applications for heavy industrial developments and highway commercial developments;
 - e. Development Permit applications for discretionary uses on lands within the IDP area zoned as Controlled Urban District (CUD); and
 - f. Land uses that are not permitted uses under existing land use districts.
- 8.3.3 In addition to specific development plans identified for referral, both municipalities should

also refer any matter which may be of interest, or may be relevant to this Plan and the land within the IDP area, and may include:

- a. Municipal Development Plan approval or amendments;
- b. Transportation, water, waste water or stormwater management plans;
- c. Recreation and/or parks plans; and
- d. Tourism development.

- 8.3.4 Subdivisions applications within the IDP area involving creation of maximum 4 parcels within a quarter section shall be exempt from any intermunicipal referral requirement and be processed by the County of Two Hills Development Authority in accordance with County's Municipal Development Plan policies.

- 8.3.5 The Town of Two Hills should circulate development permit applications involving discretionary uses on parcels identified in 8.3.1.b to the County of Two Hills.

Notice to impacted parties

- 8.3.6 The municipalities shall notify any affected individuals, organized groups within and surrounding, the Plan Area, regarding any development proposals which may have adverse impacts on affected parties, including development or activity that may generate smoke, smell, noise, aesthetics, traffic, storm runoff, or land use conflicts.

Response to submissions

- 8.3.7 The maximum time to provide comment by each municipality shall be 21 days.
- 8.3.8 Each municipality, at its discretion, may grant an extension to the maximum 21 days response time.
- 8.3.9 In the event that either municipality does not reply within, or request extension to the maximum response time, it will be assumed that the responding municipality has no comment or objection to the referred project or planning document.

8.4 Intermunicipal Dispute Resolution

The implementation of an intermunicipal dispute resolution mechanism is a requirement of all IDPs pursuant to the Municipal Government Act. In order to satisfy this requirement and to ensure that the principles of fairness and due process are respected, a seven-stage dispute resolution process is established by both municipalities.



The process is designed to maximize opportunities for discussion and review with the goal of resolving disagreements early in the process and minimizing delays. It is important to note that this process only applies to those areas where the Municipal Government Board has jurisdiction.

For the purposes of this Plan:

“Initiating Municipality” means the municipality in which the land that is the subject of a proposal is located;

“Proposal” means a planning document considered for referral, land use re-designation, subdivision application, development permit application, an Area Structure Plan or an Area Structure Plan amendment, or an IDP amendment; and

“Responding Municipality” means the other Municipality.

Stage 1: Adherence to the Plan

- 8.4.1 The continued referral of planning applications, statutory plans and amendments and other studies and documents is essential to maintain proper communication and coordination between the two municipalities.

Stage 2: Departmental review

- 8.4.2 The Initiating Municipality will ensure that complete information addressing the relevant criteria as outlined in the IDP is provided in support of all site-specific applications or that all statutory plan processes are sufficiently documented.
- 8.4.3 Upon circulation of a proposal, the administration or Development Authority of the Responding Municipality will undertake a technical evaluation of the proposal and will provide any necessary comments to the Initiating Municipality.
- 8.4.4 Each Municipality will be responsible for determining the degree of discretion to be

delegated to each respective administration or Development Authority in the review of proposals.

Stage 3: Senior Administrator review

- 8.4.5 If an issue cannot be resolved at the staff level, it is referred to the County and Town Chief Administrative Officers for review. The County and the Town senior administrators will determine if the proposal can be processed without referral to the Joint IDP Steering Committee for review.
- 8.4.6 In the event that a proposal cannot be resolved at the administrative level, either Municipality may refer that proposal to the Joint IDP Steering Committee for review.

Stage 4: Joint IDP Steering Committee review

- 8.4.7 If a proposal is referred to the Joint IDP Steering Committee, a Committee meeting will be scheduled and the administrations of both municipalities will present their positions on the proposal to the Joint IDP Steering Committee.

- 8.4.8 After consideration of a proposal the Joint IDP Steering Committee may:
- Provide recommendations back to the administrations with respect to revisions to the proposal that should be considered to make it more acceptable to both municipalities;
 - If possible, agree on a consensus position of the Committee in support of or in opposition to the proposal, to be presented to both Councils; or
 - Conclude that no initial agreement can be reached and that a consensus position of the Committee will not be presented to both Councils.
- 8.4.9 If agreed to by both municipalities, a facilitator may be employed to help the Joint IDP Steering Committee work toward a consensus position.
- 8.4.10 If a proposal cannot be satisfactorily processed following a Joint IDP Steering Committee review, then that proposal will be referred to both Councils.

Stage 5: Municipal Councils

- 8.4.11 After receiving the recommendations of the Joint IDP Steering Committee with respect to a particular proposal, each Council will establish a position on the proposal.
- 8.4.12 If the Municipal Councils support a proposal, then the approval and IDP amendment processes can be completed.
- 8.4.13 If both the Councils cannot agree on a proposal, then the matter may be referred to a mediation process.
- 8.4.14 In the event that the two Municipalities resort to mediation, the Initiating Municipality will not give approval in the form of second and third readings to appropriate bylaws until mediation has been pursued.

