

FAIRVIEW INTERMUNICIPAL DEVELOPMENT PLAN (IDP)



Town of Fairview Bylaw No. 1054/LUO/2019

Municipal District of Fairview No. 136 Bylaw No. 962/ADMIN/2019

September 2019

Prepared by:



BYLAW 1054/LUO/2019

A BYLAW OF THE TOWN OF FAIRVIEW PROVIDING FOR THE PURPOSE OF ADOPTING AN INTERMUNICIPAL PLAN WITH THE MUNICIPAL DISTRICT OF FAIRVIEW NO. 136

WHEREAS Section 631 of the Province of Alberta *Municipal Government Act*, being Chapter M-26 of the Statutes of Alberta 2000, and amendments thereto, provides that two or more councils of municipalities that have common boundaries must, by each passing a bylaw, adopt an Intermunicipal Development Plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary; and

WHEREAS The Town of Fairview and the Municipal District of Fairview No. 136, being councils, have agreed to adopt an Intermunicipal Development Plan;

NOW THEREFORE Council of the Town of Fairview, in the Province of Alberta, in Council duly assembled, enacts as follows:

Title

1. This bylaw may be referred to as the "Fairview Intermunicipal Development Plan".

Terms

2. The "Fairview Intermunicipal Development Plan", attached to this Bylaw as Schedule "A", is hereby adopted.
3. This Bylaw may be amended by Bylaw in accordance with the *Municipal Government Act*, as amended from time to time.

Severability

4. If any portion of this Bylaw is declared invalid by a court of competent jurisdiction, then the invalid portion shall be severed, and the remainder of the Bylaw is deemed valid.

Enactment

5. This bylaw shall come into force and effect when it receives third and final reading

Read a first time in Council assembled this 6th day of August 2019



Gordon MacLeod, Mayor



Daryl Greenhill, Chief Administrative Officer

Read a second time in Council assembled this 3rd day of September 2019

Read a third time in Council assembled this 3rd day of September 2019



Gordon MacLeod, Mayor



Daryl Greenhill, Chief Administrative Officer

BYLAW NO. 962A/ADMIN/2019 – REVISED BYLAW

**BEING A REVISED BYLAW OF THE
MUNICIPAL DISTRICT OF FAIRVIEW NO. 136
IN THE PROVINCE OF ALBERTA**

**FOR THE PURPOSE OF ADOPTING AN
INTERMUNICIPAL DEVELOPMENT PLAN WITH THE TOWN OF FAIRVIEW**

WHEREAS Section 631 of the *Municipal Government Act*, being Chapter M-26 of the Statutes of Alberta 2000, and amendments thereto, provides that two or more councils of municipalities that have common boundaries must, by each passing a bylaw, adopt an Intermunicipal Development Plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.

WHEREAS The Municipal District of Fairview No. 136 and the Town of Fairview have agreed to adopt an Intermunicipal Development Plan;

NOW THEREFORE the Council of the Municipal District of Fairview No. 136, in the Province of Alberta, in Council duly assembled, enacts as follows:

A. Title

1. This Bylaw may be cited as the "Fairview Intermunicipal Development Plan Bylaw".

B. Terms

2. The "Fairview Intermunicipal Development Plan", attached to this Bylaw as Schedule "A", is hereby adopted.
3. This Bylaw may be amended by bylaw in accordance with the *Municipal Government Act*, as amended from time to time.

C. Severability

4. If any portion of this Bylaw is declared invalid by a court of competent jurisdiction, then the invalid portion shall be severed and the remainder of the Bylaw is deemed valid.

D. Enactment

5. Bylaw No. 926/ADMIN/2019 is hereby revised.
6. This Bylaw shall come into force and effect when it receives third and final reading and is duly signed.

First reading given on the 24th day of September, 2019


Peggy Johnson, Reeve
M.D. of Fairview No. 136


Sandra Fox, CAO
M.D. of Fairview No. 136

Second reading given on the 24th day of September, 2019



Peggy Johnson, Reeve
M.D. of Fairview No. 136



Sandra Fox, CAO
M.D. of Fairview No. 136

Third reading and adoption given on the 24th day of September, 2019



Peggy Johnson, Reeve
M.D. of Fairview No. 136



Sandra Fox, CAO
M.D. of Fairview No. 136



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I, Sandra Fox, Chief Administrative Officer of the Municipal District of Fairview No. 136 hereby certify that Bylaw 962A/ADMIN/2019 – Revised Bylaw has been prepared in accordance with Section 63(2)(g)(i) of the Municipal Government Act of Alberta, RSA 2000, Chapter M-26 to correct a typographical error, without materially affecting the bylaw in principle or substance, within Bylaw 962/ADMIN/2019 passed on September 10, 2019.

Dated: September 19, 2019
In the Town of Fairview, in the
Province of AB.

Signed *Sandra F.*

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1.0 INTRODUCTION

The Town of Fairview – Municipal District (MD) of Fairview No. 136 Intermunicipal Development Plan, hereafter referred to as the Fairview Intermunicipal Development Plan, is a joint plan developed by the Town of Fairview and the Municipal District of Fairview No. 136 to govern the lands of mutual importance. An Intermunicipal Development Plan (IDP) is a statutory plan developed collaboratively by two or more municipalities that share a common boundary to provide a framework for land use planning and development decision-making at the interface of the municipal boundary.

The Fairview IDP builds on the longstanding relationship between the Town and the MD, and signifies their commitment to engage in a collaborative approach to manage lands, address issues of common interest and leverage resources for the mutual benefit of their populations. The IDP is a component of an Intermunicipal Collaborative Framework (ICF), which addresses the planning, delivery and financing of intermunicipal services between the Town and the MD in an integrated and strategic fashion.

1.1 PURPOSE

The overarching goal of the Fairview IDP is to establish a regional framework for managing land use, growth and development within what has been defined as the IDP (or Plan) Area. The benefits of adopting this IDP include:

1. Ensuring optimal use of land within the Plan Area;
2. Minimizing the prospect of incompatible land uses and developments within the Plan Area;
3. Identifying and protecting environmentally and economically significant lands, to promote sustainable development;
4. Facilitating a collaborative approach to land use planning and development decision-making;
5. Promoting a regional lens to land use planning and service delivery; and
6. Strengthening the existing intermunicipal relationship.

1.2 LEGISLATIVE REQUIREMENTS

1.2.1 Enabling Legislation

The Fairview IDP has been prepared in accordance with the requirements of the *Municipal Government Act* (MGA) and other applicable legislation. The MGA outlines the legal framework, content and consultation requirements for developing an IDP. It also addresses the relationship between an IDP, other statutory plans, and regional policies and plans. Specifically, section 631(2) of the MGA requires an IDP to address the following matters, which constitute the key issues covered within the Fairview IDP:

- i. Future land use within the area;
- ii. The manner of and the proposals for future development;
- iii. The provision of transportation systems, either generally or specifically;

- iv. Proposals for the financing and programming of intermunicipal infrastructure;
- v. The co-ordination of intermunicipal programs relating to the physical, social and economic development of the area;
- vi. Environmental matters within the area;
- vii. The provision of intermunicipal services and facilities, either generally or specifically;
- viii. Any other matter related to the physical, social or economic development of the area that the councils consider necessary;
- ix. Procedures for conflict resolution relating to the administration of the plan;
- x. Procedures for amending or repealing the plan; and
- xi. Provisions relating to the administration of the plan.

Section 631.1(2) of the *MGA* requires an IDP to be consistent with an applicable regional plan under the *Alberta Lands Stewardship Act* (ALSA). The ALSA is a 2009 provincial legislation that establishes a regional approach to land use planning by proposing a regional plan for each of the province's seven "land-use regions" created under the Land Use Framework (LUF). The purpose of the ALSA regional plans is to achieve Alberta's long-term economic, social and environmental goals through the efficient management of public and private lands and natural resources. Both the Town of Fairview and the Municipal District of Fairview No. 136 are located within the Upper Peace Region, which is yet to have its regional plan in place. Consequently, the two municipalities acknowledge that once the Upper Peace Regional Plan is adopted, the Fairview IDP will have to be reviewed and, if necessary, revised to conform to the Upper Peace Regional Plan.

In the absence of the ALSA regional plan, section 622(1) of the *MGA* requires an IDP to be consistent with the current Provincial Land Use Policies, which were created in 1996. The Land Use Policies were established to guide municipalities in harmonizing provincial and municipal policies at the local land use planning level by promoting high-level principles, such as a collaborative approach to addressing planning issues, for better land use planning. The Fairview IDP is built on this very core ideal of collaboration by providing a cooperative framework for the two municipalities to work together to address issues of common interest, such as future land use, service delivery and coordination, socio-economic development, environmental protection and development protocols within the Plan Area.

Section 638(1) of the *MGA* establishes the hierarchy of plans (figure 1), and requires all local statutory plans to be consistent with the policies established by the IDP. The section provides that in the event of any future conflict or inconsistency between an Intermunicipal Development Plan and a Municipal Development Plan (MDP), Area Structure Plan (ASP), or Area Redevelopment Plan (ARP), the IDP will prevail to the extent of the inconsistency.



Figure 1: Hierarchy of Plans in Alberta

1.2.2 Process

The preparation and adoption of the Fairview IDP followed a process guided by the MGA. Following is a summary of the key components of the process.

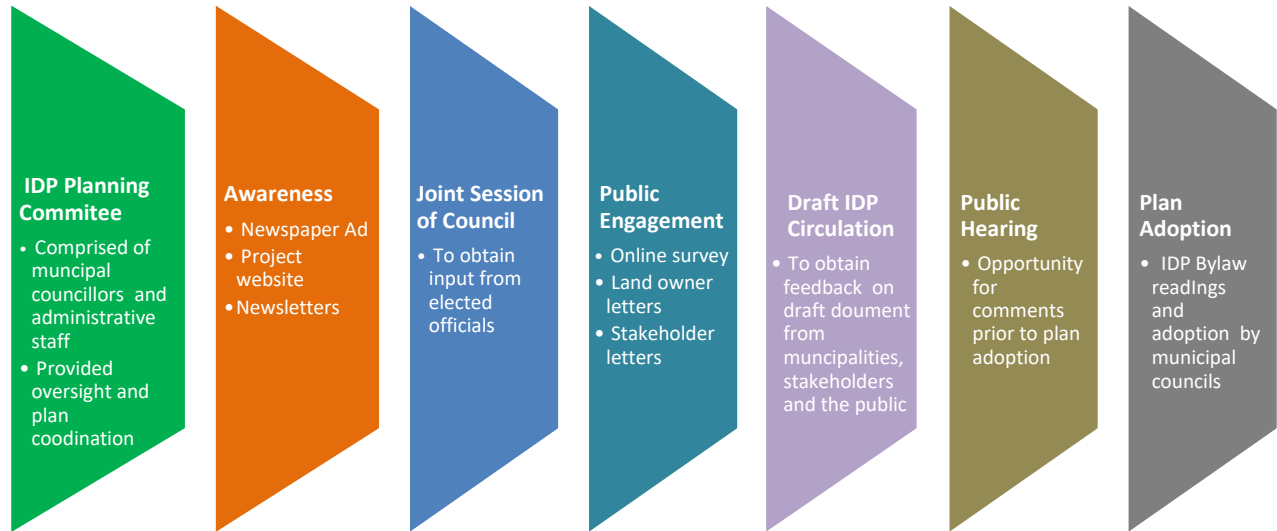


Figure 2: Plan Process

1.3 GUIDING PRINCIPLES

The Fairview IDP has been developed based on a shared understanding of six key principles that have been agreed upon by both municipalities to frame their relationship during the plan preparation and implementation. These guiding principles, shown below, are necessary to promote collaborative governance of the IDP to achieve its stated goals.

