



Edson Intermunicipal Development Plan



prepared by

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Planning Consultants Inc.

in association with



September 2017



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1 INTRODUCTION

1.1 Purpose

This Intermunicipal Development Plan (IDP) updates the 2007 Edson Urban Fringe IDP by providing a framework for the long-term growth and development of the lands located within the Edson Fringe Plan area. The Plan area includes lands in Yellowhead County and the Town of Edson as shown on Map 1. It extends north and west of the McLeod River to two miles north and west of the Town Boundary.

1.2 Plan Background

The completion of a functional plan for an alignment of the Yellowhead Highway (Highway 16) adjacent to the south boundary of Edson in 2006 provided the reason for the creation of the 2007 IDP. Many of the policies in the 2007 IDP directed amendments to the respective Municipal Development Plans and Land Use Bylaws, and the preparation of Area Structure Plans. Much of this work has been completed and is recognized by the updated 2017 IDP.

1.3 Locational Context

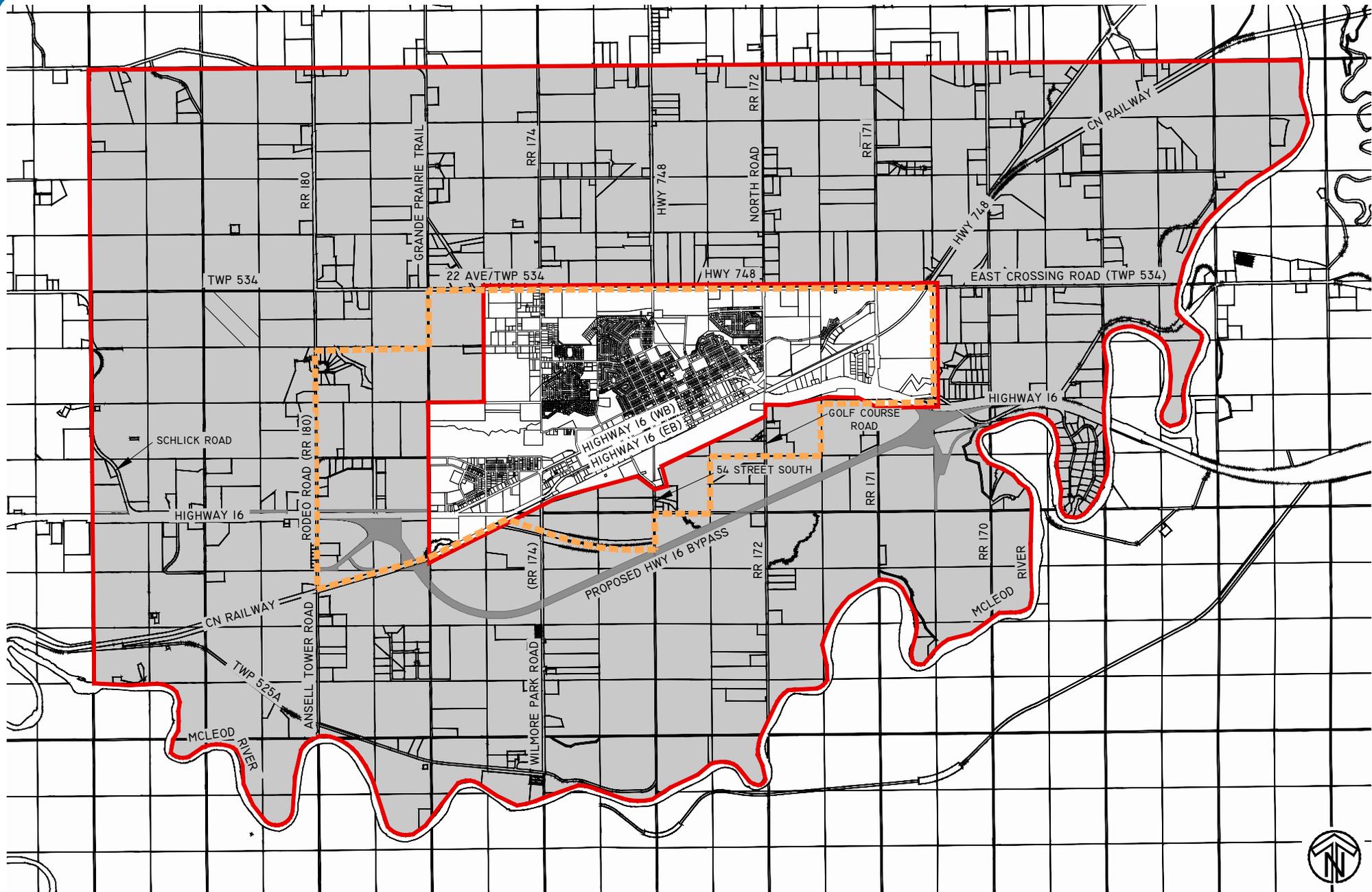
The Town of Edson is located between the City of Edmonton and the Town of Jasper on the Yellowhead Highway (Highway 16). The Town's growth has been based on three natural resource industries including coal, oil and gas, and forestry. Coal mining in Alberta's Coal Branch began in the 1930s followed by oil and gas exploration and extraction in the 1960s. As well, the forestry industry has been active during the same time frame. Although most resource activities occur in Yellowhead County, Edson is the region's major service and population centre.

The fringe lands surrounding Edson are a mix of cleared agricultural lands and forested areas that contain a significant country residential component. Industrial subdivisions exist along Highway 16 both to the east and west of Town. Repsol's sour gas facility is the largest industrial operation in the Edson Fringe and is located south west of the Town.

1.4 Growth Context

The Town's 2016 Alberta Municipal Affairs population is 8,646, an increase of 336 persons or four percent in the last decade. The 2006 census population was 8,098. The rate of population growth over the last 30 years is approximately 0.6 percent per year. The projected population for the purposes of this IDP assumes an enhanced trend line that is double the historic growth rate or 1.2 percent per year. An increase of 3,720 is forecast by 2046 for a total Town population of 12,336.

The steady stable growth forecast for Edson results in a land demand of some 225 hectares. The Town contains sufficient land within its current boundary to meet this demand.



Legend

- IDP Boundary
- Edson Town Boundary
- IDP Area
- Proposed Highway 16 Bypass

Edson Intermunicipal Development Plan

Map 1 - IDP Area

September 2017
Scale 1:100,000

The population for the County portion of the IDP area is assumed to be 1,035 based on the number of existing dwelling units (414) and a household size of 2.5 persons unit. By applying the 1.2 percent enhanced trend line to the current population, the County population is forecast to be 1,480 by 2046. Land demand is not an issue in the County.

Detailed information regarding population and land demand projections is contained in **Appendix A – Background Report and Population and Land Demand Estimates**.

1.5 Natural Features and Infrastructure Context

Appendix A: Background Report & Population and Land Demand Statistics also provides information on natural features, existing and future roads, municipal servicing options and natural resource pipeline rights-of-way that are evident throughout much of the Plan area. An analysis of this information in terms of growth is illustrated by **Map 2 - Opportunities and Constraints**.

