



Sylvan Lake / Red Deer County Intermunicipal Development Plan



Red Deer County Bylaw 2011/16 October 18, 2011
Town of Sylvan Lake Bylaw 1575/2011 October 24, 2011

Consolidated to April 2017

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List of Amendments

Town of Sylvan Lake

Amendment Number	Date of Adoption	Description
1588/2011	January 9, 2012	Amendments to Sections 5.6.4, 5.2.5 and 5.3.9 regarding environmental reserve and servicing.
1651/2014	November 24, 2014	Amendments to Sections 8.4 and Map 1: Land Use Concept, regarding short term annexation.
1710/2016	June 13, 2016	Amendments to Sections 5.0 and 8.4.1 regarding existing town development and removing short term annexation. Amendment to Map 1: Land Use Concept, identifying all land within the Town as existing development.
1733/2017	April 10, 2017	Amendment to Map 1: Land Use Concept; re-designation of the East ½ of NE 3-39-1-W5M from residential to recreational

Red Deer County

Amendment Number	Date of Adoption	Description
2011/137	January 10, 2012	Amendments to Sections 5.6.4, 5.2.5 and 5.3.9 regarding environmental reserve and servicing
2014/32	November 25, 2014	Amendments to Section 8.4 and Map 1: Land Use Concept, regarding short term annexation
2016/15	June 21, 2016	Amendments to Sections 5.0 and 8.4.1 regarding existing town development and removing short term annexation. Amendment to Map 1: Land Use Concept, identifying all land within the Town as existing development.
2017/6	March 28, 2017	Amendment to Map 1: Land Use Concept; re-designation of the East ½ of NE 3-39-1-W5M from residential to recreational

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SYLVAN LAKE / RED DEER COUNTY INTERMUNICIPAL DEVELOPMENT PLAN

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1.0 INTRODUCTION

Intermunicipal planning is an ongoing effort between two or more municipalities to make land use planning decisions in a manner that reflects the mutual and individual interests of the affected municipalities. An intermunicipal development plan (IDP) is one of the main tools used in this effort.

An IDP is a broad-based policy document that is designed to ensure that development, usually in and around an urban municipality, takes place in an environmentally responsible and sustainable manner without significant unnecessary costs and unacceptable negative impacts on either municipality. It recognizes the difficult challenges facing both municipalities as they try to deal with the expectant growth pressures in a way that is mutually beneficial. An IDP is expected to provide both municipalities with a comprehensive long range land use based plan that reduces potential development conflicts, addresses community concerns and provides a framework for ongoing consultation and cooperation in areas of mutual concern.

Land use planning decisions made by the Town and County affect and influence one another. Some of the prominent planning issues include potential conflicts between urban and rural land uses in proximity to one another and coordinating infrastructure and provision of municipal services. Positive relations, achieved through communication, consultation and cooperation, can provide many opportunities to share resources, achieve economic development goals and reduce the costs of providing municipal and community services.

Some of the general benefits of intermunicipal planning and preparing an intermunicipal development plan include:

- Building positive and mutually beneficial relationships between municipalities;
- Recognizing the Town and surrounding rural areas as one diverse, mutually supporting community;
- Encouraging dialogue to reduce the potential for land use conflicts and foster a better understanding of each other's interests and views;
- Achieving a common purpose for growth and development in the broader area which is supportive of intermunicipal agreements and other cooperative initiatives in the provision of municipal services;
- Promoting certainty for rural land use and development activities by designating and safeguarding areas for continued rural development;
- Confirming future urban growth directions and land requirements and allowing for the efficient and economical expansion of the Town;
- Enabling both parties to jointly consider the effects that a specific development in one municipality might have on the other;
- Promoting effectiveness and efficiency in the delivery of services including such things as coordinating of transportation planning; and

- Obtaining certainty around the types of land use allowed within the urban fringe and the development standards that will be applied.

This plan is an Intermunicipal Development Plan between Red Deer County and the Town of Sylvan Lake as described under the Municipal Government Act, RSA, 2000 (as amended).

1.1 Role of the Plan and Relationship to Other Plans

The Intermunicipal Development Plan (IDP) is one part of the overall system of plans that guide and direct future growth and development within the Town of Sylvan Lake and a defined portion of Red Deer County. As a policy document the IDP is, for the most part, general in nature and long range in its outlook. The Plan is based on growth and development over the next 50+ years during which the population in the Plan Area is anticipated to increase significantly. It provides the means whereby County Council and Town Council, other decision makers, and the community can evaluate immediate situations or proposals in the context of a long range plan. Periodic amendments and revisions to the Plan will occur over the 50+ year timeframe.