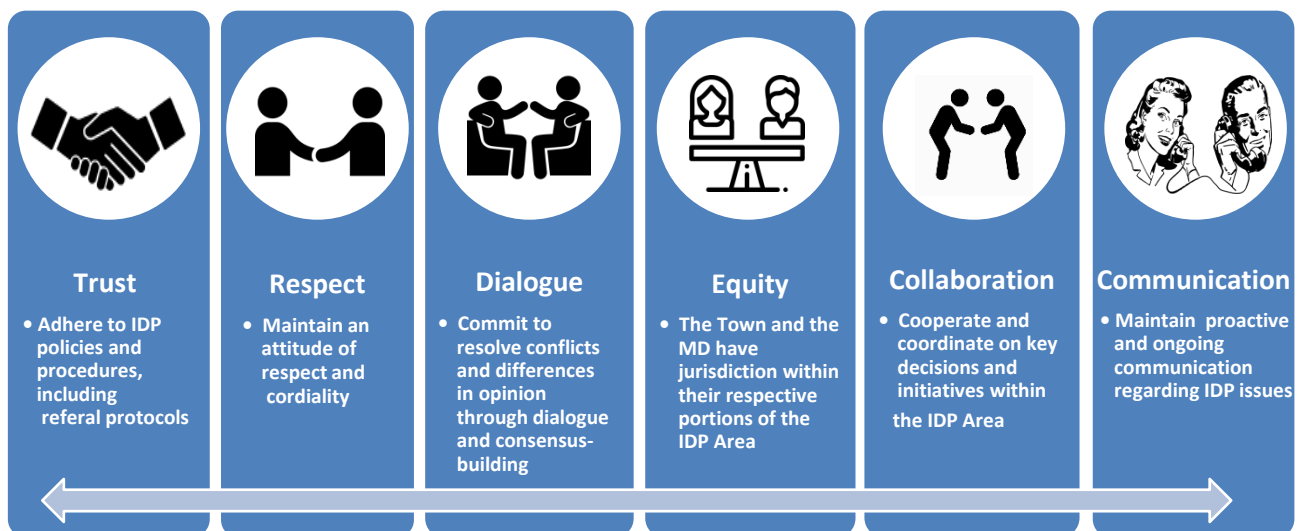


Figure 3: Guiding Principles

1.4 INTERPRETATION

The IDP document is structured with each policy section dedicated to a major subject area. The policy sections contain a key goal accompanied by objectives and policies specifically designed to achieve the stated objective and ultimately the desired goal. The IDP document structure works best when viewed in its entirety and interpreted holistically and contextually rather than as separate. Similarly, the goals of the IDP are more likely to be realized by addressing the complete set of policy directions.

The IDP contains the following operative terms, “**shall**”, “**should**” or “**may**” statements, which are interpreted as follows:

- **Shall** – is a directive term that indicates that the actions outlined are mandatory and therefore must be complied with, without discretion, by the municipalities.
- **Should** – is a directive term that provides direction to strive to achieve the outlined action, but is not mandatory.
- **May** – is discretionary, meaning the policy in question can be enforced if the municipalities choose to do so. This is typically dependent upon context and individual circumstances.

2.0 LOCATIONAL CONTEXT

Both the Town of Fairview and the Municipal District of Fairview No. 136 are located within the Peace Country (see Figure 4)—a large aspen parkland region extending from northwest Alberta to the Rocky Mountains in northeast British Columbia. The region is centred around the Peace River, an important water body critical to the welfare and economic development of the region. The Fairview area, which is situated at the heart of the Peace Country, is served by major transportation corridors, including road and air. The Grande Prairie Regional Airport and the Peace River Municipal Airport, located approximately 115 km and 80 km respectively from the Town of Fairview, provide scheduled passenger and cargo services, while the Fairview Municipal Airport, located within the MD of Fairview, is set up to utilize a cargo service and support medical evacuation aircraft, pleasure aircraft and flight training activities. There is a rail terminal at the nearby Village of Rycroft, which provides transloading and shipping of crude oil from the region to local and international markets. Connections to the provincial highway system are prevalent in the area, including the intersection of Highway 2, 64A and 732. In addition to the abundance of forest and fertile soils, the Fairview area is underlain by the Montney shale formation, making agriculture, forestry, oil and gas the key sectors of the local economy. The presence of lakes, creeks and wildlife also make recreation an important lifestyle in the region. Both the Town and the MD share similar demographic characteristics, social structure, and a resource-driven economy. They also are linked together by key infrastructure and services, such as roads, government, healthcare and educational facilities, and common commercial and service industry needs.

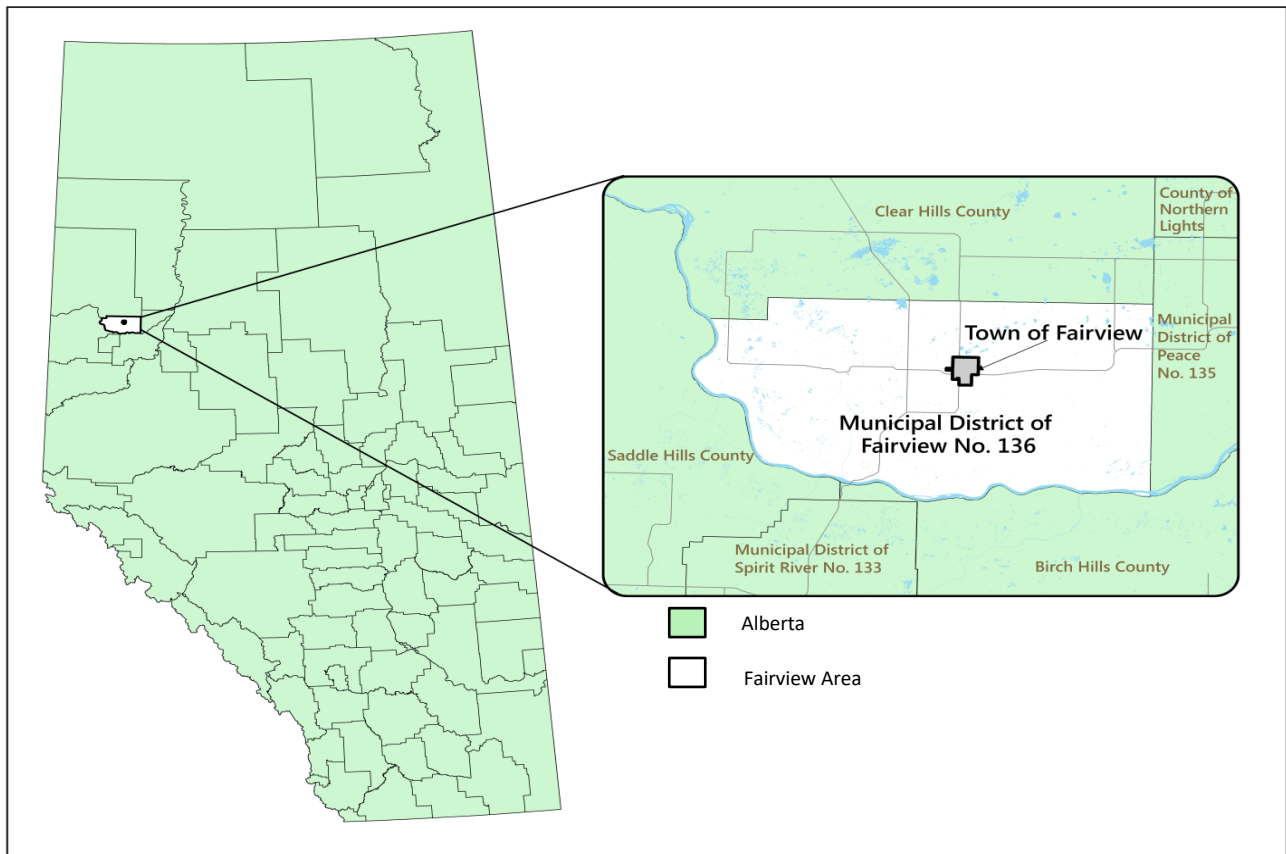


Figure 4: Location Map

2.1 MUNICIPAL PROFILES

2.1.1 Town of Fairview

Fairview is an urban municipality with a population of 2,998 (Federal Census, 2016) and covers an area of approximately 11.36 km² (4.39 square miles). The Town is surrounded by the Municipal District of Fairview No. 136. Fairview's economy is centred primarily on agriculture and other resource-based industries, as well as retail, education, healthcare and social services. The Grande Prairie Regional College (Fairview Campus) and the Fairview Health Complex are major employers within the Town. Fairview serves as a regional centre for a number of neighbouring rural municipalities, including the Municipal District of Fairview No. 136.

2.1.2 Municipal District of Fairview No. 136

The Municipal District of Fairview No. 136 is a rural municipality with a population of 1,604 (Federal Census, 2016). It covers a land area of approximately 1,387.58 km² (535.75 square miles). The MD of Fairview shares boundaries with five rural municipalities, namely: Municipal District of Peace No. 135, Clear Hills County, Saddle Hills County, Municipal District of Spirit River No.133, and Birch Hills County. The hamlets of Whitelaw and Bluesky are urban settlements within the MD. In addition to extensive agriculture and oil and gas operations, there are some commercial and light industrial activities that contribute to the MD's economy.

2.2 PLAN AREA

2.2.1 Plan Boundary

The IDP or Plan Area covers an area of approximately 28.16 km², including lands on both sides of the boundary between the Town and the MD, as shown on **Map 1 – IDP Area**. The area consists largely of agricultural land, agricultural land reserve, water bodies and transportation infrastructure, as well as some residential, commercial and industrial developments, as described below.

2.2.2 Characteristics of the Plan Area

(a) Agricultural Use

As shown in **Map 2 – Existing Land Use** – majority of the land (70%) within the Plan Area is districted for agricultural uses. These comprise of urban agricultural reserve within the Town and agricultural conservation within the MD, and remain largely vacant. There are also few existing farm operations in the area, including forage, grains and oil seed farms.

(b) Residential Development

Residential developments within the IDP Area are comprised of single-detached dwellings, which can be differentiated based on density. The Town's portion of the IDP Area has a higher residential density, with urban neighbourhoods, manufactured home parks as well as country residential lots. Comparatively, the

MD's portion of the IDP Area has a lower residential density and is comprised mostly of farmsteads, consistent with the MD's rural character.

(c) Commercial Development

Commercial developments within the IDP Area are located mostly along Highway 2 and around the intersection between Highway 2, Highway 64A and Highway 732. They include retail, restaurants and accommodation services. There are also few office spaces supporting the commercial, agricultural and industrial activities in the area. The majority of the businesses located along the highways, such as fast food restaurants, gas stations, hotels and retail outlets, are intended to serve the travelling public as well as local residents.