Stage 6: Appropriate dispute resolution

- 8.4.15 The following will be required before a mediation process can proceed:
- Agreement by both Councils that mediation is necessary;
 - Appointment by both Councils of an equal number of elected officials to participate in a mediation process;

- Engagement, at equal cost to both municipalities, of an impartial and independent mediator agreed to by both municipalities; and
- Approval by both Municipalities of a mediation schedule, including the time and location of meetings and a deadline for the completion of the mediation process.

- 8.4.16 If agreed to by both municipalities, any members of the Joint IDP Steering Committee or administrative staff from either Municipality who are not participating directly in the mediation process may act as information resources either inside or outside the mediation room.
- 8.4.17 All participants in the mediation process will be required to keep details of the mediation confidential until the conclusion of the mediation.
- 8.4.18 At the conclusion of the mediation, the mediator will submit a mediator's report to both Councils.
- 8.4.19 If a mediated agreement is reached, then that agreement will be referred to both Councils for action. Both Councils will also consider the mediator's report and the respective positions of the Municipal administrations with respect to the mediated agreement. Any mediated agreement will not be binding on either Municipality and will be subject to the formal approval of both Councils.
- 8.4.20 If a mediated agreement cannot be reached or if both Councils do not approve a mediated agreement; then the appeal process may be initiated.

Stage 7: Appeal to the Municipal Government Board

- 8.4.21 In the event that the mediation process fails, the Initiating Municipality may pass a bylaw to implement the proposal (e.g. a bylaw amending an Area Structure Plan) or issue a development permit or approve a subdivision application.
- 8.4.22 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*.
- 8.4.23 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 thirty (30) days of the passage of the disputed bylaw.

- 8.4.24 Any appeals related to subdivision and development permit applications shall be referred to the Subdivision and Development Appeal Board (SDAB) of the County of Two Hills.
- 8.4.25 Provisions for appealing a decision of the MGB to the Court of Appeal are provided in the MGA.

8.5 Monitoring and Review

The ongoing and periodic review of this IDP is necessary to ensure that it remains relevant and applicable to changing realities within both the Town of Two Hills, the County of Two Hills and the IDP area.



Policies

IDP review and update

- 8.5.1 The municipalities shall undertake a yearly review of the IDP at the respective administrative level and identify issues, if any, to be discussed at the Joint Intermunicipal Steering Committee.
- 8.5.2 In order to address changing economic and market trends, the municipalities should undertake a major update of the IDP every five years from the date of adoption of the IDP by means of municipal Bylaws.

IDP amendment

- 8.5.3 The IDP may need to be amended subject to the review and agreements of both Councils. An amendment to the IDP may be initiated by:
 - a. Recommendations from the Council of the municipalities.
 - b. Property owners or members of the public through the municipality in which they reside.
- 8.5.4 Amendments to the Plan must be adopted by both municipalities via Bylaw, in accordance with the MGA.
- 8.5.5 Amendments could include changes to policy (textual amendments), boundaries, and other matters as may be determined by either municipalities or applicants.

Repeal of the Intermunicipal Development Plan

- 8.5.6 If one municipality deems the IDP no longer workable, the bylaws adopting the IDP will need to be repealed by both Municipalities in

accordance with the Municipal Government Act. In addition, the following procedures should be followed prior to the final actions of repealing the bylaws:

- a. One municipality will give the other notice in writing of the intention to repeal its bylaw adopting the IDP;
- b. Within 90 days of the date of the notice in writing to the other municipality, a Joint IDP Steering Committee meeting shall be held;
- c. Following the Joint IDP Steering Committee meeting, the municipality filing the notice of repeal may either withdraw its notice by providing a letter to the other municipality or proceed to give a bylaw to repeal the IDP First Reading;
- d. A Bylaw to repeal will require a Public Hearing and three (3) readings in order to be fully adopted; and

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9. Definitions

All the terms and meanings in this IDP shall carry their normal definitions unless otherwise defined herein.

Act means the *Municipal Government Act* R.S.A. 2017 and Amendments thereto, and the Regulations passed pursuant thereto.

Adjacent means contiguous or would be contiguous if not for a river, stream, railway, road or utility right of way or reserve land; and any other land identified in this Bylaw as adjacent land for the purpose of notifications.

Agri-tourism means the use of agricultural land and / or buildings for events and activities related to agriculture that create tourism opportunities. Agri-tourism operations typically charge a fee for experiences that include, but are not limited to, u-pick patches, market gardens, greenhouses, farm tours, recreational activities, trail riding, country vacations and hosting of special/seasonal events.

Albert Energy Regulator (AER) means the independent agency regulating the safety and development of Alberta's energy resources: oil, natural gas, oil sands, coal, and pipelines.

Area Structure Plan (ASP) means a current plan adopted by Council as an area structure plan pursuant to the Act.

Buffer means an open green-space or undisturbed natural area; row of trees, shrubs, earth berm, or fencing to

provide visual or physical separation and/or noise attenuation between lots or a public roadway.

Building includes anything constructed or placed on, in, over or under land but does not include a highway or public roadway or a bridge forming part of a highway or public roadway.