Both the Town and County rely on their respective Municipal Development Plans, area structure plans and outline plans to provide further and more detailed guidance on land use planning decisions. These plans and the IDP must be consistent with one another. In several areas, the IDP provides the very broad direction in expectation of more detailed planning at a later date. In other cases the IDP specifically defers to these more detailed plans.

In addition to its direction on future land uses, the IDP includes policies related to and mechanisms for coordinating developments adjacent the boundaries between the two municipalities. The IDP contains policies acknowledging the Town of Sylvan Lake's plans for long term expansion into parts of the County. It also acknowledges the County's interest in the development of lands in proximity to Sylvan Lake. Communication and referral protocols to coordinate these two aspirations are fundamental elements of the IDP.

1.2 Interpretation of the Plan

The IDP is divided into a series of sections and topics for ease of reference and use. In interpreting and implementing the IDP it is important to recognize that the Plan is a long-term document and that it will take many years to reach the full extent of the land use concept it sets out. Interpretation and implementation of some of the IDP policies will require the exercise of judgement, discretion and ongoing and open communication between the Town and County.

It is also important to bear in mind that the IDP works best as a comprehensive whole and should be interpreted in a holistic manner. While the Plan is structured by topic area it is important to view all of the policy directions in context with one another rather than as individual parts. In this way, the several policy statements are intended to contribute towards achieving the full essence of the land use planning framework that has been agreed upon by the two municipalities.

Finally, the IDP contains "shall", "should" and "may" policy statements. "Shall" policies are those which must be followed. "Should" policies mean compliance to the principle is required but the

applicable authority has some discretion based on the circumstances of the specific case before them. “May” policies indicate that the applicable authority determines the level of compliance that is required.

2.0 GROWTH MANAGEMENT

Goal:

To direct future growth in a manner that is compatible with the urban and rural character of the plan area while ensuring that potential social, fiscal and environmental impacts are minimized.

Objectives:

1. To promote compact, contiguous and accessible development that is provided with efficient public services while preserving open space and environmentally sensitive areas that are not suitable for development.
2. To manage future growth and development in a responsible, orderly and cost-efficient manner through the necessary degree of land use control.
3. To identify and recognize the potential implications of growth and development on the Plan Area.
4. To promote an equitable distribution of the indirect costs and benefits of growth between the two municipalities.

Policy Directions:

- 2.1 The natural area located in the Northwest and the lands in the Northeast portion of the Plan Boundary, fronting the lakeshore shall be considered within the Sylvan Lake growth area to ensure continuity of administration of lakeshore environmental policies, relative to the efficient provision of services.
- 2.2 Major future development areas shall be planned prior to any Land Use Bylaw amendments allowing the development of the land uses shown on Map 1. Area structure plans shall be the primary tool in this regard and shall be supported by servicing studies.
- 2.3 Such studies and other information as may be needed to understand the implications a proposed use or development may have on the Plan Area may be required by the municipality having jurisdiction.
- 2.4 The Town and County shall explore and where possible implement cost-sharing arrangements in accordance with the following principles:
 - a. Recognize, respect and address the differing needs and values of each municipality including broader rural and urban differences;
 - b. If the ratepayers of one municipality are using a service/facility in a neighbouring municipality there may be consideration for entering into discussions for a financial contribution arrangement;

- c. Regionally accessible and beneficial services may be financed on a regionally cost-shared basis;
 - d. All parties to a cost-sharing agreement must have the opportunity to participate in a board or committee established to oversee operations;
 - e. Councils will negotiate principles and set the parameters of cost-sharing agreements, their respective administrations will then finalize details and draft agreements for Council approval;
 - f. Municipal services that are subject to regional negotiations must be rationalized by the parties in long-term plans to ensure the service meets the regional need as opposed to solely a local need.
- 2.5 Agreements for cost-sharing between the Town and County as described above shall not apply to areas that are covered by a joint development agreement between the Town and County.
- 2.6 Both municipalities shall seek to make efficient use of land within their jurisdiction in keeping with the character of their respective communities and life styles that they seek to accommodate.

3.0 ECONOMIC DEVELOPMENT AND FISCAL HEALTH

Goal:

To promote a strong, diversified and sustainable economy that will provide for employment opportunities and support community growth within the Plan Area.