(d) Industrial Development

As with commercial developments, there are some industrial operations located within the IDP Area in close proximity to the highways. Within the Town, the industrial uses are classified into heavy and light industrial uses, with concrete product manufacturing, construction and heavy equipment rental and servicing being examples of heavy industrial uses, and storage facilities being examples of light industrial uses. Within the MD, the industrial uses are classified into rural industrial (e.g., heavy-duty mechanical shop and electric power generating substation) and agricultural-industrial uses, the latter which include seed and fertilizer companies, seed cleaning plant and other agricultural and agricultural by-product operations that complement the predominantly agricultural activities within the municipality.

(e) Community Uses

Community uses include educational facilities, recreation and healthcare facilities, seniors housing, religious establishments and other civic uses, such as libraries, community halls and other public use buildings. Within the IDP Area, the most significant community use is the Fairview Campus of the Grande Prairie Regional College, a post-secondary educational establishment with residential, educational and recreational facilities.

(f) Recreational Development

Recreational uses within the IDP Area include the Cummings Lake Recreation Area, a multi-use recreational space that offers a variety of leisure activities and features, including the lake, horse shoe pits, children's playground, 11 km paved walking path, and a campground. Other recreational uses in the IDP Area include the Fairview Ball Diamonds, soccer pitch and the Fairview Regional Aquatic Centre.

(g) Infrastructure and Development Constraints

The existing infrastructure within the Plan Area and their alignment are identified in **Map 3 – Infrastructure**. The transportation infrastructure includes three provincial highways, a hierarchy of local roads and the Fairview Municipal Airport, which is owned by the MD. Other existing infrastructure in the area includes reservoirs, water lines, sanitary sewer lines, a natural gas pipeline, power/utility lines, and a sanitary lagoon.

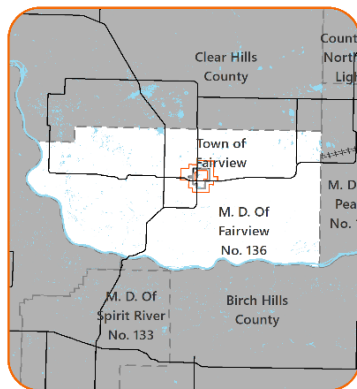
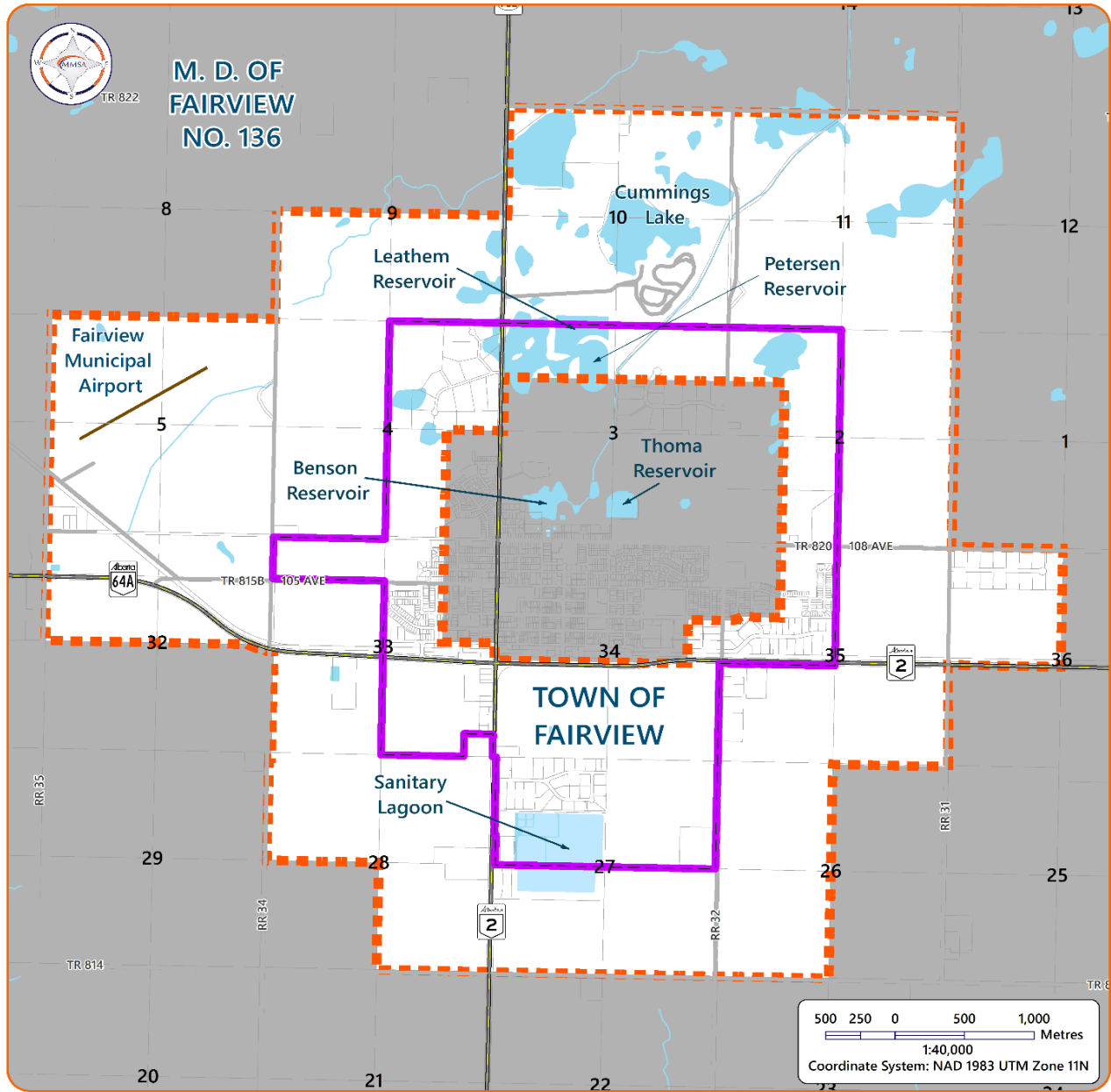
The *Subdivision and Development Regulation* requires any subdivision proposals within 1.6 km of a provincial highway to be referred to Alberta Transportation and is subject to the constraints on the type of subdivision set out in section 14 of the Regulation. Due to the location of Highway 2, 64A and 732 within the Plan Area, any proposed Area Structure Plan and subdivision within the 1.6 km buffer of provincial highways need to be referred to Alberta Transportation and subject to the constraints established in section 14 of the *Subdivision and Development Regulation*.

(h) Existing Environmental Features and Development Constraints

Map 4 – Environmental – identifies existing natural features and environmentally significant areas within the Plan Area, which include wildlife and diversity zones, water bodies, wetlands, environmentally significant areas. Environmentally significant lands, such as the Peterson and Leathem reservoirs which store raw water from the Peace River to be treated for consumption in the town and parts of the MD, require special protection from incompatible land uses and other developments that may threaten their capacity to provide the important ecological functions that benefit the community and the natural environment. Thus, the IDP contains policies addressing environmental protection.

Map 5 – Soil Classification Map – identifies existing agricultural and soil classification based on the Canada Land Inventory (CLI), using data retrieved from Agriculture and Agri-Food Canada. The map shows the capability classes, which indicate the degree of limitation imposed by the soil in its use for mechanized agriculture. The ratings within the IDP Area include class 2, 3, 4, 5 and organic class. Class 2 and 3 land have moderate to moderately severe limitations that restrict the range of crops or require moderate conservation practices, while soils in class 5 have severe limitations that restrict their capability in producing perennial forage crops, and improvement practices are feasible¹.

¹ An overview of the CLI methodology and soil classification system, including its limitations, is available at <http://sis.agr.gc.ca/cansis/nsdb/cli/classdesc.html>.



**M. D. of Fairview No. 136
Town of Fairview
Plan Area Map**

Intermunicipal Development Plan

Municipal Boundary

Plan Area

Runway

Lake, Lagoon, Reservoir

River, Creek, Stream, Canal

Property Line

Provincial Road

Municipal Road

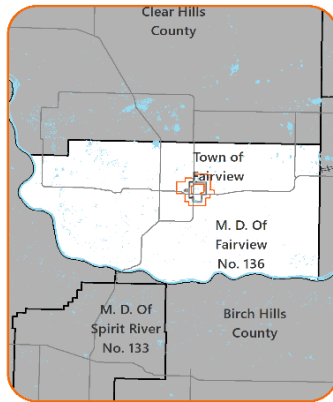
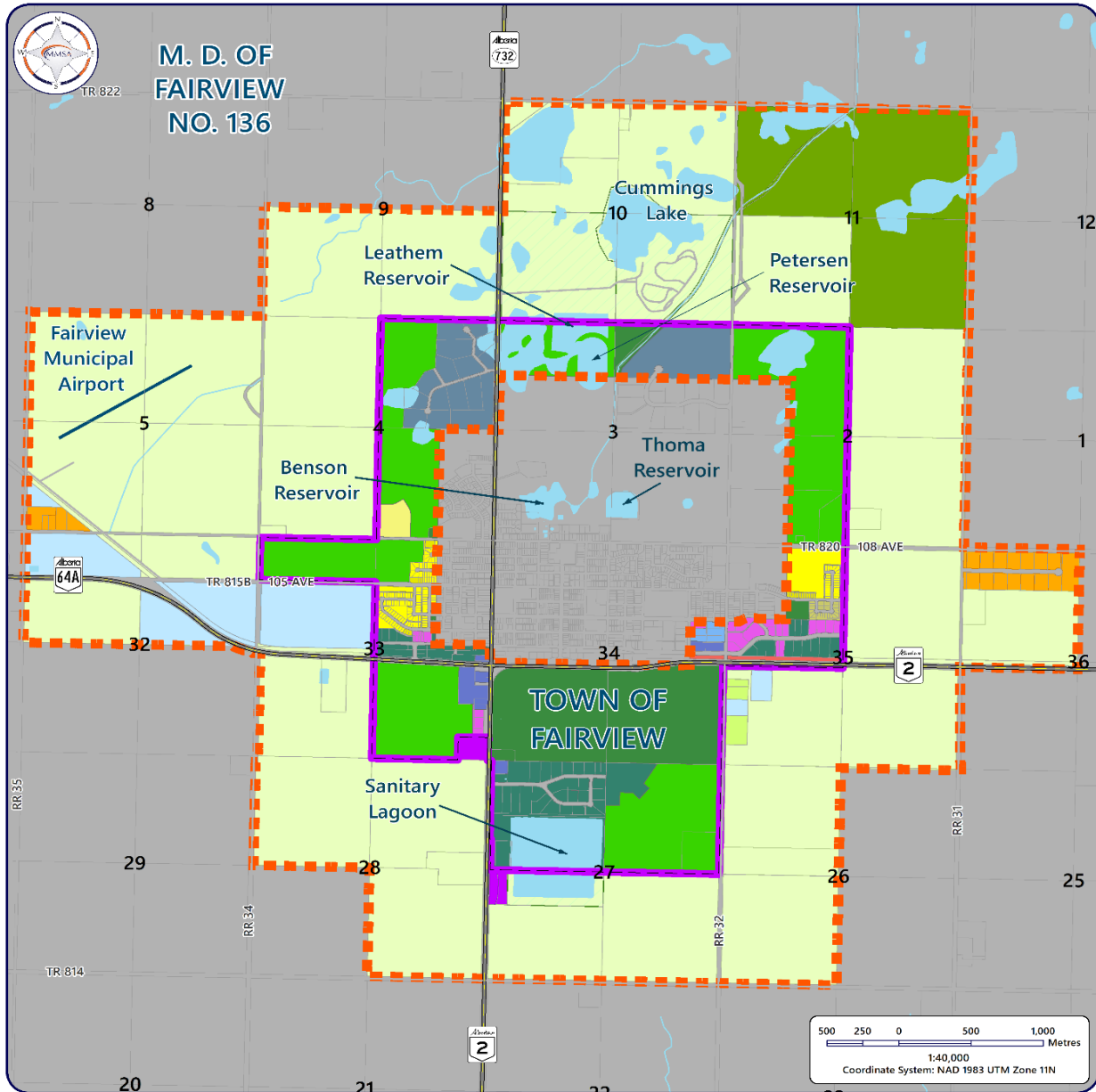
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Reviewed by: A. M.
Date: 25/02/2019