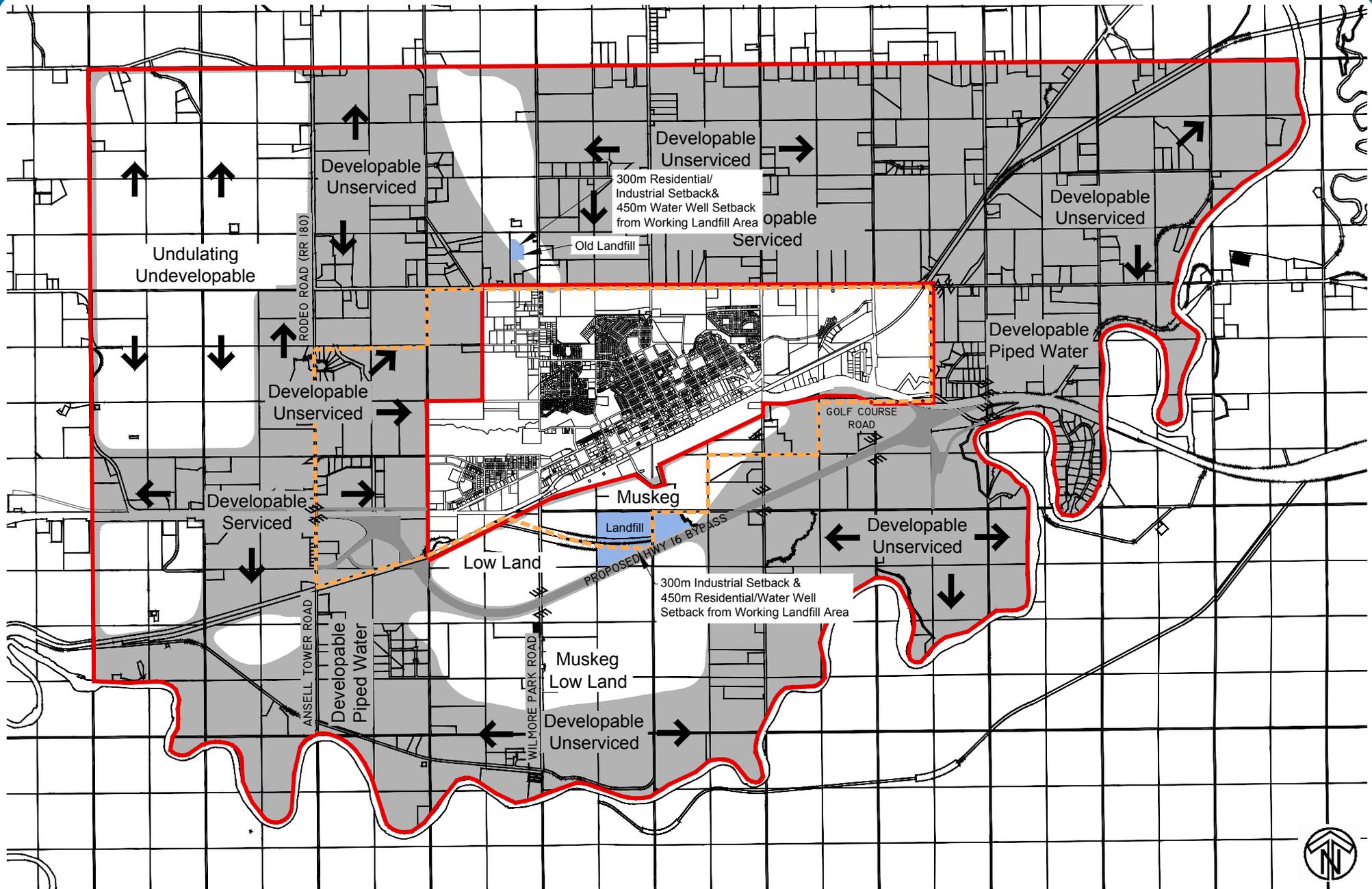
Appendix B: Discussions and Recommendations from Preliminary Geotechnical Report Desktop Study provides a geotechnical evaluation of the Plan area's suitability for development based on a Desktop Study and reinforces the future development opportunities as shown on **Map 2 – Opportunities and Constraints**.

Highlights of the opportunities and constraint analysis are as follow:

1.5.1 Natural Features

a) South of Highway 16

- i) As is shown on Map 3 – Topographic Features, a large flat area southeast of Edson is capable of supporting intense forms of development although the lands east of the golf course adjacent the highway and Bench Creek are poorly drained and contain muskeg that is less than one metre in depth. The bypass and the easterly interchange will occupy much of this poorly drained area.
- ii) A large concentration of muskeg exists in the south central portion of the Plan area. Some of this muskeg is located on Crown land. Development opportunities on these lands are limited.
- iii) Similarly, some low intensity development is feasible on lands in the Town south of CN where the muskeg is not too deep. Much of this land is already cleared.
- iv) Further west, the high and sloping treed land that straddles Ansell Tower Road provides development opportunities for country residential uses in particular because of the amenity value of this area that is distant from the proposed bypass.
- v) The lands extending about one mile west of Edson also appear physically developable. However, low lying areas and a slough constrain development further west up to the Plan Area boundary.
- vi) Repsol Sour Gas plant is located on the west edge of the IDP area. Adjacent uses are restricted to industrial and commercial activities.



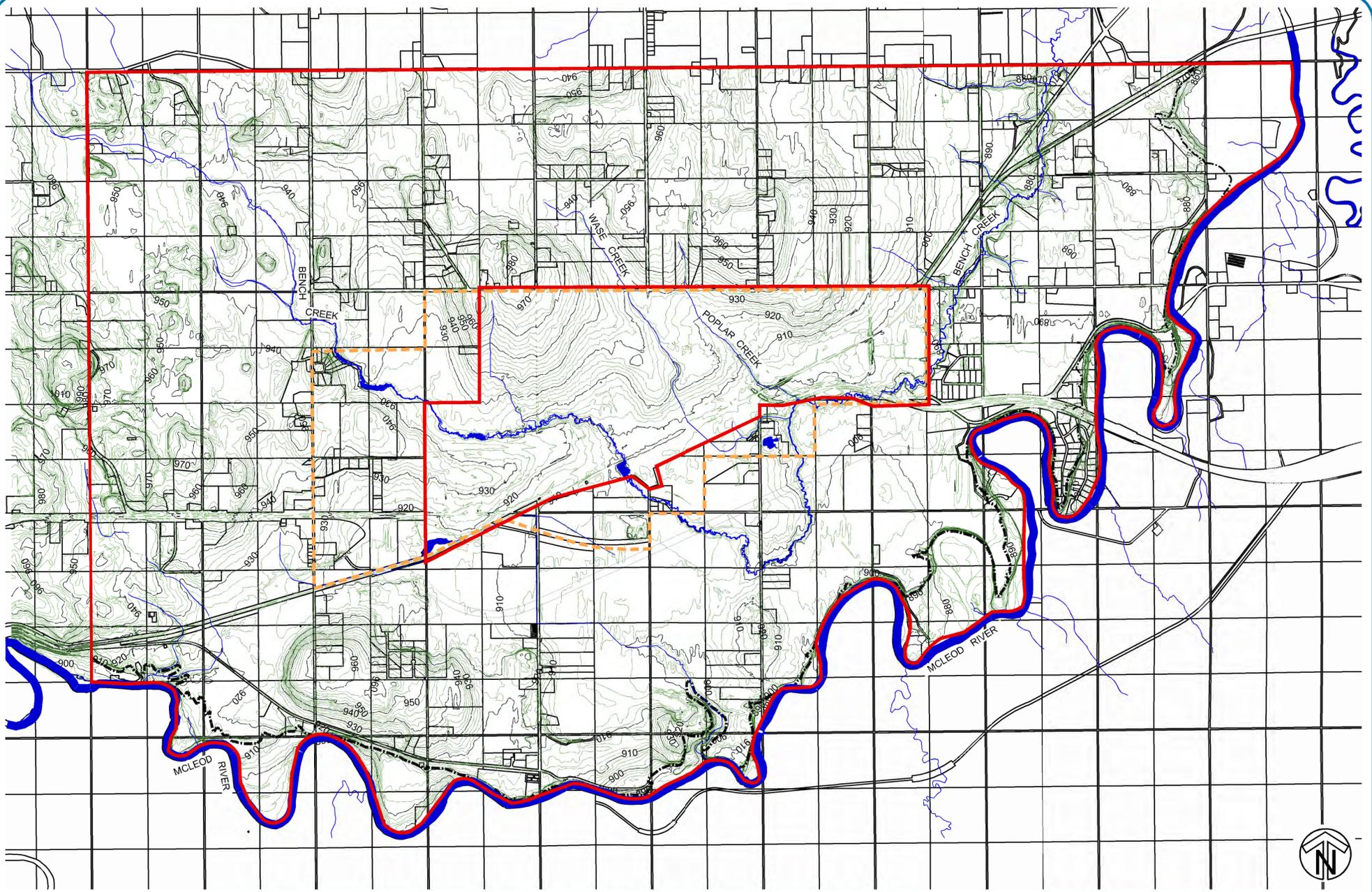
- Legend**
- Opportunity Area
 - Constrained Area
 - Future Road Closures