Highway Commercial Use means the use of land or building for the operation of a business, either wholesale or retail with specific focus on providing services to motorists. Does not include home-based businesses, industrial operations, or other commercial land uses defined in this bylaw.

Canada Land Inventory (C.L.I.) Soil Class Rating System means a system for assessing the limiting effects of climate and soil characteristics on the land for growing common field crops. The CLI is used as a preliminary evaluation tool for classifying prime and marginal agricultural soils and landscapes to emphasize the potential capability of soils.

Confined feeding operation means an activity on land that is fenced or enclosed or within buildings where livestock are confined for the purpose of growing, sustaining, finishing or breeding by means other than grazing, but does not include seasonal feeding and bedding sites; as defined by the Agricultural Operation

Practices Act, Chapter A-7, Revised Statutes of Alberta, 2000.

Conservation Refers to the activity of protecting from degradation the essential biological, physical and chemical characteristics of the natural environment.

Cost Sharing means that costs for an agreed upon mutually beneficial project or development would be funded by all municipalities based upon some mutually agreed-to basis.

Country Residential refers to a non-farm rural residence, normally on a site of 8.09 hectares (20 acres) or less in size.

County Council means the Council of the County of Two Hills.

Development means:

- a. an excavation or stockpile and the creation of either of them,
- b. a building or an addition to or a replacement or repair of a building and the construction of placing in, on, over or under land,
- c. a change of the use of land or a building or an act done in relation to land or a building that results in or is likely to result in a change in the use of land or building, or
- d. a change in the intensity of use of land or a building or any act done in relation to land or a building that results in or is likely to result in a change in the intensity of use of the land or building.

Development Permit means a document issued by the Development Authority or by Council in the case of a decision under a Direct Control District; authorizing a development issued pursuant to this bylaw.

Discretionary Use means the use of land or a building that may or may not be allowed by a Development Authority, with or without conditions, based upon the merits of the development permit application.

Dispute Resolution means interest-based dispute resolution processes outside of formal appeal or court settings.

Environmentally Sensitive Area means landscape elements or areas that have important and/or unique environmental characteristics that are essential to the long-term maintenance of biological diversity, soil, water or other natural processes, both within the Environmentally Sensitive Areas and in a regional context.

Environmental Reserve means land dedicated (given) to a municipality during the subdivision process because it is considered undevelopable for environmental reasons in accordance with Section 664 of the Municipal Government Act. This may include, but not be limited to, areas such as wetlands, ravines, drainage courses, and steep slopes.

Extensive Agriculture means the use of land or buildings for the raising or production of crops, livestock, or poultry; but not restricting the generality of the foregoing, does not include feedlots, intensive hog operations, beekeeping, intensive poultry or fowl operations, sod farm, plant nurseries, livestock yards, or residences.

Highway or Road means:

- a. land used or surveyed for use as a public highway or road, and,
- b. includes a bridge forming part of a public highway or any structure incidental to the public highway, road or bridge.

Intermunicipal Collaboration Framework (ICF) means a collaboration framework among two or more municipalities to provide for integrated and strategic planning, delivery and funding of intermunicipal services, to steward scarce resources efficiently, and ensure municipalities contribute funding to services that benefit their residents.

Industrial Use means to provide for agricultural, forestry and rural-related services, storage, repair, processing and minor manufacturing uses on isolated sites, requiring minimal servicing, to serve primarily rural residents.

Municipal Development Plan (MDP) means A Planning Document, adopted by Council that provides land-use policy direction for planning and development activity over a prescribed period of time (as outlined in Section 632 of the Municipal Government Act).

Outline Plan means a land-use planning document, adopted by Council resolution, that supports an overarching Area plan and provides specific content and detail to a localized site during the subdivision process.

Owner means a person entitled to any freehold or other estate or interest in land, at law or in equity, in possession, in futurity or expectancy. The owner of a parcel or lot within the County or Town shall be the person(s) identified on the assessment roll.

Parcel means the aggregate of the one or more areas of land described in a certificate of title or described in a certificate of title by reference to a plan filed or registered in a Land Titles Office.

RAPID Committee means the Regional Advanced Partnership for Intermunicipal Development committee. It is composed of members of council from the County of Two Hills, Town of Two Hills, Village of Myrnam and Village of Willingdon aimed at identifying, developing and enhancing areas of mutual strategic economic and development importance.

Recreation Use Refers to development including natural open space, improved parkland and active and passive recreational areas, and any facilities or buildings associated with recreation, serving the needs of a municipality, area or region.

Revenue Sharing means that “net” municipal tax generated within a designated geographic area would be shared between municipalities upon some mutually agreed-to basis.

Subdivision means the division of a parcel of land by an instrument and “subdivide” has a corresponding meaning.

Subdivision Authority means a subdivision authority established under Division 3 of the MGA.

Development Authority means a subdivision authority established under Division 3 of the MGA.

Subdivision and Development Appeal Board (SDAB) means a subdivision and development appeal board established under Division 3 of the MGA.

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

Town Council means the Council of the Town of Two Hills.