Map 1: Plan Area



**M. D. of Fairview No. 136
Town of Fairview**

Municipal Land Use Districts Map
Intermunicipal Development Plan

Municipal Boundary

- Municipal Boundary
- Fairview Owned Land
- Plan Area

M.D. No. 136 LUB

- Agricultural - Conservation
- Agricultural - Industrial
- Agricultural - Urban Reserve
- Community
- Country Residential
- Direct Control Commercial

Fairview LUB

- Lake, Major River, Reservoir
- River, Creek, Stream, Canal
- Provincial Road
- Heavy Industrial
- Highway Commercial
- Light Industrial
- Residential 1
- Residential 3
- Residential Mobile Home Park
- Residential Mobile Home Subdivision
- Secondary Commercial
- Rural Industrial
- Highway Development
- Crown Land Management
- Property Line

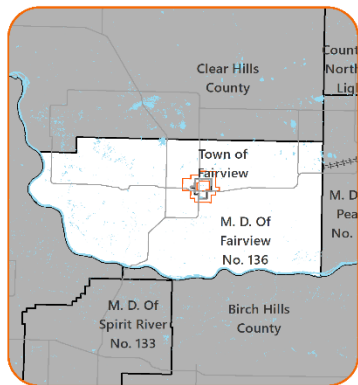
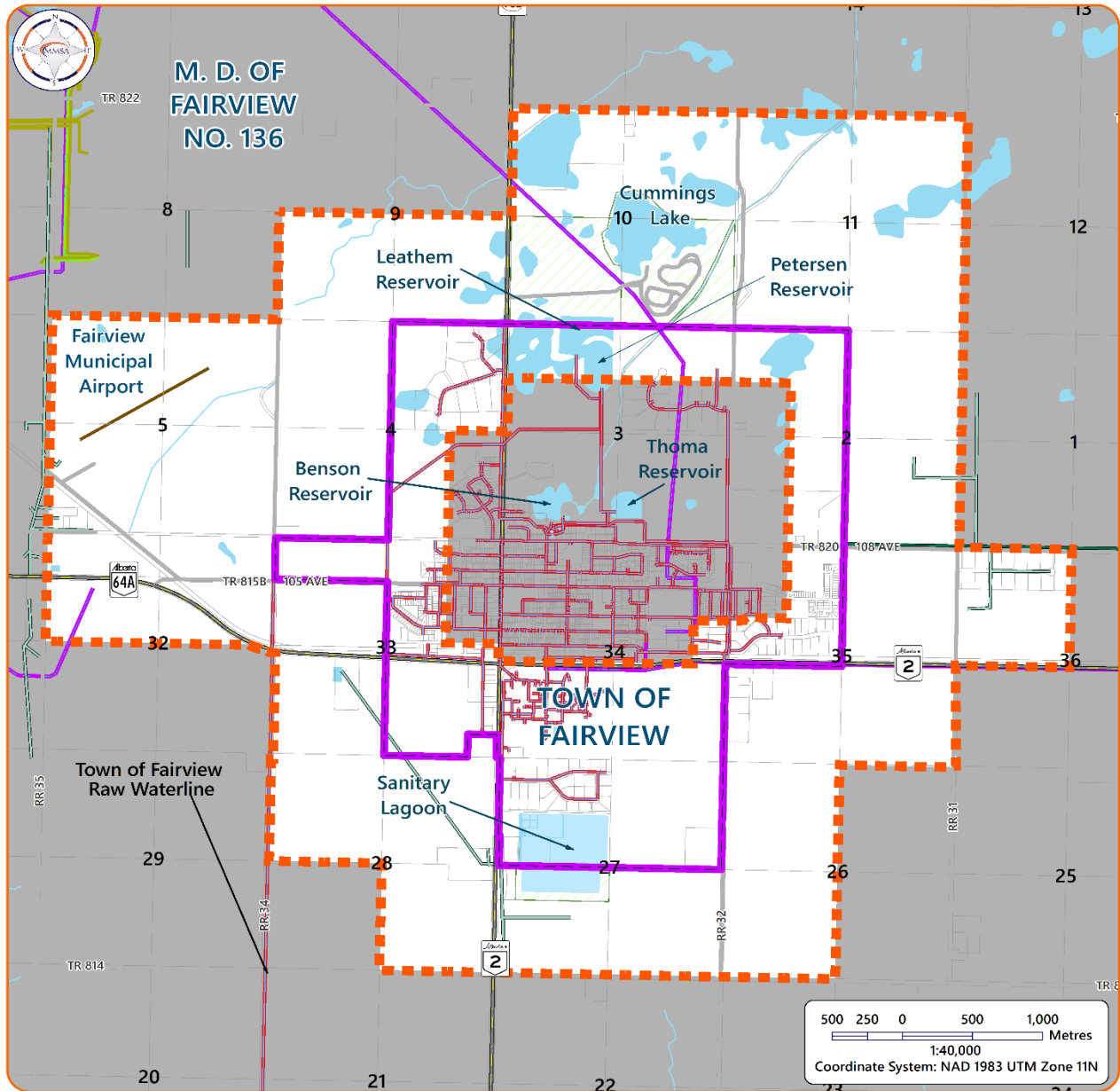
Fairview
Heart of the Peace

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Map 2: Existing Land Use



M. D. of Fairview No. 136 Town of Fairview Infrastructure Map Intermunicipal Development Plan

Municipal Boundary	Natural Gas Pipeline
Plan Area	Salt Water Pipeline
Fairview Owned Land	Oil-Well Effluent Pipeline
Runway	Fairview Rural Water Coop Lines
River, Creek, Stream, Canal	MD waterline from Town to Bluesky
Lake, Lagoon, Reservoir	Provincial Road
Waterline	Municipal Road

Fairview
Heart of the Peace

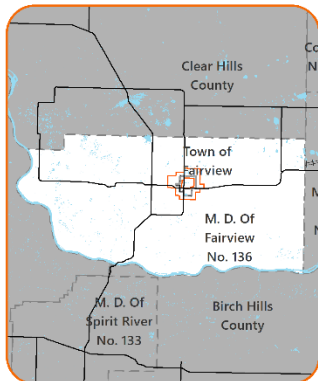
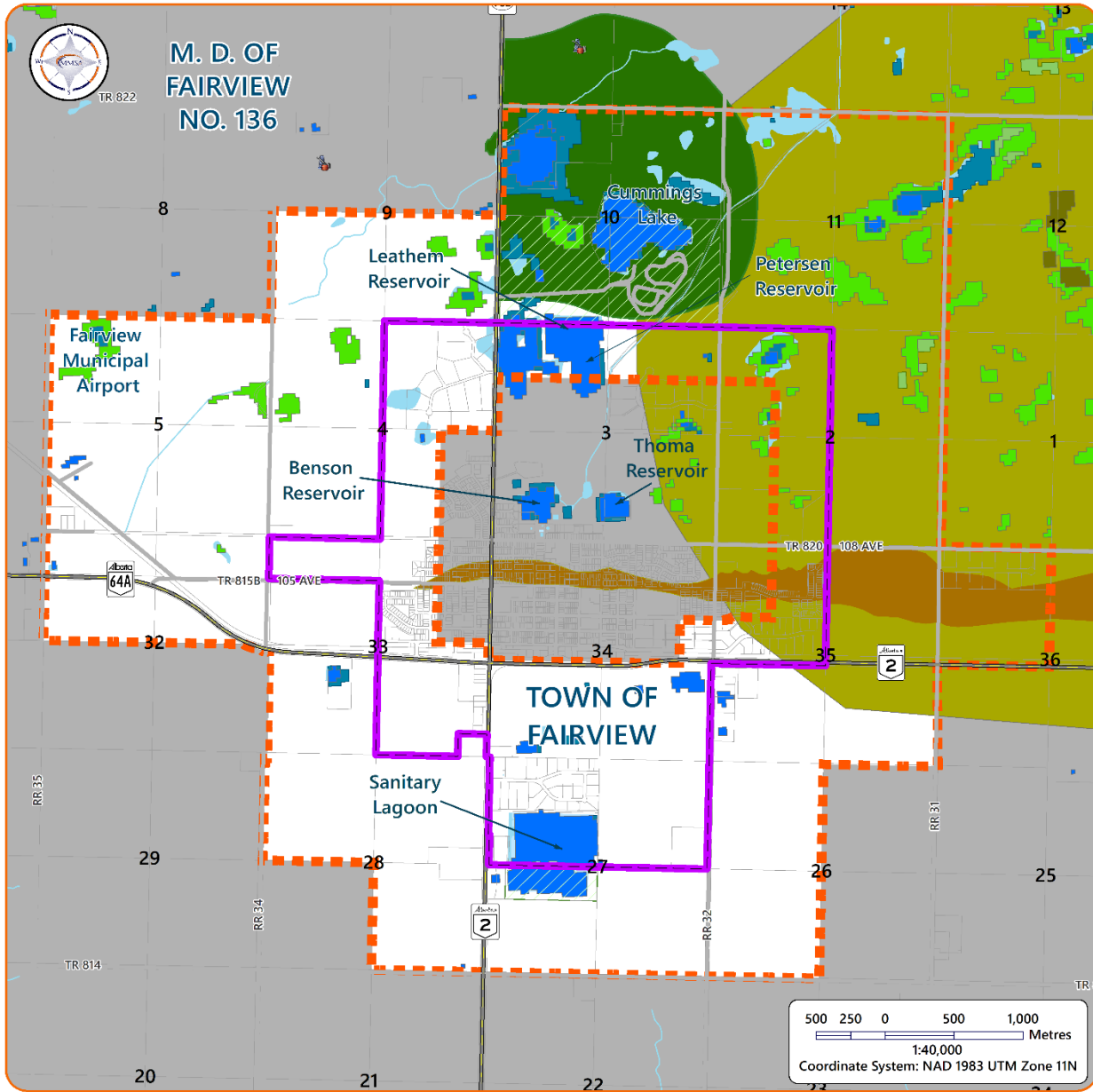
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Date: 25/02/2019

Map 3: Infrastructure Map



M. D. of Fairview No. 136 Town of Fairview Environmental Map

Intermunicipal Development Plan

Municipal Boundary	Provincial Road	Bog
Plan Area	Municipal Road	Fen
Fairview Owned Land	Property Line	Marsh
Environmentally Sensitive Areas	River, Creek, Stream, Canal	Open Water
Sand and Gravel Deposits	Abandoned Wells	Swamp
Sand and Gravel Potential		
Lake, Lagoon, Reservoir		