Objectives:

1. To promote economic development within the plan area by recognizing the needs of both municipalities and the area economy.
2. To work together in providing a land base and land use pattern capable of supporting a range of appropriate economic activities.
3. To promote the establishment of sustainable assessment bases capable of supporting desired levels of municipal service provision.

Policy Directions:

- 3.1 Both municipalities shall work together to ensure a strong and stable local economy within the broader regional economy.
- 3.2 Both municipalities shall work towards diversification of local economic sectors.
- 3.3 The Town and County shall encourage and attract agriculture and value-added agricultural activity to the local area.
- 3.4 The Town and County shall work together to promote the area as a tourist destination.
- 3.5 The Town and County shall ensure that their combined land use patterns within the Plan Area provides a suitable inventory of lands for commercial and industrial development which includes a range of choice in terms of parcel sizes and servicing.
- 3.6 While a broad range of commercial and industrial uses and development is desirable, those uses and developments which may detract from the community's character, quality of life for area residents, unduly impact on the environment, or cause negative social implications may not be permitted.

4.0 POTENTIAL JOINT DEVELOPMENT AREA

Goal:

To encourage a shared vision that provides the basis for future discussions on joint development by the Town and County of select areas that may be of mutual benefit and interest.

Objectives:

1. To identify areas where joint development may be appropriate.
2. To establish the broad parameters for reaching agreement on how to implement joint development initiatives.

Policy Directions:

- 4.1 For the purposes of this Plan the term “joint development” shall mean a development exhibiting all of the following characteristics:
 - a. Development within County lands being undertaken by a private developer/landowner or any other party except the Town or County;
 - b. Use of Town water and/or sanitary sewer services where a formal agreement has been reached between the Town and County pursuant to Policy 4.3 of this Plan.
- 4.2 The Town shall not seek to annex any portion of an area that is the subject of a formal written agreement between the Town and County which allows joint development in the area within the County’s jurisdiction.
- 4.3 Considerations and issues that should be addressed in an agreement relating to joint development of an area should include:
 - a. Equitable distribution of the municipal tax proceeds, or their equivalent grant-in-lieu contributions, resulting from the assessment growth in the joint development area between the Town and County in relation to the cost of maintaining and providing infrastructure, providing services, and contribution towards the creation of an attractive location for business;
 - b. Relation of Town and County mill rates relative to establishing a level playing field and avoiding competition for development on the basis of taxation levels;
 - c. Contribution towards the capital costs of infrastructure through the collection of offsite levies or capital contributions built into the utility rate base;
 - d. Ability to guarantee available capacity in municipal utility systems to the area subject to the agreement;

- e. Standards for the design and construction of infrastructure that will apply to the joint development area;
- f. Ability to adjust mill rates that apply to the joint development area from time to time based on changing costs to provide infrastructure and services;
- g. Establishing a suitable term of the agreement in recognition of the long term nature of land use and development decisions; and
- h. Setting out a dispute resolution mechanism to be used solely in the context of the joint development agreement (which may be based on the process used for other matters under the IDP).

5.0 LAND USE CONCEPT

Long term future land uses and land use patterns form one of the key areas of agreement and coordination in this plan. Map 1: Land Use Concept identifies the long term land use pattern for the lands within the current boundaries of the Town of Sylvan Lake and within that portion of Red Deer County falling within the plan area boundaries. The land uses identified are based on the predominant or main type of land use to be located in an area. More specific boundaries and information on the precise land uses is intended to be provided through each municipality's respective Land Use Bylaw and more detailed land use plans.

The major land use categories shown on Map 1 are residential, commercial, industrial, natural areas, recreation, public/institutional, existing town development and rural policy area. Within each major category there are more defined types or categories of the same land use. For instance, the predominantly commercial areas may include local or neighbourhood commercial, downtown and highway commercial sub-categories.

Commercial areas identified on Map 1 represent the areas and locations that major concentrations of commercial development are considered appropriate as the predominant use. This includes intense commercial development such as the downtown area and low density commercial development such as highway commercial along the various highways.

Industrial areas reflect both light and heavy industrial uses and show the locations this type of use is considered appropriate. The distinction between light and heavy industrial areas will be clarified through more detailed planning.

Residential areas shown on Map 1 illustrate the location of existing and future neighbourhoods. While residential uses such as detached homes and multi-attached dwellings will be the main types of use, small scale neighbourhood commercial and institutional uses typically found in residential neighbourhoods, such as schools and religious assemblies, may also be located in these areas. More detailed plans are expected to provide more direction on the design of future neighbourhoods.