Edson Intermunicipal Development Plan

Map 2 - Opportunities and Constraints

September 2017
Scale 1:100,000





Legend

-  2m Contour
-  10m Contour
-  Top of Bank

Edson Intermunicipal Development Plan

Map 3 - Topographic Features

September 2017
Scale 1:100,000

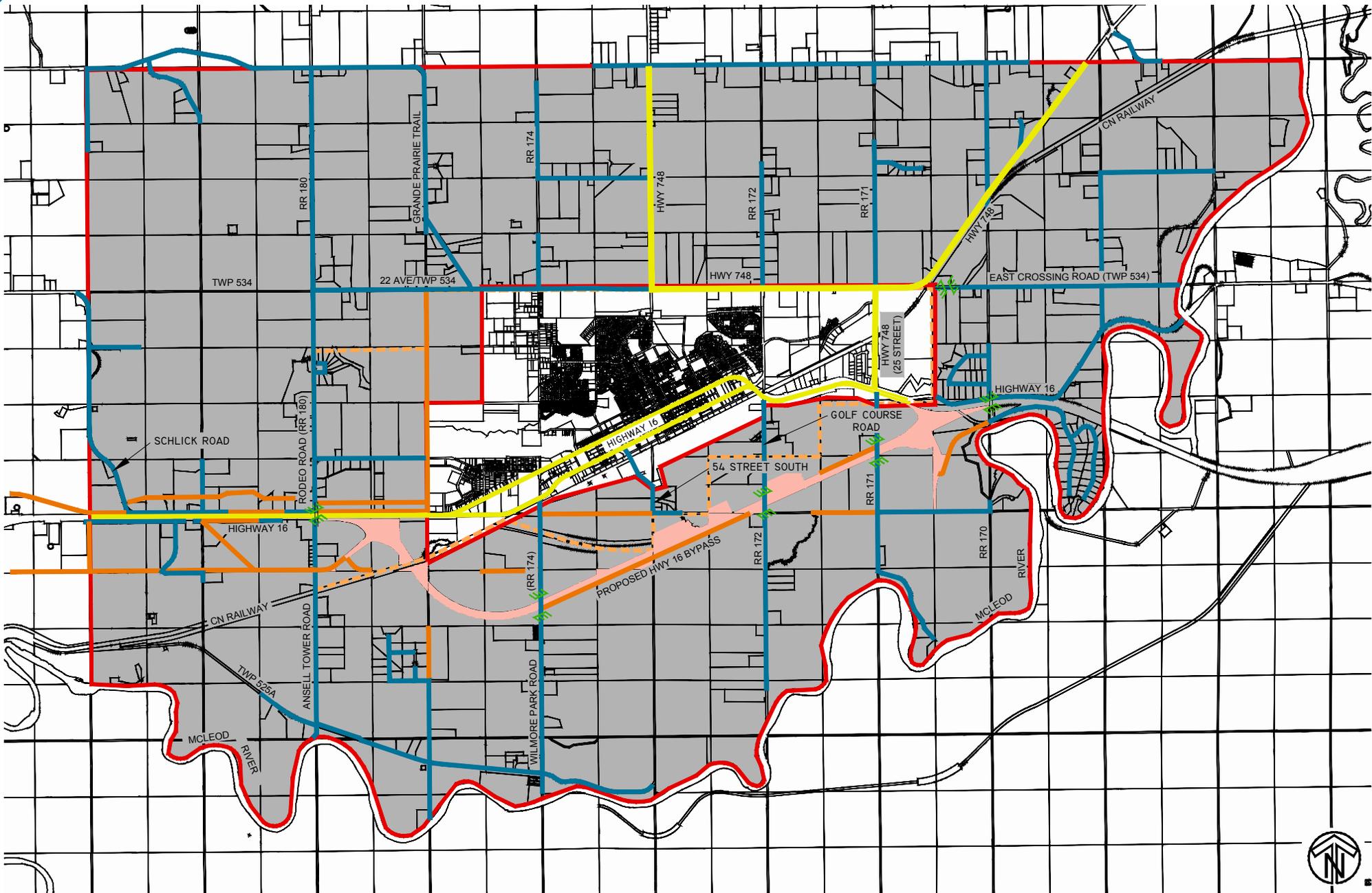


b) North of Highway 16

- i) All of the lands located between the McLeod River and Bench Creek are potentially physically developable as well as much of the land west to Highway 748. The high points and sloping areas provide amenity opportunities for residential development.
- ii) West of Highway 748 a significant high point also has development potential although slivers of muskeg on either side of this point limit the size of the developable area.
- iii) Lands in the northwest segment of the IDP area are hilly but potentially developable.

1.5.2 Access and Roads

- a) Map 4 illustrates the existing and future road system. Because access to the Highway 16 bypass will be restricted to the two interchange locations, lands in the vicinity of these locations provide development opportunities for commercial and industrial uses that require high quality access to the highway system.
- b) Access for much of the land north of Edson will not be impacted by the bypass. However, traffic using Rodeo Road will access the west interchange via a service road. Similarly, development along Highway 16 east of Edson will be required to use service roads to access the east interchange.
- c) Development opportunities in the northeast will be restricted because of lack of sufficient road crossings on the CN line until such time as connections to the south are constructed.
- d) For the landowners located in the south central portion of the Plan Area that are will be required to use the interchanges to gain entry into the Town. For some, the convenience of access into Edson will be reduced considerably.
- e) The interchanges constructed as part of the Highway 16 realignment will provide for uninterrupted local flyover access across the very busy CN mainline.
- f) Lands located within the Town between the bypass and CN will continue to have access to Highway 16 using the existing Highway 16 couplet system but access will be restricted to the south. However, businesses located in this area may benefit from the highway visibility that provides a free form of advertising.
- g) The same benefit will apply to future businesses that may locate south of the bypass although, as is noted above, access will be restricted to the two highway interchanges and service roads. The deep muskeg that extends along much of the south side of the bypass alignment will continue to impact the development potential of this area.



Legend

- Existing Highway Right of Way
- Future Highway Right of Way
- Existing Road
- Future Road
- Road Closed

Edson Intermunicipal Development Plan

Map 4 - Existing and Future Road System

September 2017
Scale 1:100,000

1.5.3 Municipal Services

- a) Map 5 shows existing and future water and sanitary sewer opportunities in the Plan area and identifies directions for potential extension of services. The direction of the Municipal Servicing Plan prepared for the Town in 2011 is recognized.
- b) Well water is currently sufficient to accommodate the Town's needs but will need to be monitored to support growth and expansion of the Town beyond the near term (after 2025).
- c) Future construction of a new water intake and treatment plant may be required in the southwest corner of the Plan Area that will provide Edson with a secure water source for the long term. The construction of the new system also will result in a corridor extending through County lands that may be serviced with piped water. This system is not currently contemplated in the current 2011 Municipal Servicing Plan.
- d) Sanitary sewer may be extended into the west area that can drain by gravity to the Town's lagoon so that the southwest lands and lands along Highway 16 west of the built up area of Edson may potentially be fully serviced.

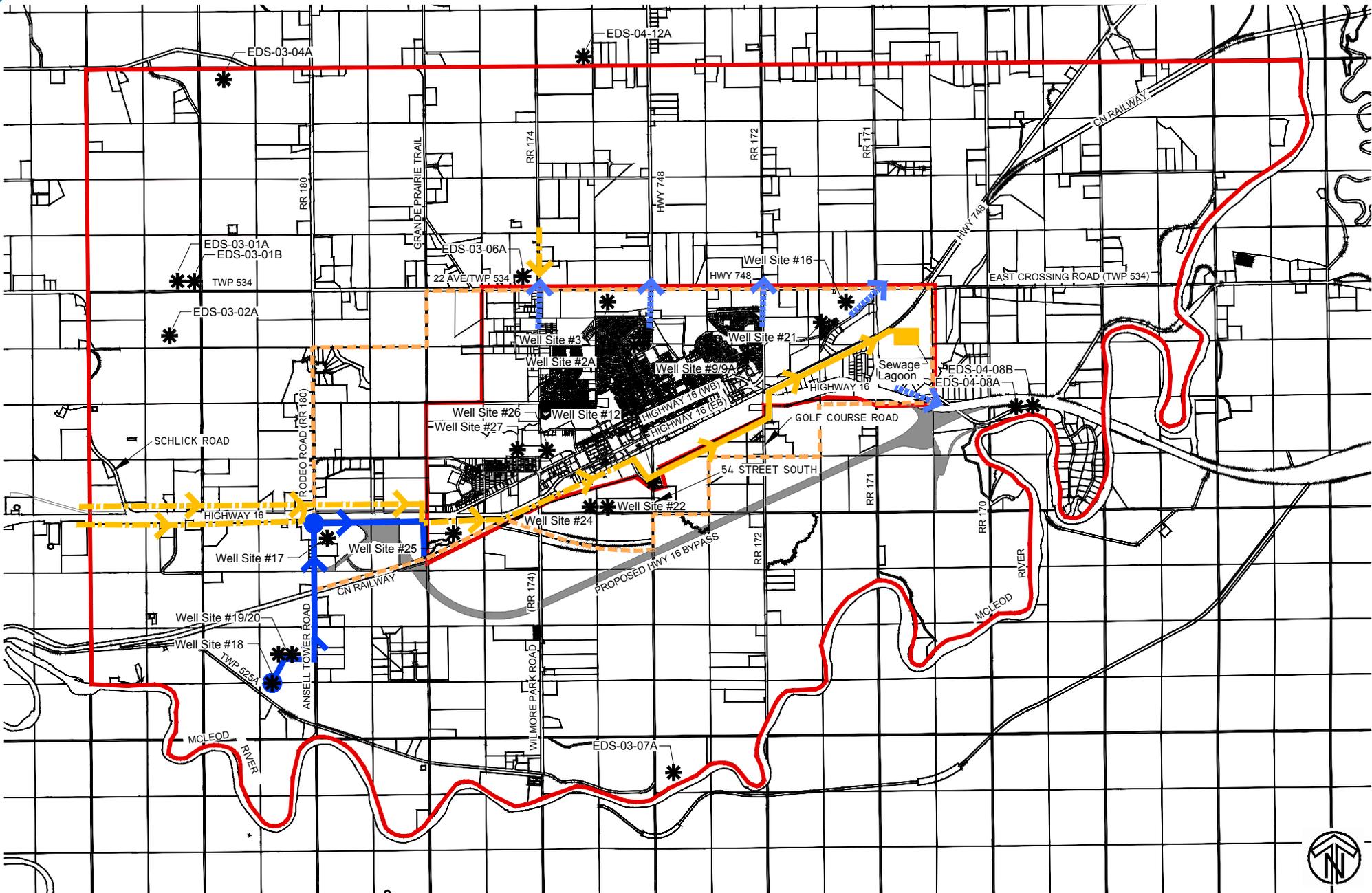
1.5.4 Pipelines

- a) Pipeline rights-of-way are shown on Map 6. Those lines that carry sour gas and will need to apply development setbacks determined by the Alberta Energy Regulator.