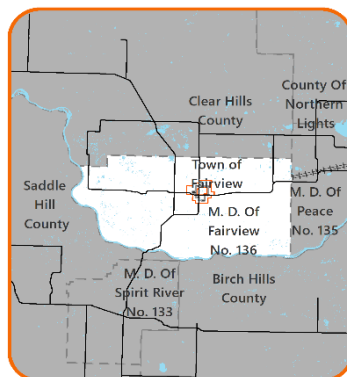
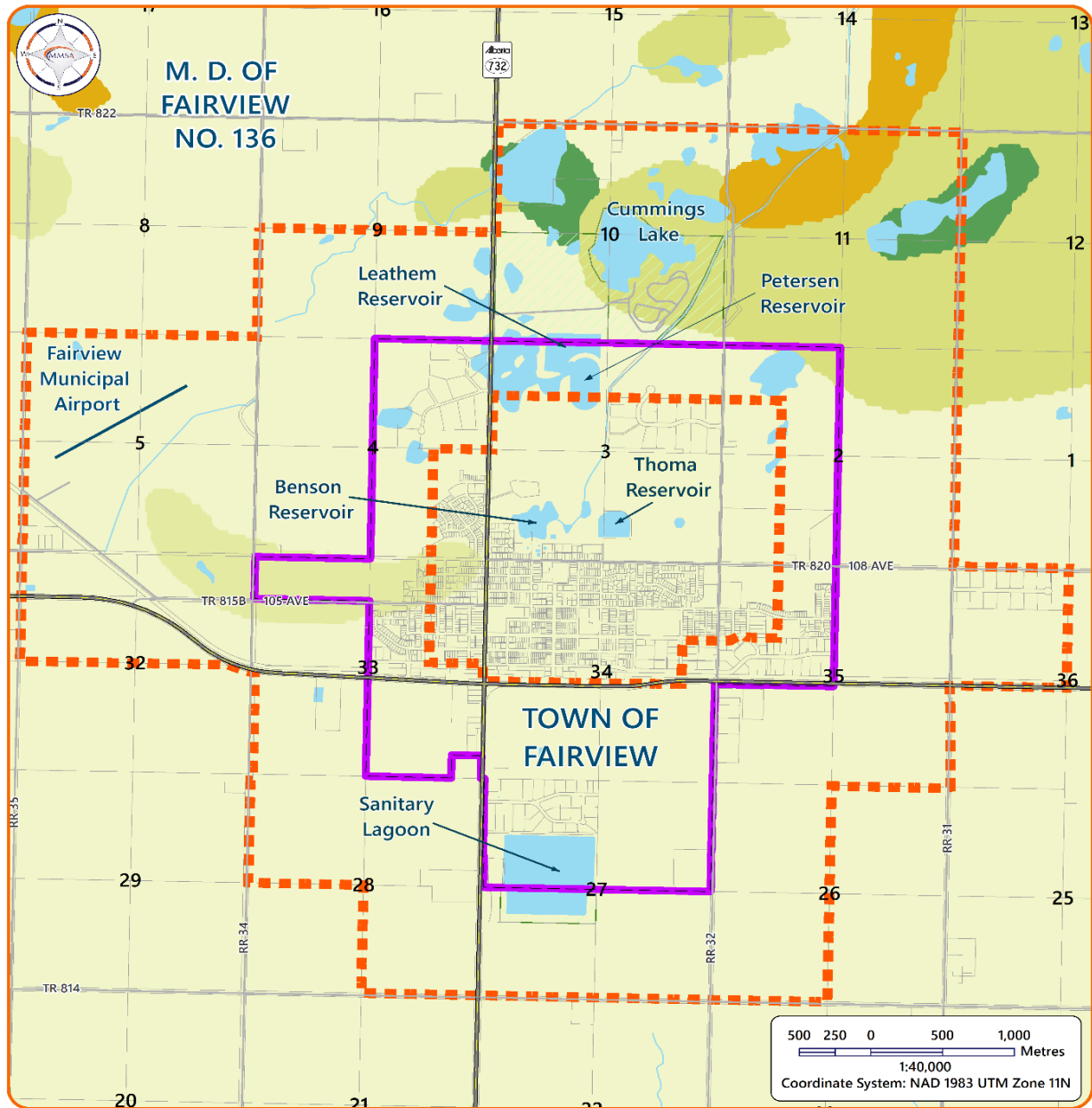
Wetland Inventory

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 Date: 25/02/2019

Map 4: Environmental Map



M. D. of Fairview No. 136 Town of Fairview Soil Classification Intermunicipal Development Plan

Fairview Municipal Boundary (Purple outline)

Plan Area (Dashed orange line)

Property Line (Thin grey line)

River, Creek, Stream, Canal (Blue line)

Lake, Major River, Reservoir (Blue area)

Fairview Owned Land (Green outline)

Better Agricultural Land Classes

- Class 2 (Light green)
- Class 3 (Medium green)
- Class 4 (Dark green)

Other Classes

- Class 5 (Yellow)
- Organic Class (Dark green)

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Canada Land Inventory
Prepared by: O. B.
Reviewed by: A. M.
Date: 11/03/2019

Map 5: Soil Classification Map

3.0 LAND USE AND GROWTH

This section outlines policies that address future development, including agricultural, residential, commercial and industrial land uses within the IDP Area. These policies are designed to achieve specific goals and objectives that reflect the priorities of the two municipalities.

3.1 FUTURE GROWTH

Growth within the IDP Area, as in the wider region, is tied to the agriculture and resource extraction sectors of the regional economy. Within the IDP Area, there are opportunities to accommodate growth on lands that are districted for residential, commercial and industrial uses (see Map 6). In addition to these, both municipalities have identified additional areas within the IDP Area where future residential, commercial and industrial developments could be accommodated once the current growth opportunities within the IDP Area are exhausted (see Map 7). These additional growth opportunities represent a logical and contiguous extension of the current land use structure, and were identified based on existing development constraints within the IDP Area.

Goal: To encourage responsible development by maximizing existing opportunities within the IDP Area, while creating new growth opportunities based on the projected pattern of physical growth.

Objective 1: To direct growth to existing and future planned residential, commercial and industrial development.

Policies:

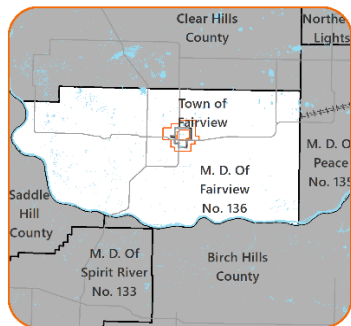
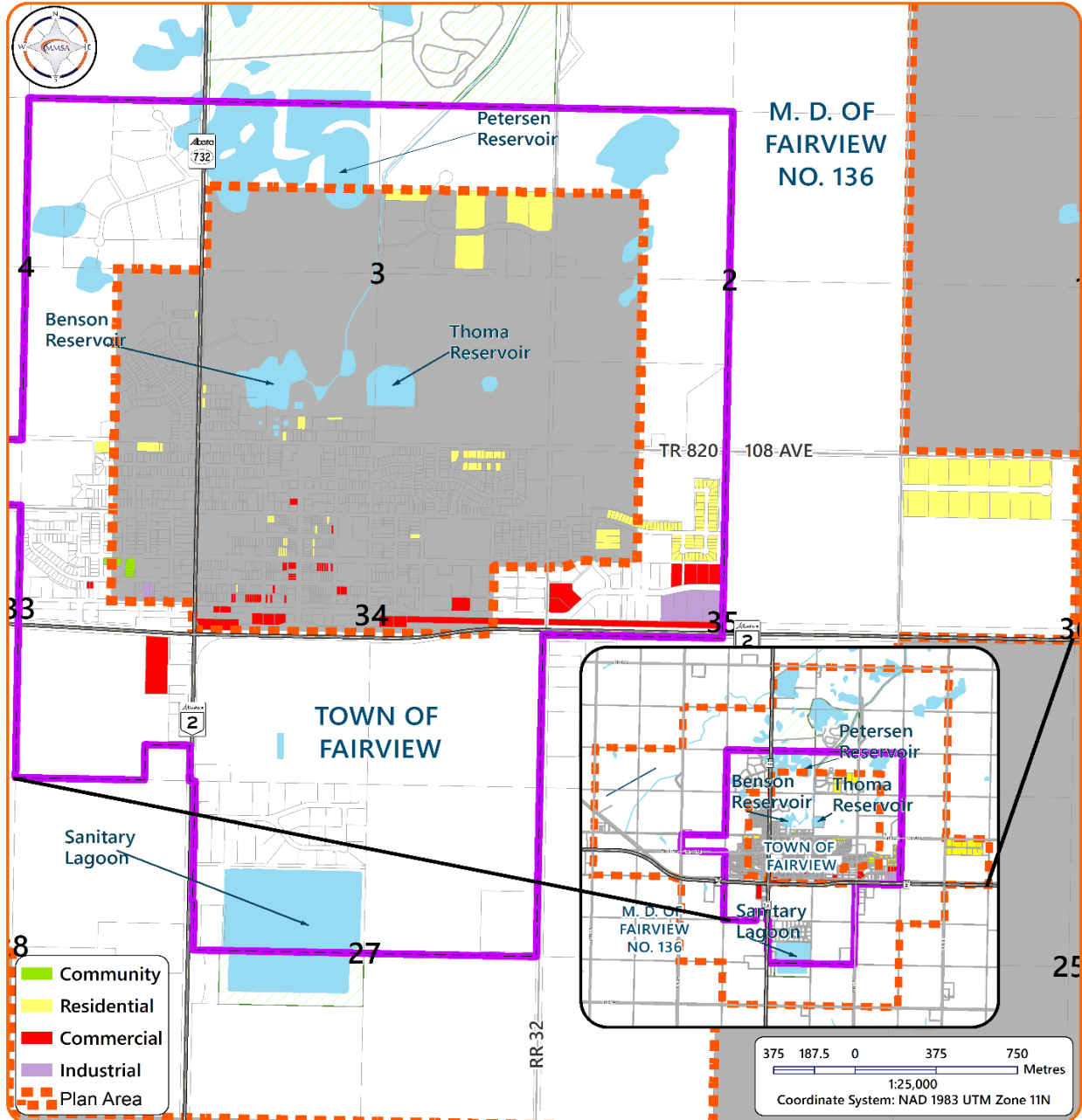
- 3.1.1 Both municipalities **may** direct development into those areas that are already planned to accommodate growth in the Town through in-fill development on vacant lots, as shown in Map 6, and new subdivisions proposals along highway 2 and highway 64A in the MD to take advantage of the access provided by the highways and other available infrastructure services.
- 3.1.2 Development of new residential, commercial and industrial land use in the new growth areas identified in **Map 7**, **may** not occur until there is a five-year supply remaining for residential, commercial and industrial lands within the IDP Area.
- 3.1.3 Both municipalities **should** clearly establish when an Area Structure Plan is required prior to new development within their Municipal Development Plans, using the Area Structure Plan Guidelines developed by the Mackenzie Municipal Services Agency.

Objective 2: To maximize the utilization of infrastructure when carrying out development for existing and future residents.

Policies:

- 3.1.4 Both municipalities **should** work together to maximize return on capital investment of existing municipal infrastructural assets.

- 3.1.5 The financial impact of new development proposals on municipal infrastructural assets **should** be considered by both municipalities
- 3.1.6 The technical logistics, engineered capacity and administrative requirements of proposed shared municipal utility infrastructure **shall** be taken into consideration in future development proposals.
- 3.1.7 Both municipalities **should** support the financial viability of existing infrastructural assets.



**M. D. of Fairview No. 136
Town of Fairview
Future Growth Opportunity Map
Intermunicipal Development Plan**

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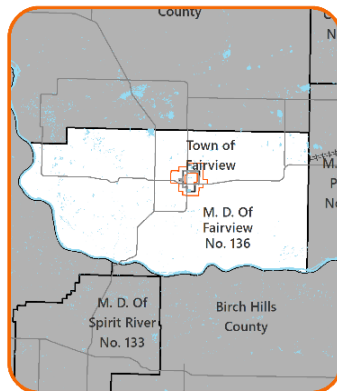
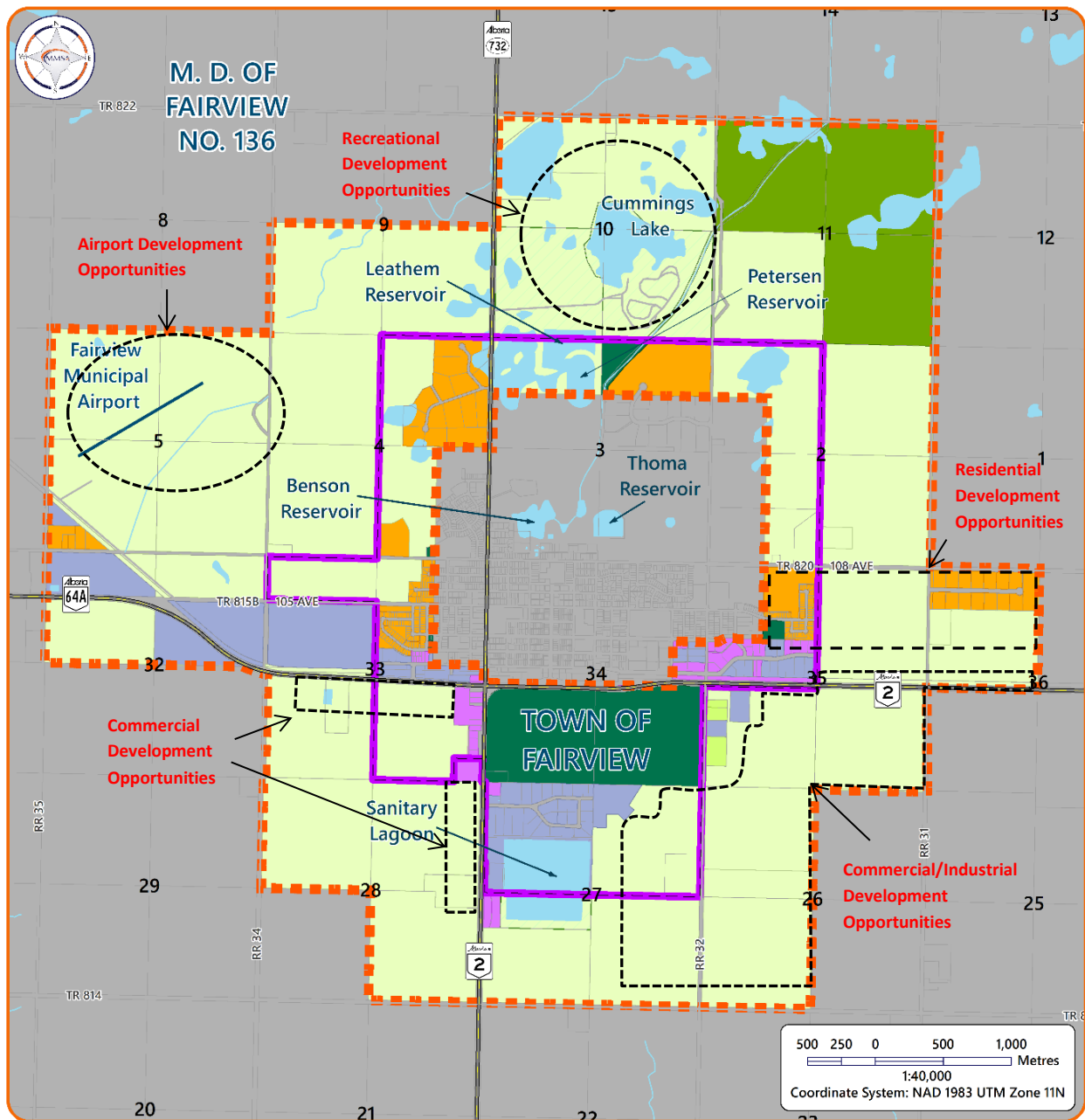
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Data Source: AltaLIS Ltd
Prepared by: O. B.
Reviewed by: A. M.
Date: 25/02/2019

- Town of Fairview Boundary
- Plan Area
- Lake, Reservoir
- River, Creek, Stream, Canal

- Provincial Road
- Municipal Road

Map 6: Existing Development Opportunities within IDP Area (Vacant lots)



M. D. of Fairview No. 136 Town of Fairview Future Land Use Map Intermunicipal Development Plan

Legend

- Fairview Municipal Boundary
- Plan Area
- Fairview Owned Land
- Lake, Major River, Reservoir
- River, Creek, Stream, Canal
- Property Line

LUB Description

- Agricultural - Conservation
- Agricultural - Industrial
- Crown Land Management
- Residential
- Commercial
- Industrial

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Map 7: Future Land Use Concept Map

3.2 AGRICULTURAL DEVELOPMENT POLICIES

Agriculture is important to the economy and lifestyle of the residents of the two municipalities, particularly the MD, where agricultural activities constitute the dominant land use and source of employment. Both municipalities will ensure that agriculture remains a priority by adopting policies that promote and protect existing agricultural operations within the IDP Area.

Goal: To support the agricultural land base within the IDP Area by promoting and protecting existing agricultural operations.

Objective: To ensure current agricultural uses are protected from premature and inappropriate development.

Policies:

- 3.2.1 Better agricultural lands, as shown in Map 5 – Soil Classification, **should** be protected for agricultural uses.
- 3.2.2 Non-agricultural development **may** occur on agricultural lands where necessary to logically extend existing land uses and municipal services.
- 3.2.3 The municipalities **should** work together to encourage good-neighbour farming practices to minimize the impact of farming operations on adjacent land uses. Interface or transition tools that mitigate the potential for conflicts **should** be considered for any new agricultural development proposals. These tools include fencing, controlled access, site design, and environmental stewardship requirements and education.

3.3 RESIDENTIAL DEVELOPMENT POLICIES

A key aspect of sustainable development planning is creating opportunities to meet the diverse housing needs of the current and future generations. Within the IDP Area, residential developments are primarily single detached dwellings, with densities ranging from urban neighbourhoods to country residential lots and farm steads. There are also lands that are currently districted for residential development, but have not yet been developed.

Goal: To promote orderly, efficient and affordable residential development.

Objective: To ensure that future residential development is affordable and occurs in an orderly, efficient manner.

Policies:

- 3.3.1 Both municipalities **should** prioritize the development of existing undeveloped residential lands as shown in Map 6.
- 3.3.2 Both municipalities **should** work together to monitor housing demand and supply, and consider changes to their policies, and future projects to meet local housing needs.

3.4 COMMERCIAL AND INDUSTRIAL DEVELOPMENT POLICIES

Commercial and industrial developments are essential to the livability of a community, providing both employment opportunities and higher municipal revenue, on a per capita basis, relative to other land uses. Thus, it is important to successfully plan for commercial and industrial uses, in order to contribute to local economic growth, job creation and economic diversification.

Goal: To promote the growth of new, well-planned commercial and industrial establishments, while supporting existing ones to support local economic development.

Objective 1: To target new commercial and industrial economic growth within the IDP area.

Policies:

- 3.4.1 Both municipalities **should** work with local and regional economic development organizations to market existing vacant commercial and industrial lands to new businesses.
- 3.4.2 New commercial and industrial developments **should** be encouraged to locate in existing development areas with compatible uses and an appropriate level of infrastructure services.
- 3.4.3 Both municipalities **should** require the development of an Outline Plan or an Area Structure Plan prior to the redistricting of lands for commercial and industrial uses in the growth areas identified in Map 7.

Objective 2: To support existing commercial and industrial operations within the IDP area.

Policies:

- 3.4.4 Existing commercial and industrial businesses **should** be supported through infrastructure provision, upgrades and maintenance, where necessary.
- 3.4.5 The use of incentives programs **may** be considered by the two municipalities to support local business retention, improvement and expansion.

4.0 ECONOMIC DEVELOPMENT POLICIES

A vibrant economic base offers diverse employment opportunities, income and tax revenue for local economic growth and development. Economic development is vital to the long-term viability of any community. The Fairview region boasts of a number of economic advantages, both within and adjacent to the IDP Area. The central location of the area, combined with the resource potentials, positions it to become a regional economic centre. Capitalizing on these economic opportunities to benefit the two municipalities and the wider region could be enhanced through a strategic partnership between the Town and the MD. This section addresses economic development cooperation between the two municipalities for the IDP Area.

Goal: To leverage existing economic partnerships and advantages to enhance the economic competitiveness, diversity and resiliency of the IDP area.

Objective: To explore and harness opportunities for business growth and diversification through strategic economic collaboration.

Policies:

- 4.1 Both municipalities **should** work with local and regional economic development organizations to explore opportunities for value-added agriculture, specialty retail, manufacturing, transportation, clean energy, technology and tourism development in the IDP area.
- 4.2 Both municipalities **should** consider how to increase the profile of the region at the national and/or global scale.
- 4.3 Both municipalities **should** explore, during Joint Council sessions, how to create a fair and reasonable regional framework for shared economic benefit focused on how to attract new businesses located within the IDP area. This framework **should** be focused on attracting new businesses that represent a net gain for both municipalities, and shared investment and return.
- 4.4 Both municipalities **should** work towards diversification of local economic sectors in order to establish sustainable assessment bases capable of supporting required service levels.
- 4.5 Both municipalities **may** explore an investment and/or tax sharing framework enabling both to benefit when new development is attracted and located in the wider region.
- 4.6 Both municipalities **shall** support local economic development initiatives and activities, such as trade and investment fairs, that support new business growth, retention and expansion.
- 4.7 Both municipalities **should** participate in broader regional economic initiatives or programs aimed at attracting investments into the region.
- 4.8 Both municipalities **should** support existing local business associations, such as the Fairview and District Chamber of Commerce, and regional economic partnerships, such as Peace Regional Economic Development Association (PREDA), to achieve their goals.

- 4.9 Both municipalities **should** consider the development of a Master Plan for the area around the Fairview municipal airport, to ensure efficient, orderly and complementary land uses and developments that would also support the strategic economic interest of the two municipalities.

Objective 2: To protect and maximize the economic viability of regional facilities.

Policies:

- 4.10 Both municipalities **should** work together to identify key regional facilities that will be considered in context to the following policies.
- 4.11 Both municipalities **shall** work together to establish what activities would be viewed as undermining the viability of regional facilities and establish a process to avoid permitting such activities.
- 4.12 Both municipalities **shall** work together to maintain and capitalize on key regional facilities identified in 4.10.