1.6 Policy Context

This IDP provides statutory policy direction for implementing the goals and guiding principles listed in section 2.0 and meets the provisions of the *Municipal Government Act*. The Act requires that an IDP address:

- a) The future land use within the Plan area;
- b) the manner of and proposals for future development in the area;
- c) the provision of transportation systems for the Plan area, either generally or specifically;
- d) proposals for financing and programming of intermunicipal infrastructure for the Plan area;
- e) the coordination of intermunicipal programs relating to the physical, social, and economic development of the Plan area;
- f) environmental matters within the Plan area, either generally or specifically;
- g) a procedure to resolve conflicts between the two municipalities;
- h) a procedure to be used by one or more municipalities, to amend or repeal the plan; and,
- i) provisions relating to the administration of the plan.



Legend

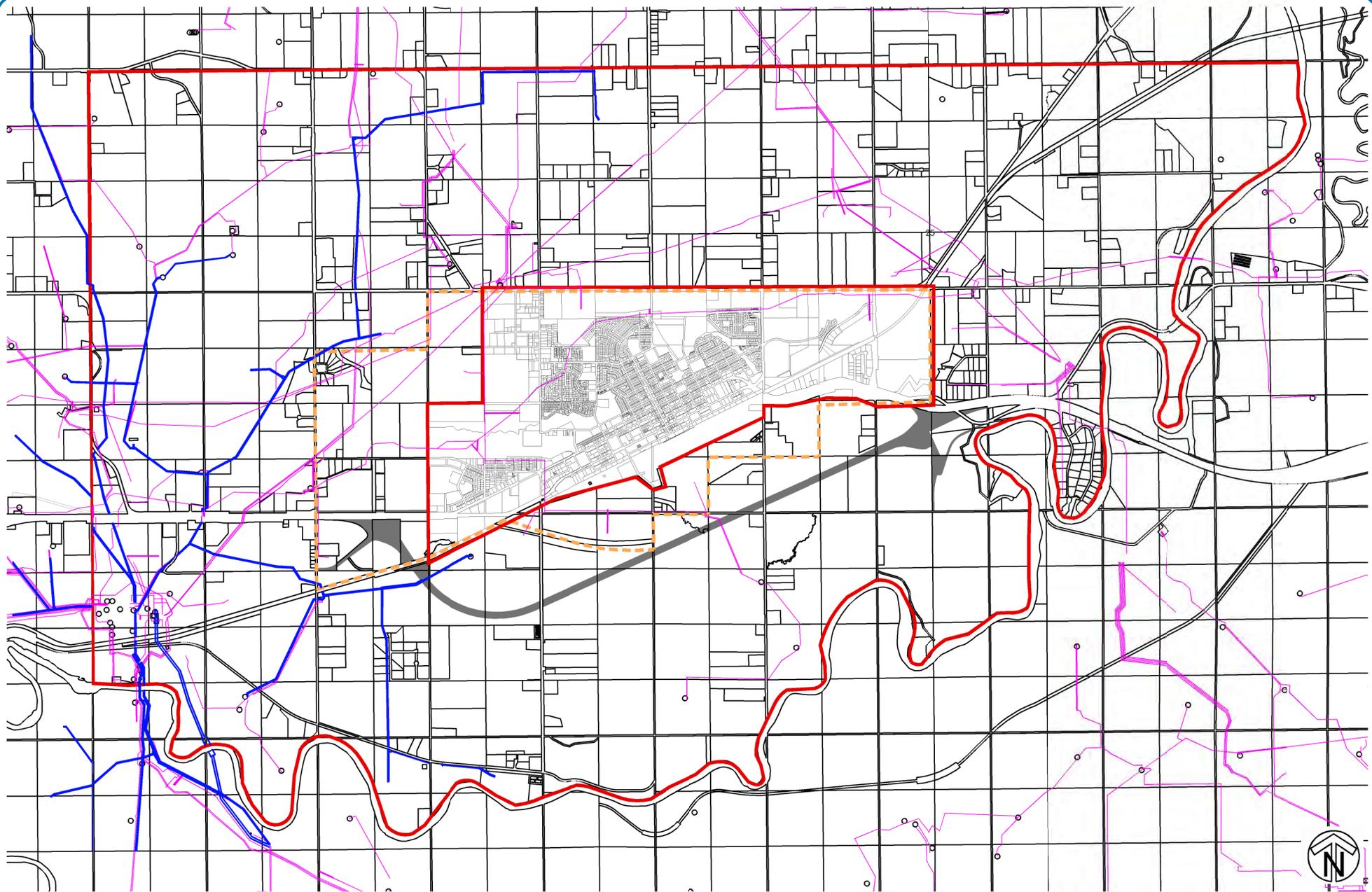
-  Existing Water Distribution Line
-  Possible Future Water Extension
-  Existing Gravity Trunk Main
-  Possible Future Gravity Trunk Connection
-  Water Well Site

Edson Intermunicipal Development Plan

Map 5 - Municipal Services

September 2017
Scale 1:100,000





Legend

-  Existing Pipeline
-  Existing Sour Gas Pipeline
-  Well Site

Edson Intermunicipal Development Plan

Map 6 - Pipelines

September 2017
Scale 1:100,000

1.7 Process

The Plan preparation process involved a comprehensive evaluation of relevant information pertaining to development opportunities and constraints within the IDP area. A Steering Committee was established to provide overall project guidance and direction, and to assist in refining the land use concept and policies. The insights, advice and direction provided by the Steering Committee, which is based on considerable local knowledge and understanding, is recognized by the IDP.

Considerable emphasis was placed on input provided by affected landowners and the public. A comprehensive public participation program was developed to encourage dialogue and direct input into the development of the plan document. The program included the following elements:

- a) **Online Survey** – Notifications were placed in local media sources to advertise the availability of an online survey. Survey respondents were asked questions regarding the current IDP regulations as well as questions about their previous involvement and relationship to the Town and/or County. The results from the 53 completed surveys were shared with open house attendees.
- b) **Agency Roundtable** – An agency roundtable meeting was held in Edson to obtain relevant input from those municipal and provincial groups and agencies that play a legislated role in subdivision and development approval. Nineteen invitations were extended and 14 persons attended. The purpose of this meeting was to present, discuss, and gain input on key background information and critical planning factors in the context of the expectations and needs of each agency.

Highlights of the input provided are as follows:

- vii) Alberta Transportation (AT)
 - No new information on Highway Bypass – 10-20 years away. No funding for it yet.
 - AT is working on local intersections within municipalities.
- viii) Century 21
 - Large parcels find it very hard/expensive to develop.
 - Servicing would spur development.
 - Offsite levies in the Town are a major issue hindering development.
- ix) Alberta Health Services
 - Main concern is water quality and sewer servicing.
 - A ‘Healthy Communities’ approach should be encouraged in the IDP.
 - Additional focus on physical and mental health is encouraged.
 - Access to green space should be supported in the IDP.
- x) Chamber of Commerce
 - Concerns relate to the highway bypass. Private investment decisions are hard to make without certainty on this issue.
 - Worked with the 2007 IDP and not much has changed.
 - Highway bypass is a black cloud and really impacts development in the IDP area.

- c) **First Open House** – Some 600 invitations to the May 17 open house were mailed out to area landowners and stakeholders. As well, newspaper ads and portable signs were used to broaden the invitation to include all Edson and area residents. Invitees were split into two groups with presentations at 6:00 and 7:00 pm. The purpose of the Open House was to provide those persons potentially most affected by the IDP the opportunity to review all relevant background information and to provide input on issues related to fringe area and individual properties. Eighty participants attended the Open House.