5.0 ENVIRONMENTAL MANAGEMENT

Most of the resources that support life and livelihoods derive from the natural environment. When not properly managed, the quality and quantity of these environmental resources, which include water, air, soil, plant, parks and green spaces, can be reduced by inappropriate land uses and other development activities, which in turn limit their capacity to provide the critical ecosystem and other services we depend on. Within the IDP area, there are some environmentally significant areas, such as lakes, reservoirs, lagoon and wetlands, as well as green spaces, including parks and playgrounds, that enhance the livability of the community, thus providing a healthy and enjoyable environment.

Goal: To protect and enhance the quality of the physical and natural environment within the IDP Area.

Objective 1: To ensure environmental protection is prioritized in existing and proposed land use and development decision-making within the IDP area.

Policies:

- 5.1 When reviewing applications near environmentally significant areas, including but not limited to the areas identified on Map 4, such as riparian and wetland areas, both municipalities **should** aim to preserve them in their natural state where possible, and protect them from incompatible developments.
- 5.2 The Town and the MD **should** protect environmentally sensitive areas and municipally identified riparian zones and water bodies, through the reserve and easement mechanisms established by the *MGA* and the *Alberta Land Stewardship Act*.
- 5.3 Both municipalities **should** work with existing environmental and stewardship groups, such as the Mighty Peace Watershed Alliance and Water North Coalition to protect environmental resources within the IDP area.

Objective 2: To responsibly manage and protect wetlands within the IDP area.

Policies:

- 5.4 The municipalities **may** partner to conduct a Wetland Inventory and Management Policy in the IDP area.
- 5.5 The municipalities **may** consider incorporating provisions on developments around wetlands in their Land Use Bylaws.

Objective 3: To provide natural areas and park spaces that enhance community livability.

Policies:

- 5.6 Both municipalities **should** work together with other stakeholders to maximize the benefit of the Cummings Lake recreation area.
- 5.7 When reviewing development proposals, both municipalities **should** mitigate the impact of conflicting land uses and enhance the aesthetic environment through the use of natural area buffers, including requiring tree planting and other landscaping.

6.0 INFRASTRUCTURE AND SERVICES

6.1 TRANSPORTATION

Transportation systems facilitate trade via the safe movement of goods and services, foster human economic and social interactions, and contribute to productivity gains through travel time savings. The transportation system within the IDP area comprises of a hierarchy of roads, highways, and an airport. Given the differential capacity, standards, levels of service, maintenance requirements and ownership regimes for the various transportation streams within the area's transportation network, both municipalities recognize the value in collaborating on the planning, management and integration of the existing transportation network to optimize gains from it.

Goal: To create an efficient and integrated transportation system within the IDP Area.

Objective 1: To provide an integrated and efficient transportation system that meets the needs of the community.

Policies:

- 6.1.1 Both municipalities **should** work together to ensure that the road network has capacity to accommodate new development opportunities.
- 6.1.2 The Town and MD **should** jointly review their municipal design standards and maintenance programs for roadways to coordinate level of service.
- 6.1.3 The Town and MD **should** have regard for Alberta Transportation's long-term plans for Highway 2, 64A and 732, when considering new development proposals.
- 6.1.4 Where a road that connects or links between the two municipalities is planned for construction or major repair within the IDP area, the municipality undertaking the work **shall** advise the other municipality in order to provide them the opportunity to coordinate projects, obtain economies of scale, and reduce municipal costs of construction.
- 6.1.5 The municipalities **should** consider cost sharing arrangements for transportation projects that provide mutual benefits.
- 6.1.6 The municipalities **may** consider a joint intermunicipal bus system feasibility study.

Objective 2: Promote active transportation within the IDP Area.

Policies:

- 6.1.7 The municipalities **may** jointly consider how to provide options for active transportation within the IDP area.
- 6.1.8 The municipalities **may** consider an extension to the Town's Parks and Trails plan to identify and incorporate recreation and trail opportunities within the IDP area.
- 6.1.9 The requirement for the provision of active transportation infrastructure, such as bike parking, as a part of new developments within the IDP area **may** be incorporated into each municipality's land use bylaw.

6.2 UTILITIES SERVICES

Utilities services are vital for the functioning and growth of any community. The IDP Area is serviced by an array of utilities and services, such as power, natural gas, and telecommunications services. At the same time, harnessing opportunities for intermunicipal collaboration for improved utility service planning and delivery can help improve service efficiency, while reducing duplication.

Goal: To ensure the provision of reliable, well-planned utility services within the IDP Area through intermunicipal collaboration.

Objective: To promote alternative and more efficient utility services within the IDP Area.

Policies:

- 6.2.1 Both municipalities **should** jointly identify and explore opportunities to collaborate in the planning of municipal infrastructure and services to avoid duplication and provide cost efficiencies.
- 6.2.2 The municipalities **should** support projects that provide alternative energy sources within the IDP area.
- 6.2.3 The municipalities **may** investigate the feasibility of the provision of power and heat for municipal infrastructure through renewable sources and implement where possible.
- 6.2.4 Notwithstanding the IDP Area established in this plan, the MD **shall** refer any development applications within 100m of the Town's Raw Waterline, as shown on and extending beyond Map 3, to the Town for comments.

7.0 PROGRAMS AND SERVICES

Programs and services refer to those planned activities and services that are provided in the interest of the public for free or for a fee by municipal, provincial and federal governments, non-profit organizations or the private sector. The IDP Area is serviced by health care and medical emergency services, policing, transportation, government, community and social services, professional services, and municipal services, such as weed maintenance, snow ploughing and fire protection. As the Plan Area is part of two separate municipalities, promoting cross jurisdictional collaboration in programs and services can help eliminate duplication, improve efficiency, close existing gaps in programs and services, and enhance the quality of life of the people living in the area.

Goal: To promote comprehensive and well-planned services that respond to the needs of the IDP Area residents and businesses.

Objective: To reduce gaps and ensure adequate provision of programs and services.

Policies:

- 7.1 Both municipalities **should** work together to identify and address gaps in programs and services.
- 7.2 The Town and the MD **should** investigate and implement options for attracting and retaining medical staff and services lacking in the area.
- 7.3 Where necessary, the Town and the MD **should**, through their Intermunicipal Collaborative Framework (ICF), share municipal services, programs and resources, to ensure adequate service provision and optimal use of resources.
- 7.4 The cost of programs and services that are jointly used by the Town and the MD but owned by one municipality **shall** be shared in a fair and equitable manner and addressed through the ICF.

8.0 PLAN IMPLEMENTATION AND ADMINISTRATION

The impact of the IDP is dependent on a deliberate effort to implement it. As the Fairview IDP is the highest statutory plan for both the Town of Fairview and the Municipal District of Fairview No. 136, it is also important that it remains current and relevant. This section outlines the procedures for administering, implementing and amending the plan, as well as resolving potential disputes that may arise in the process of administering the IDP.

8.1 INTERMUNICIPAL COOPERATION

The Councils of the Town and the MD shall serve as the governing body for the IDP, with the duties and powers to adopt or revoke the plan, make decisions on major development proposals or plans related to or affected by the IDP (as outlined under Circulation and Referral Process), and monitor, review and amend the IDP, where necessary. Further, Joint Council meetings shall serve as the platform for formal communication, information sharing and intermunicipal discussions on matters relating to the IDP. These Joint Council meetings shall also be utilized as part of the Intermunicipal Collaborative Framework (ICF). Currently, the Town of Fairview and the MD of Fairview hold four Joint Council meetings annually to discuss and decide on issues of mutual interest or concerns, and it is prudent to take advantage of these meetings to oversee the IDP's administration and implementation.

Goal: To establish a Council-led approach for intermunicipal discussion and IDP oversight.

Objective: To utilize Joint Council meetings as a platform for IDP discussion, review, monitoring and decision-making.

Policies:

- 8.1.1 The Councils **shall** hold a Joint IDP Council meeting dedicated to IDP issues in whole or in part at least once per year. Items that **should** be covered at a Joint IDP Council meeting include initiation or assessment of joint projects or studies within the IDP Area, as well as development trends within the IDP Area. The overall status of the IDP and whether there **should** be any amendments to it **should** also be discussed.
- 8.1.2 The Joint IDP Council meeting **should** be held in September, to align with municipal budget process.
- 8.1.3 A total minimum of three (3) Council members, comprised of at least one councillor from each municipality, **shall** constitute the quorum for a Joint IDP Council meeting.
- 8.1.4 Members of Council attending Joint IDP Council meetings **shall** be responsible for:
 - (a) Making recommendations on intermunicipal issues to the respective municipal Councils.
 - (b) Monitoring the progress of the IDP, including but not limited to reviews of all consequential MDP and LUB Amendments, and subdivisions and development trends (development permit applications, referrals and decisions) within the IDP Area.

- (c) Reviewing projects or proposals jointly initiated by the municipalities or a third party within the scope of the IDP policies and located in the Plan Area.

8.1.5 The Chief Administrative Officers (CAOs) for the Town and the MD **should** ensure that the following are presented at the Joint IDP Council meeting to facilitate discussion, review and/or decision-making:

- (a) List of proposed or potential joint projects or initiatives necessary to achieve IDP policies.
- (b) List of the number of development permit applications received, proposed uses and decisions within the IDP Area for each municipality from the previous year, and
- (c) Up-to-date list of the number of development permit applications received, proposed uses and decisions within the IDP Area for each municipality for the current year.

8.2 CIRCULATION AND REFERRAL PROCESS

As both municipalities consider it vital to refer certain types of development proposals within the IDP Area to ensure good land use planning, it is important to ensure that circulation and referral procedures are clear enough to minimize the possibility of error, confusion, misunderstanding or even disputes that could easily be avoided. Following outlines the types of proposals that require referrals and the process whereby those referrals can be completed.

Goal: To promote planned, reasonable and consistent intermunicipal communication and engagement on IDP Area planning and development proposals.

Objective: To establish a clear process for the referral and circulation of planning applications and development proposals within the IDP Area.

Policies

8.2.1 Within the IDP Area, the municipalities **shall** refer the following to the Chief Administrative Officer (CAO) or their designate of the respective municipality:

- (a) Municipal Development Plan, Area Structure Plan(s), Area Redevelopment Plan(s), and any amendments thereto.
- (b) Outline Plans and Concept Plans.
- (c) Land Use Bylaw amendments, including redistrictings.
- (d) Subdivision proposals or applications creating five (5) or more vacant lots.
- (e) Development permit applications for:
 - i. Discretionary uses, as per the respective Land Use Bylaws of the Town and the MD.
 - ii. A use within the Direct Control Commercial District, as per the Town of Fairview's Land Use Bylaw.

iii. A use within the Airport Rural District, as per the MD of Fairview’s Land Use Bylaw.

(f) Applications for the disposition of environmental, conservation, municipal and/or school reserves, environmental easements, public utility lots and/or road allowances.

8.2.2 Within two (2) working days, the receiving municipal authority **shall**, via email, acknowledge receipt of the application or proposal, and indicate when a response can be expected, where applicable.

8.2.3 The administrations of both municipalities **shall** determine who **should** respond to referrals from the other municipality, based on the type of referral.