Highlights of the input provided are as follows:

- i) Residents support maintaining the distinct division between the Town and the County, and keeping urban growth within the current Town limits.
 - ii) Uncertainty regarding the future Highway 16 bypass is the most significant difficulty from an investment perspective.
 - iii) Another inhibiting factor for development is the uneven requirements for offsite levies. Business owners do not want to pay for levies in Edson when they can locate outside of the Town and avoid them.
 - iv) Concerns about industrial development being too dispersed were echoed numerous times. This in turn affects the total cost of servicing. A major concern is that if multiple areas are serviced, taxpayers will be covering costs that will take much longer to recover than if industrial service extensions are restricted to just one area.
 - v) Concerns were expressed regarding the inclusion of a small holdings land use designation for protection of a future residential area beyond the projected growth of Edson.
- d) **Second Open House** – A second open house was held at 6:30 pm on August 16th to present the draft Edson IDP and to obtain comments. More than 600 invitations were sent directly to landowners in the IDP area as well as notifications in the local paper, websites, portable signs and letters to institutional stakeholders. The presentation occurred at 7:00 pm. Approximately 20 residents attended.

No significant items were raised during the presentation. Participants appeared to support all the policies of the draft IDP.



2 GOALS AND GUIDING PRINCIPLES

2.1 Intermunicipal Development Plan Goals

Based on the input of the public and affected agencies, and the respective Municipal Councils and the Steering Committee, as well as the background research completed for this project and the *Municipal Government Act*, the overall goals of the 2007 IDP remain valid. Also the IDP provisions of the proposed *Municipal Government Act* expected to be adopted this fall remain unchanged. The IDP goals are to:

- a) Provide a land use planning framework which ensures a co-operative approach to the orderly development of the Plan area that benefits the residents of both municipalities.
- b) Provide for the effective coordination of future land uses and growth management, economic development, and the financing of transportation and municipal infrastructure systems.
- c) Promote the health and well-being of residents through cooperation on recreational programs, services, and infrastructure which are intermunicipal in nature and which may extend significantly beyond the IDP Plan area.
- d) Develop and maintain mutually beneficial policies and relationships between Yellowhead County and the Town of Edson.
- e) Continue to develop and maintain effective open communication to resolve issues and embrace opportunities to enhance the local economy and quality of life of area residents.

2.2 Guiding Principles

The following guiding principles have been applied in preparing the policies contained in this IDP. These principles have been agreed to by both municipalities.

- a) Recognize the need for future urban expansion of the Town of Edson and rural development in Yellowhead County by ensuring proposed land uses and developments do not unduly interfere or conflict with future urban expansion or rural development.
- b) Cooperate in pursuing mutually beneficial economic development initiatives that would attract investment and create employment opportunities.
- c) Determine compatible and complementary land uses within the Plan area with respect to adjacent lands.
- d) Cooperate in the protection of the McLeod River, Bench Creek, Poplar Creek Wase Creek, (see Map 3 - Topographic Features) aquifer recharge areas and drainage channels.
- e) Ensure proper measures are taken to protect the integrity of the natural environment in considering new development that may result in contamination and hazardous conditions.

- f) Strategies to secure a sustainable water supply will be coordinated between the Town and County to meet the future growth needs of both municipalities.
- g) Strategies and standards for the orderly, efficient and economical extension of piped wastewater collection and water distribution systems within the Plan area will be agreed to by both municipalities.
- h) Provide for effective plan administration and implementation provisions as part of the IDP.
- i) Address the requirements of the *Modernized Municipal Government Act*.



Above: McLeod River near River Ridge subdivision



3 LAND USE CONCEPT

3.1 Municipal Development Plans

a) Yellowhead County

The County adopted an updated Municipal Development Plan (MDP) in September 2013 as Bylaw No. 15.13. The MDP recognizes the objectives of the 2007 IDP and includes an appendix that lists the requirements for preparing a Conceptual Scheme and an Area Structure Plan (ASP). An ASP is required when more than five parcels are subdivided out of a quarter section. Site suitability criteria are also listed.

The MDP also includes policies related to:

- i) Cooperation in Environmental Protection;
- ii) Minimization of Fragmentation;
- iii) Conservation Easements;
- iv) Wildlife Protection; and
- v) Tree Preservation.

These policies apply to all subdivision and development within the IDP area governed by the County.

b) Town of Edson

The Town adopted an updated MDP in 2016 as Bylaw 2172. This plan recognizes the land use designations as per the 2007 IDP. Specifically, the MDP requires that those Town lands located in the IDP area be considered for either serviced or unserviced estate residential use. The proposed Glendale ASP and the Northwest Concept Plan will determine timing of extending municipal services.

The Town's MDP also extends the business commercial/light industrial lands located at the west end of the Town along Highway 16 further north than previously shown by the IDP Land Use Concept Map.

All the industrial lands located south of the CN main line will be considered by the proposed South Industrial ASP.

3.2 Land Use Bylaws

Both the Town and County have updated their respective Land Use Bylaws (LUB) – the Town in 2008 and the County in 2013. Provisions for both serviced and unserviced estate residential lots are included in the Town's LUB. Lot sizes for unserviced areas are a minimum of 2.0 hectares to allow for onsite servicing and 0.5 hectares with minimal services.

The County's LUB also includes minimal lot sizes depending on the level of servicing. As well the County LUB has regulations dealing with environmental hazards and servicing requirements and site suitability.

Environmental Hazards regulations deal with:

- a) Development on or near slopes;
- b) Flood prone lands;
- c) Environmentally sensitive lands;
- d) Environmental reviews; and
- e) Environmental site assessments.

Servicing requirements and site suitability deal factors such as:

- f) Soil conditions;
- g) Availability of water;
- h) Onsite sewage disposal systems;
- i) Access; and
- j) Fire protection and FireSmart.

Appropriate regulations specific to a site are applied.

3.3 Area Structure Plans

In addition to the requirements of this IDP and the varying provisions of the respective MDPs the following six ASPs provide a more specific planning direction to the lands contained therein. The following ASPs are shown on Map 7 - Area Structure Plan Areas (2017):

- Edson West ASP; This ASP includes lands located both in the Town and County.
- Bench Creek ASP; This ASP includes lands located both in the Town and County.

The following four ASPs are located entirely within Yellowhead County:

- Edson East ASP;
- Tollerton Hills ASP;
- River Ridge ASP; and
- Edson North Estates ASP.