8.2.4 Each municipality **shall** have ten (10) working days to review and comment on a referral made pursuant to policy 8.2.1(e) from the date of receipt of the referral, and twenty (20) working days to review and comment on a referral made pursuant to policy 8.2.1(a)(b)(c)(d)(f).

8.2.5 The period referred to under policy 8.2.4 **may** be extended based on mutual agreement between the two municipalities; however, it **shall** be deemed that there are no objections or comments, if no response or request for extension is received by the referring municipality within one working day after the due date.

8.3 PLAN ADMINISTRATION, REPEAL AND AMENDMENT

To ensure that the Fairview IDP remains a relevant and living document, it requires regular monitoring and review and, if necessary, amendment to reflect changing priorities.

Goal: To ensure ongoing monitoring, review and amendment of the IDP document where it is relevant or mutually beneficial to do so.

Objective: To work within existing collaborative framework and electoral cycles for the IDP review, monitoring and possible amendment.

Policies:

8.3.1 The Joint IDP Council sessions **shall** serve as the forum for the ongoing monitoring of the IDP document and review against set goals and relevancy of content.

8.3.2 Notwithstanding section 8.3.1, an orientation to the IDP **shall** be completed within one (1) year following a municipal election where new councillors are elected to either municipality.

8.3.3 Notwithstanding section 8.3.1, a full review of the IDP **shall** be completed in the tenth (10) year from the date of adoption.

8.3.4 Where an amendment is proposed to the IDP, both municipalities **shall** adopt the amendment subject to procedures outlined in the *MGA*.

8.3.5 The IDP **shall** be repealed only if it is being replaced by a new IDP or an exemption has been granted by the Minister of Municipal Affairs in accordance with the *MGA*.

8.4 INTERMUNICIPAL DISPUTE RESOLUTION

The MGA requires that an IDP must include *a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan* (Sec. 631(2)(b)(i)). The intent of the dispute resolution process is to facilitate mediation and a resolution at the municipal (local) level before an appeal is to be launched to the Municipal Government Board (MGB). This process is based on the assumption that each municipality will have differences of opinion and a resolution mechanism may be necessary. It is important that throughout the various processes of dispute resolution, all parties engaged to resolve disputes are mindful of, and respect the rights of, the private interests involved.

Goal: To create a process that allows for timely resolution of differences of opinion between municipalities in a way that is respectful of each other's interests and concerns and avoid potentially costly litigation or arbitration from occurring.

Objective: To provide a fair, effective and timely IDP dispute resolution process.

Policies:

8.4.1 The following process **shall** be followed, in case of dispute:

- (a) At any time during the dispute resolution process, either municipality **shall** be able to initiate a formal mediation process through a third-party to attempt to resolve the issue or dispute.
- (b) When a potential intermunicipal dispute arises over a technical procedural matter, including clerical error or any misinterpretation of this IDP or any other plans affecting lands within the IDP Area, it **shall** be directed to the Chief Administrative Officer (CAO) of each municipality.
- (c) If an issue relating to the IDP area or plans affecting lands in the IDP area cannot be resolved by the respective CAO's, the municipality who identified the issue **shall** request that a joint Council meeting be scheduled to discuss the dispute/issue. At such time, within fourteen (14) working days of the joint Council meeting being requested (or a time mutually agreed upon), the Councils **shall** meet and review the issue and attempt to resolve it through consensus.
- (d) If an issue cannot be resolved by a joint meeting of the Councils, or the Councils fail to meet, a mediator **shall** be obtained to resolve the dispute.

8.4.2 Should mediation be necessary, both municipalities **shall** agree upon the mediator, or if they cannot agree, the Minister of Municipal Affairs **shall** choose the mediator.

8.4.3 Where mediation is initiated, the cost of the mediator **shall** be shared equally between the parties.

8.4.4 If a dispute arises involving the adoption of, or amendment to, a statutory plan, the municipality initiating the dispute **may** file appeal to the MGB in accordance with the *MGA*, in order to preserve the statutory right to file an appeal and avoid missing the timeframe within which an appeal is allowed.

8.4.5 Notwithstanding 8.4.4, the dispute resolution process outlined in 8.4.1 **shall** still be followed. If a solution is reached following the dispute resolution process outlined in 8.4.1, an appeal to the MGB **may** be withdrawn.

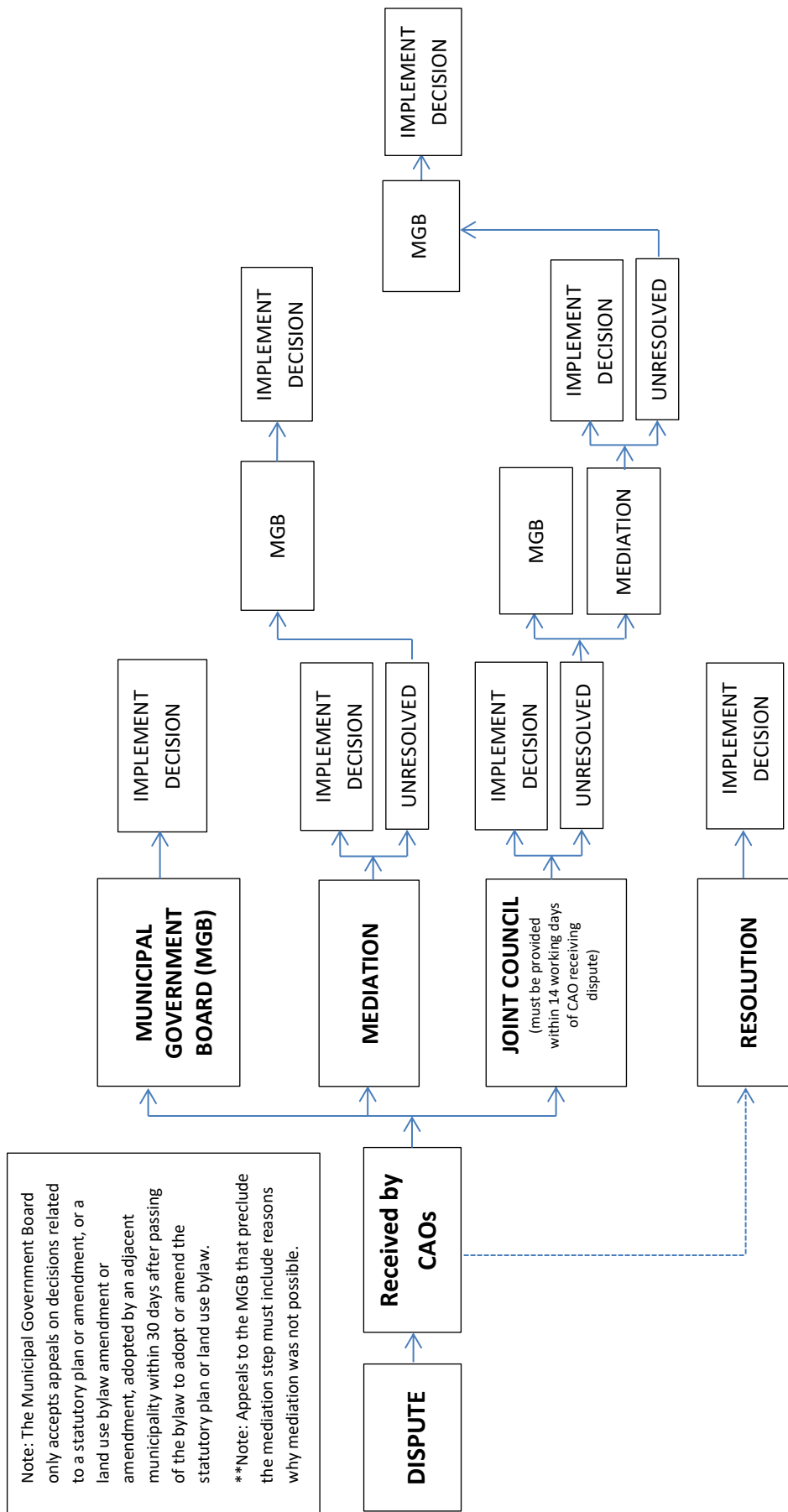


Figure 5: Dispute Resolution Process

9.0 DEFINITIONS

Full text	Acronym
Alberta Transportation	AT
Intermunicipal Development Plan	IDP
Land Use Bylaw	LUB
Municipal Development Plan	MDP
<i>Municipal Government Act</i>	<i>MGA</i>
Municipal Government Board	MGB
Town	Town of Fairview
MD	Municipal District of Fairview No. 136

All terms and meanings in the Intermunicipal Development Plan **shall** carry their normal definitions unless otherwise defined.

“ACT” means the *Municipal Government Act, RSA 2000, C. M-26*, as amended.

“ACTIVE TRANSPORTATION” means human powered forms of travel, such as walking, cycling, skateboarding, skiing and more.

“AGRICULTURAL LAND USE” means the use of lands, buildings or structures for the raising of livestock, fur-bearing animals, birds or fish and/or the production of agricultural field crops, the production of fruit, vegetables, sod, trees, shrubs and other specialty horticulture crops, as well as the production of eggs, milk and honey for food production and sale. Agricultural land use also includes value-added activities, such as food processing, food storage, agricultural machinery sales and service, and the sale of agricultural products and farm supplies that occur on agriculture land, but does not include the storage of solid and liquid fertilizers.

“BUFFER” means a restriction made in the form of trees, shrubs, berming, fencing, or other similar means to provide screening and separation between sites, incompatible land uses, roadways or districts.

“COMMERCIAL” means development and activity connected with the buying and selling of goods and services.

“COUNCILS” means the Councils of the Town of Fairview and the Municipal District of Fairview No. 136.

“DENSITY” means the relative number of people, structures, jobs or some other attribute per a unit of measure, for example, per acre or hectare of land.

“ENVIRONMENTALLY SIGNIFICANT AREAS (ESA)” – means areas containing rare or unique elements, or areas that include elements that may require special management consideration due to their conservation needs. ESAs are more generally defined as areas that are important to the long-term maintenance of biological diversity, physical landscape features and/or other natural processes, both locally and within a larger spatial context.

“FUTURE LAND USE CONCEPT” means a map providing direction with respect to the predominant land uses within the defined IDP Plan Area.

“INFILL DEVELOPMENT” means developing vacant or under-used parcels within existing urban areas that are already largely developed.

“INTERMUNICIPAL DEVELOPMENT PLAN (IDP)” means the Fairview Intermunicipal Development Plan adopted by the Councils pursuant to the *Act*.

“INTERMUNICIPAL DEVELOPMENT PLAN AREA” OR “PLAN AREA” means the area defined within this plan to which the policies in the plan pertain.

“MUNICIPAL DEVELOPMENT PLAN (MDP)” means a plan adopted by council as a Municipal Development Plan pursuant to the *Act*.

“MUNICIPAL RESERVE” means land provided as part of a subdivision by the developer without compensation for park and/or school purposes in accordance with the provisions of the *Municipal Government Act*.

“PRODUCTIVE AGRICULTURAL LAND” means land classified as Class 2 and Class 3 under the Canadian Land Capability Classification system (CLI).

“RESIDENTIAL” means any building, structure, manufactured home or mobile home, or part thereof, used and occupied for human habitation or intended to be so used.

“STATUTORY PLAN” means an Intermunicipal Development Plan, a Municipal Development Plan, an Area Structure Plan or an Area Redevelopment Plan adopted by a municipality under Part 17 Division 4 of the *Act*.