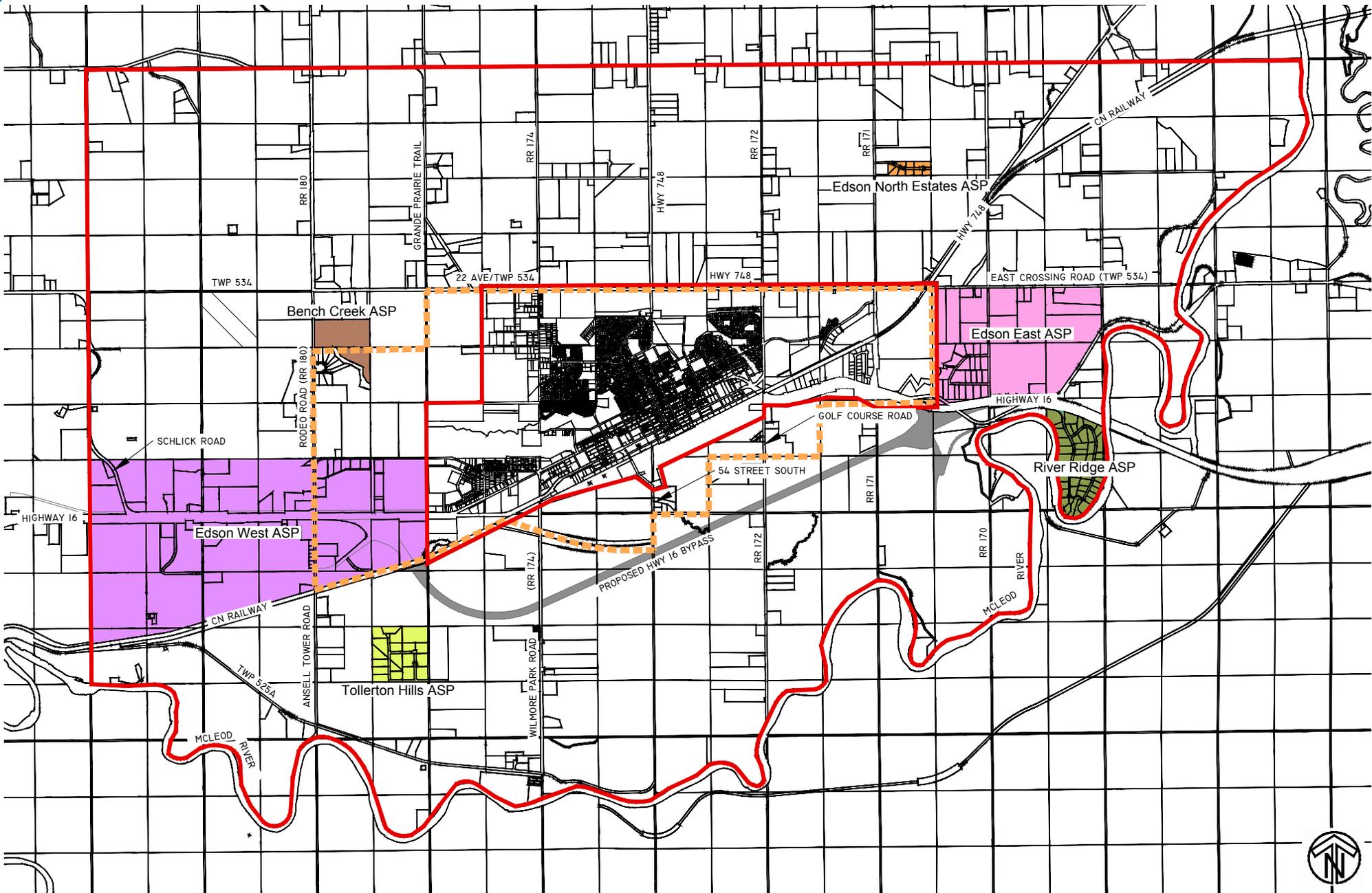
3.4 Land Use Concept

The proposed Land Use Concept for the IDP Area is shown on Map 8: Land Use Concept and is described in below.

3.5 Country Residential

Country residential is the largest land use component of the IDP area and generally corresponds to those lands located north and south of Highway 16 that cannot be economically serviced with piped water and sewer systems but are proximate to the Town. These lands are mostly developable and display a high amenity value. A significant number of rural residences currently exist although only four ASPs (noted above) have been approved to allow for multi-lot country residential subdivisions.

Any new, more intense multi-lot subdivision activity in the area designated as future country residential will need a Conceptual Scheme or ASP prior to any development and a LUB amendment as per the County's MDP and LUB.



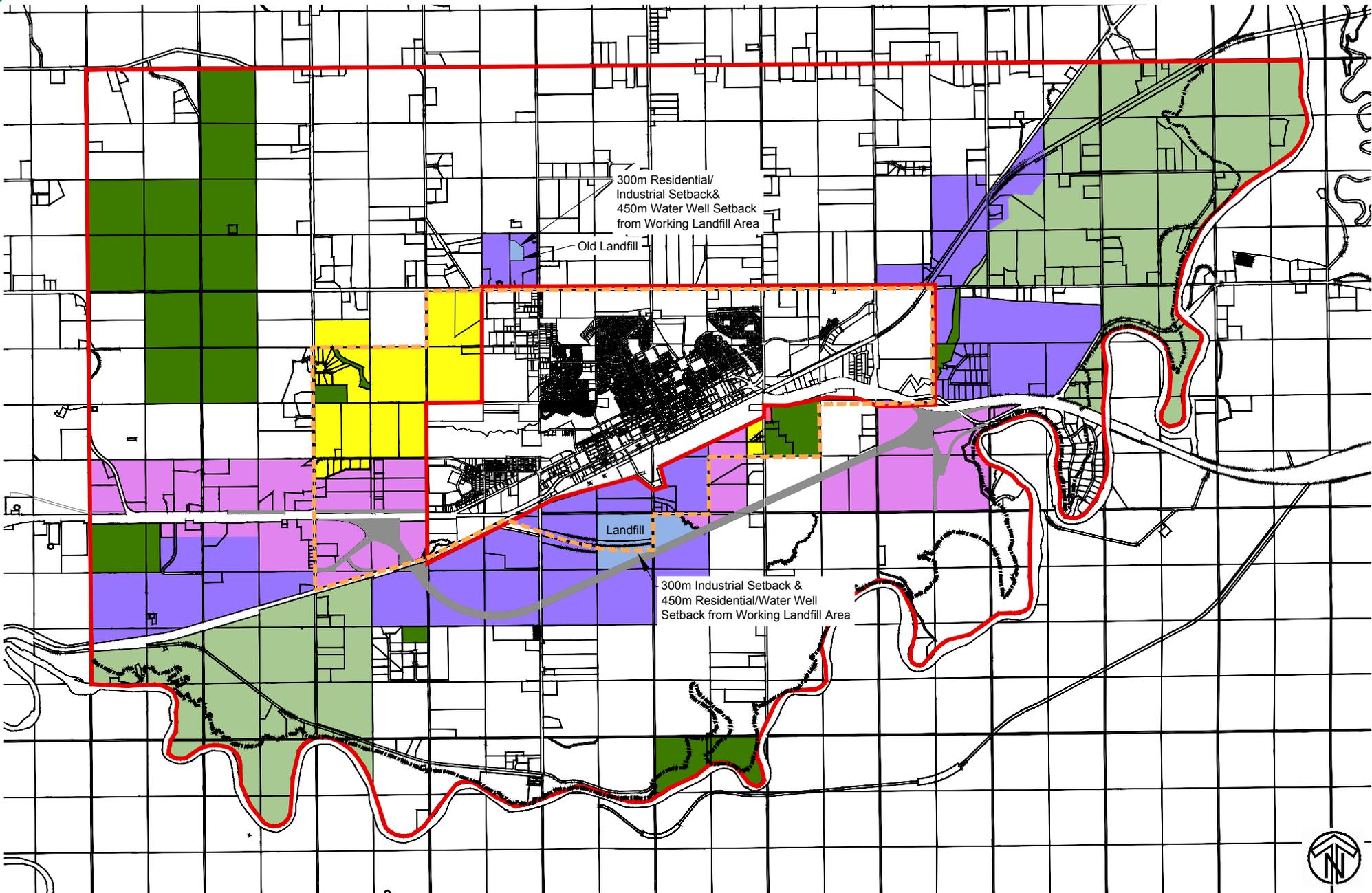
Legend

- Edson West ASP
- Edson East ASP
- Bench Creek ASP
- Edson North Estates ASP
- Tollerton Hills ASP
- River Ridge ASP

Edson Intermunicipal Development Plan

Map 7 - Area Structure Plan Areas (2017)

September 2017
Scale 1:100,000



Legend

- | | | | |
|--|---------------------------------|---|-------------|
|  | Country Residential |  | Rural |
|  | Estate Residential (Unserviced) |  | Landfill |
|  | Business/Light Industrial |  | Top of Bank |
|  | Industrial | | |
|  | Natural Area/Recreation | | |

Edson Intermunicipal Development Plan

Map 8 - Land Use Concept

September 2017
Scale 1:100,000



Also, types of desired ancillary uses may be considered to ensure that the appropriate zoning is applied. The County's LUB allows for six Country Residential Land Use Districts that may be applied including:

1. **Country Residential District** that allows for home occupations.
2. **Country Residential Limited District** that applies to locations for regulated small multi-lot subdivisions on better agricultural land residential subdivisions.
3. **Country Residential Minor Industrial District** that allows for small scale industrial uses.
4. **Country Residential Restricted District** that allows for a restricted amount of secondary uses.
5. **Country Residential Tourism District** that allows for commercial accommodation such as a bed and breakfast or a day care facility.
6. **Country Residential Small Lot** that allows for serviced lots as small as 0.2 ha.

Until such time as land is rezoned, home occupations and industries can continue to exist assuming compliance with the current bylaw provisions.

Parcels within 300 metres of the old landfill located north of Edson and 450 metres of the active *dry* operating storage landfill located south of Edson will need to comply with the setback requirements of the Subdivision and Development Regulation of the *Municipal Government Act*. This means that no residential development shall be located within these setbacks without an exemption by Alberta Environment.

3.6 Estate Residential

Estate residential is proposed for the northwest segment of the Town where piped water and sewer systems cannot be economically extended and in compliance with the Town's MDP. Two estate type residential subdivisions currently exist in this area, one of which is zoned Direct Control while the second is zoned Estate Residential (Unserviced) District (R-ER).

Similar to the lands designated as country residential in the County, an ASP will be required to allow for the required rezoning from the current Urban Reserve Land Use District. Water supply and methods of sewage disposal will need to meet provincial and municipal standards and regulations. The feasibility of economically extending services to this area and the implications on density will need to be determined by an ASP.

3.7 Business Commercial/Light Industrial

Two concentrations of business commercial/light industrial use are identified on the east and west sides of the Plan Area and surrounding the two interchange locations.

The Edson East ASP applies to the **east** concentration, although not readily serviceable, will offer a high standard of access to, and visibility from, the bypass. Muskeg exists on the lands south of the proposed interchange but is less than three metres in depth so that development may be feasible. The lack of piped services will limit the density and type of commercial business and light industrial uses in this area. The lands located west of the Edson Golf Course are part of this east concentration and are designated business commercial/light industrial to encourage a higher standard of development in the vicinity of the golf course.

The Edson West ASP applies to the **west** concentration. These lands are better suited for business commercial/light industrial uses because they are physically developable and can be serviced with piped water and gravity sewer systems. The lands located closest to the interchange and along the south and north sides of Highway 16 will provide high quality access and visibility opportunities, and are best suited for development to a higher standard. Business commercial/light industrial uses also provide a buffer from the highway for existing and future country and estate residential development, and are more compatible with residential development than other types of industrial uses. The business commercial needs of both municipalities can be better met along this stretch of Highway 16 than anywhere else in the Fringe Area.

3.8 Industrial

Future industrial land use is proposed to extend from existing such development and recognizes the East and West Edson ASPs. Piped water from the Town system may be extended to the lands located near Highway 16 east of Edson. Extension of water service means a wider range of uses may locate in this area since sufficient pressure would be available for fire suppression.

The lands designated future industrial west of Edson may potentially be fully serviced with piped water and sewer. Full services provide opportunity for a higher density and greater diversity of industrial uses. However, full servicing may not be required for the Repsol facility and the buffer area surrounding that facility. Regardless, the opportunity for municipal services may be available if required.

An industrial node is proposed northeast of Edson along Highway 748 in recognition of existing industrial operations that are zoned Rural Industrial. This node will remain unserviced Rural Industrial. Another such node surrounds the old landfill to recognize the 300 metre setback requirement for residential development and existing industrial development. As well, water wells must be setback 450 metres.

Most of the lands located between the CN and the future bypass as well as some of the lands south of the bypass are designated as future industrial. The landfill is located in the area so that industrial uses will be compatible with this facility. The lands can be economically serviced, but are characterized by challenging soil conditions. The lands located within Edson are designated for future industrial development by the Town's MDP and will be considered by the proposed South Industrial ASP.

Although thick muskeg overlays much of the future industrial lands on either side of the Highway 16 Bypass, the lands will be visible from the bypass so some opportunity for some types of low intensity industry exists.

3.9 Natural Area/Recreation

Map 8 - Land Use Concept reflects existing natural/recreation areas. Specifically, the Wilmore Recreation Area, the Edson Golf Course and the Rodeo Grounds are shown. As well, the Crown owned land located on the south side of Highway 16 at the west end of the Fringe Area that contains a large slough is proposed to be retained as a natural area, and will add to the aesthetics along the highway. The large concentration of hilly Crown land located in the northwest quadrant is proposed to continue to be retained as a natural area although the lands may be leased for grazing.

Finally, the Environmental Reserve located along Bench Creek in the Edson East ASP area is recognized as a natural area by the Land Use Concept.



3.10 Rural

Lands designated as rural pursuant to the Rural Land Use District of the County LUB are concentrated in the northeast and southwest segments of the Plan Area.

The northeast rural land use area comprises those lands east of Highway 748 to the McLeod River. This area is constrained by access which is restricted to East Crossing Road. Higher density residential development, therefore, is not suitable for safety reasons. This area also contains extensive agriculture uses as well as low density country residential development to a maximum density of five parcels per $\frac{1}{4}$ section as permitted under the Rural Land Use District. Policy provisions will be required to ensure proper buffering between the future industrial uses designated along the south side of East Crossing Road and existing residences located on both sides of that road.

The southwest rural land use area, although potentially serviceable with piped water, is also an area that is impacted by the Repsol sour gas facility so that residential density should be minimized. Much of the area located to the west of Ansell Tower Road also exhibits poor drainage conditions.

4 LAND USE POLICIES

4.1 General

- 4.1.1 All new developments shall comply with Map 8 - Land Use Concept of this IDP.
- 4.1.2 Any request for a development permit, subdivision application, conceptual scheme, or statutory plan (Area Structure Plan or rezoning application) within the IDP area shall be referred to the neighbouring municipality.
- 4.1.3 Any development located along the McLeod River, Bench Creek, Poplar Creek and Wase Creek shall be required to have the top of the bank and appropriate development setbacks established by a qualified surveyor or geotechnical consultant. Development setbacks shall be consistent with the requirements of Town and County MDPs and LUBs.
- 4.1.4 To prevent pollution, protect the integrity of slopes, and to provide public access all lands below the surveyed top of the bank shall be dedicated as Environmental Reserve or Environmental Reserve Easement. A strip of land along the top of the bank may also be required to be dedicated and protected as Reserve land pursuant to the setback considerations outlined in the Yellowhead County and Town of Edson MDPs.
- 4.1.5 Applications for permits for a discretionary use pursuant to the Land Use Bylaw shall be considered only if the proposed use complies with the intent of Map 8: Land Use Concept, and the policies of this IDP.
- 4.1.6 Areas prone to flooding, erosion, landslides, or any other significant natural or human-induced hazards shall be subject to policies in section 12.5 of Yellowhead County's MDP.
- 4.1.7 A 300 metre setback from the boundary of the decommissioned landfill site shall be applied to all residential, food, school or hospital developments. Industrial subdivision and uses that are compatible with country residential uses may be considered within the 300 meter setback. Water wells must be setback 450 metre from the boundary of the decommissioned landfill site.
- 4.1.8 A 450 metre setback from the boundary of the working area of the operating landfill shall be applied to all residential, food, school or hospital developments. Industrial subdivisions may be considered within the 450 meter setback. A 300 metre setback from the working area of the operating storage site shall be applied to all residential, food, school or hospital developments. Industrial uses may be considered within the 300 metre setback. A water well setback of 450 meters shall be required from the existing landfill and comply with Provincial regulations.
- 4.1.9 Alberta Energy Regulator (AER) setback guidelines from sour gas lines, wells, and other facilities shall be applied (see Map 6 - Pipelines).
- 4.1.10 Where feasible, trails will be considered and will link with an integrated regional trail system.
- 4.1.11 All development proposals shall be required to provide details to the satisfaction of the Town and/or County of an adequate water supply for firefighting purposes.

- 4.1.12 Significant natural areas shall be identified and protected as part of the required Conceptual Scheme or ASP.
- 4.1.13 Landowners may be encouraged to use conservation easements to protect areas important to wildlife habitat or ecosystem conservation.
- 4.1.14 The Town and County may undertake a Collaborative Infrastructure Framework founded on this IDP.

4.2 Country Residential

- 4.2.1 Multi-lot country residential subdivision shall be considered in that area as shown by Map 8 - Land Use Concept. Multi-lot subdivisions are defined as those subdivisions that will result in more than five parcels per ¼ section.
- 4.2.2 To the extent possible Rural by Design principles shall be encouraged as a means of protecting significant natural areas and maintaining the aesthetic value of the IDP area.

4.3 Estate Residential

- 4.3.1 Residential subdivisions shall be considered in that area as shown by Map 8 - Land Use Concept. This area corresponds to the lands within the Town of Edson referred to as Priority Serviced Residential and Long Term Servicing shown on Map 6 of the Town's MDP.

4.4 Industrial

- 4.4.1 The Rural Industrial Land Use District of Yellowhead County's LUB shall apply to all lands designated industrial by the Map 8 - Land Use Concept at the time of subdivision and development.
- 4.4.2 New industrial subdivisions and developments must provide for buffering/screening from existing Town and County residences to the satisfaction of Yellowhead County.
- 4.4.3 Yellowhead County will amend the area shown as business commercial/light industrial in the Edson West ASP to be consistent with the area as shown in the Town of Edson's MDP.

4.5 Natural Area/Recreation

- 4.5.1 The County will support grazing leases on Crown lands.
- 4.5.2 To promote active transportation and physical activity, trails will be considered and will link to and/or enhance the trail system proposed in the 2017 Edson's Trails Master Plan.
- 4.5.3 Resident well-being and physical activity needs shall be considered and supported through the provision of accessible public open space and pedestrian connectivity wherever possible.

4.6 Rural

- 4.6.1 The Rural Policy Area provisions of Yellowhead County's MDP and the Rural Land Use District of Yellowhead County's LUB shall continue to apply to the lands designated rural by Map 8 - Land Use Concept. This means that a subdivision of up to five parcels per quarter section may be considered.

4.7 Infrastructure Policies

- 4.7.1 Transportation and infrastructure proposals within the IDP area shall be referred to the neighbouring municipality for comment.
- 4.7.2 Unless otherwise agreed to, each municipality shall be responsible for the maintenance of transportation infrastructure within their boundaries. Agreements to share maintenance responsibility between the two municipalities, if agreed to by both parties, shall supersede this policy.
- 4.7.3 The Town and County may cooperate on any infrastructure or servicing study which affects any part of the IDP area.
- 4.7.4 Infrastructure which benefits both municipalities may require cost sharing to the satisfaction of both municipalities.
- 4.7.5 All planning initiatives that involve access or abut Highway 16 and the proposed highway bypass and the proposed interchanges in the IDP area shall directly involve local representatives of Alberta Transportation, Town of Edson, and Yellowhead County in the plan preparation process.

4.8 Social Program Policies

- 4.8.1 The Town and County may cooperate on any social, recreational, or economic development activities which affect any part of the IDP area.
- 4.8.2 Yellowhead County acknowledges that social services and recreational infrastructure, provided by the Town, serves an audience significantly beyond the IDP limits and that this extended user base may be considered when expansion of services and cost sharing of services is contemplated as per the current Revenue Sharing Memorandum of Agreement.
- 4.8.3 The Town of Edson acknowledges that social services and recreational infrastructure, provided by the County, serves an audience located within the Town beyond the IDP limits. This extended user base may be considered when expansion of services or infrastructure is contemplated.



5 PLAN ADMINISTRATION AND IMPLEMENTATION

5.1 Intermunicipal Development Plan Adoption

- 5.1.1 This IDP shall be adopted by bylaw by the Town of Edson and by Yellowhead County.
- 5.1.2 All statutory plans and plan amendments; conceptual schemes and amendments; and, land use bylaw amendments must comply with this IDP.
- 5.1.3 In adopting the IDP bylaw, it is recognized that each municipality's jurisdiction is limited to lands within their respective boundaries.

5.2 Inter-Municipal Committee

- 5.2.1 The Yellowhead County and Town of Edson Inter-Municipal Committee shall oversee the IDP and will meet as required.
- 5.2.2 The Committee shall facilitate on-going sharing of information between elected officials and staff and provide a forum for review and comment on IDP related matters.
- 5.2.3 Specific responsibilities of the Committee regarding the IDP may include, but not necessarily be limited to:
 - (a) Making recommendations on IDP matters to their respective Councils;
 - (b) monitoring the implementation of the Action Plan policies;
 - (c) identifying and making recommendations on new joint planning and economic development initiatives to their respective Councils;
 - (d) reviewing any proposed amendments to the IDP and making recommendations to their respective Councils;
 - (e) determining a referral and circulation process;
 - (f) reviewing any referred amendment, proposed area structure plan or significant development and subdivision applications that may have a significant impact on the IDP area;
 - (g) reviewing any proposed applications for annexation and making recommendations to their respective Councils; and
 - (h) presenting a united regional position on issues of mutual concern to both municipalities.

5.3 Inter-Municipal Committee Administration

- 5.3.1 Yellowhead County shall be responsible for administration of the Committee.
- 5.3.2 Administrative functions shall include, but not be limited to:
- (a) The establishment of dates and locations for meetings, production of agendas and other matters as deemed necessary;
 - (b) making a decision to meet at the request of each municipality;
 - (c) keeping of minutes of the Committee meetings;
 - (d) the chairmanship of the Committee will alternate annually between the Mayor of Yellowhead County and the Mayor of Edson; and,
 - (e) committee meetings on particular applications, as identified by the Committee, will convene after comments have been received as a result of an intermunicipal referral.

5.4 Plan Administration, Amendment, Review, and Repeal

- 5.4.1 Yellowhead County and the Town of Edson shall act as the Approving Authority and administer provisions of the IDP for lands within each respective jurisdiction.
- 5.4.2 The IDP may be amended from time to time subject to the agreement of both Municipal Councils.
- 5.4.3 Yellowhead County and the Town of Edson shall jointly undertake a review and update of the IDP if both Councils agree that a review and update is required.
- 5.4.4 In the event that one or both municipalities deem the IDP no longer to be relevant, the bylaws adopting the IDP will need to be repealed by both municipalities. The procedure for repealing the bylaw is provided for in the *Municipal Government Act*. However, prior to repealing the bylaws, the following process shall be applied:
- (a) One municipality will give the other municipality written notice stating the intent and reasons for repealing the IDP bylaw;
 - (b) within 60 days of the date of the written notice, the Inter-Municipal Committee shall meet to review the concerns listed in the written notice;
 - (c) following the 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 repeal the IDP;
 - (d) upon repeal of the IDP, each municipality must amend its own Municipal Development Plan to meet the requirements of the *Municipal Government Act*.

5.5 Annexation

The annexation of land normally involves the acquisition of land by an urban municipality from a rural municipality to accommodate future growth. Although not typical, annexation by a rural municipality may also occur. The following policies are provided in addition to the *Municipal Government Act* annexation provisions to allow for mutually agreeable annexation.

- 5.5.1 An annexation proposal shall be referred to Yellowhead County for comment prior to commencing the annexation proceedings pursuant to the *Municipal Government Act*.
- 5.5.2 All annexation applications shall be preceded by a meeting of the Inter-Municipal Committee. The discussions and approach agreed to by the Committee in regard to the annexation application shall be shared with the respective municipal Councils.
- 5.5.3 A joint meeting of both Councils shall be held to review the need and rationale for the annexation.

5.6 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 dispute resolution process consisting of the five stages is provided. A similar procedure is included in other IDPs. 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 rezoning, an area structure plan, a conceptual scheme, an area structure plan amendment or an IDP amendment. *Responding municipality* means the other municipality.

Stage 1 Administrative Review

- 5.6.1 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.
- 5.6.2 Upon circulation of a proposal, the administration of the responding municipality will undertake a technical evaluation of the proposal and will provide any necessary comments to the initiating municipality.
- 5.6.3 Both municipalities will determine whether a proposal can be processed without being referred to the Inter-Municipal Committee.
- 5.6.4 In the event that a proposal cannot be processed at the administrative level, either municipality may refer that proposal to the Inter-Municipal Committee for review.



Stage 2 Inter-Municipal Committee Review

- 5.6.5 In the event that a proposal is referred to the Inter-Municipal Committee, a Committee meeting will be scheduled by the Committee and the administrations of both municipalities will present their positions on the proposal to the Committee.
- 5.6.6 After consideration of a proposal, the Committee may:
 - (a) provide suggestions back to both administrations with respect to revisions to the proposal that should be considered to make it more acceptable to both municipalities;
 - (b) 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
 - (c) conclude that no initial agreement can be reached and that a consensus position of the Committee will not be presented to both Councils.
- 5.6.7 If agreed to by both municipalities, a facilitator may be employed to help the Committee work toward a consensus position.
- 5.6.8 If a proposal cannot be satisfactorily processed following a Committee review, then that proposal will be referred to both Councils.

Stage 3 Municipal Councils

- 5.6.9 After receiving the recommendations of the Inter-Municipal Committee with respect to a particular proposal, each Council will establish a position on the proposal.
- 5.6.10 If both Councils support a proposal, then the approval and IDP amendment processes can be completed. If neither Council supports the proposal, then no further action will be required.
- 5.6.11 If both Councils cannot agree on a proposal, then the matter may be referred to a mediation process.

Stage 4 Appropriate Dispute Resolution

- 5.6.12 The following will be required before a mediation process can proceed:
 - (a) agreement by both Councils that mediation is necessary;
 - (b) appointment by both Councils of an equal number of elected officials to participate in a mediation process;
 - (c) engagement, at equal cost to both municipalities, of an impartial and independent mediator agreed to by both municipalities; and
 - (d) 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.
- 5.6.13 All participants in the mediation process will be required to keep details of the mediation confidential until the conclusion of the mediation.
- 5.6.14 At the conclusion of the mediation, the mediator will submit a mediator's report to both Councils.

- 5.6.15 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. Any mediated agreement will not be binding on either Municipality and will be subject to the formal approval of both Councils.
- 5.6.16 If no mediated agreement can be reached or if both Councils do not approve a mediated agreement, then the appeal process may be initiated.

Stage 5 Appeal Process

- 5.6.17 In the event that the mediation process fails, the initiating municipality may pass a bylaw to implement the proposal.
- 5.6.18 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*.

6 POLICY ACTION PLAN

The following action policies must be considered for implementing this IDP.

- 6.1.1 The Town and County may form a committee that will involve Alberta Environment and Repsol Oil and Gas Canada Inc. to consider the feasibility and cost of expanding the Repsol water intake facility on the McLeod River and of constructing a water treatment plant near the intake.
- 6.1.2 The Town and County shall share any water or well monitoring information in order to responsibly manage the aquifer and water use.
- 6.1.3 The Town shall implement the Aquifer Management Plan as developed and recommended by the Komex International Ltd. Aquifer Management Planning Study in 2000.
- 6.1.4 This IDP shall be adopted by bylaw by the Town and County, repealing the 2007 IDPs and amendments thereto.