The natural areas and recreation areas both represent the major areas that make up some of the elements of a long term open space, park and trail system. The natural areas are those where activities should be limited to ones that do not harm the local environmental features. The recreation areas represent major private and public recreation facilities such as golf courses and campgrounds. Local parks and trail connections are not shown on Map 1 as these facilities are expected to be identified in more detailed plans.

Existing Town Development has been identified for all lands located within the boundary of the Town of Sylvan Lake. This reflects the existing uses and mixed land use pattern. The IDP defers to the Town's Municipal Development Plan and the direction it provides for future land uses within the existing Town Development Boundary. **(Bylaws 1710/2016, 2016/15)**

A Rural Policy Area is also shown covering much of the land within Red Deer County and beyond the long term growth area of the town. This recognizes the diversity of a typical rural landscape which may contain a variety of agricultural uses, resource extraction uses, residential uses, open spaces and small scale commercial/industrial uses. The IDP defers to the County's Municipal Development Plan and the direction it provides for future land uses in this area.

The major/arterial road system and relation to the Provincial highway system is shown on Map 1 to understand the relation between concentrations of land use and the need to accommodate the movement of people and goods.

Land uses shown on Map 1 account for a substantial amount of future growth within the plan area over the next 50+ years. The Potential Future Town Boundary encompasses lands that would accommodate a future population of approximately 80,000 to 90,000. Expansion of the Town of Sylvan Lake to take in all of the lands shown within the Potential Future Town Boundary is expected to take many years. Numerous periodic annexations will occur before the Town boundary expands to what is shown on Map 1.

5.1 RURAL POLICY AREA / AGRICULTURAL

Goals:

To ensure agriculture within the Plan Area remains sustainable and diversified, while recognizing that not all lands within the Plan Area may be suitable for agricultural pursuits.

Objectives:

1. To allow agricultural lands to continue to be used for a variety of agricultural activities.
2. To avoid the premature subdivision and conversion of agricultural land to non-agricultural use.
3. To minimize the impact of urban expansion on agricultural lands.
4. To reduce the potential for conflict between agricultural uses and other uses.

Policy Directions:

- 5.1.1 Existing agricultural areas located within the Rural Policy Area on Map 1 shall continue to be used for agricultural activities over the long term and subdivision for non-agricultural purposes should be discouraged.
- 5.1.2 Subdivision of first parcel out farmsteads may be allowed in the Rural Policy Area as shown on Map 1 where they meet the requirements of the County Municipal Development Plan.
- 5.1.3 Small agricultural holdings are considered an intensified agricultural use and may be allowed within the Rural Policy Area shown on Map 1.
- 5.1.4 Agricultural use may continue within all other policy areas identified on Map 1 until conversion to the non-agricultural use identified on Map 1.
- 5.1.5 New confined feeding/intensive livestock operations or the expansion of existing operations within the plan area shall not be supported by either the Town or the County.
- 5.1.6 Resource extraction activities may be allowed within the Rural Policy Area as shown on Map 1.
- 5.1.7 Non agricultural uses may be allowed within the Rural Policy Area in accordance with the County Land Use Bylaw.
- 5.1.8 Other uses will require redesignation and subdivision approval in accordance with 5.1.9.

- 5.1.9 Redesignation or subdivision of any lands beyond the Town boundary and currently used for agriculture shall be preceded by the preparation and adoption of an area structure plan as required by the County Municipal Development Plan.

5.2 RESIDENTIAL USES

Goal:

To provide opportunities for residential development within the plan area which are responsive to a variety of market preferences and directed to suitable locations.

Objectives:

1. To identify areas appropriate for residential development in urban and rural settings.
2. To allow for the replacement of existing dwellings.

Policy Directions:

- 5.2.1 Residential areas identified on Map 1 shall be used predominantly for residential purposes over the long term. Agricultural, local commercial, open space, recreational, and institutional uses may also be present based on the detailed land use concept of an approved area structure plan.
- 5.2.2 Within the Rural Policy Area identified on Map 1, subdivision and development for residential purposes shall be based on the policies of the County's Municipal Development Plan, applicable area structure plans and outline plans.
- 5.2.3 Within the Existing Town Development boundary, subdivision and development for residential purposes shall be based on the policies of the Town's Municipal Development Plan, applicable area structure plans and outline plans.
- 5.2.4 First parcel out farmstead removal subdivision may be allowed in all residential areas shown on Map 1 where they meet the requirements of the County Municipal Development Plan.
- 5.2.5 Unless otherwise agreed to in writing by the Town, subdivision and development of the residential areas within the Potential Future Town Boundary as shown on Map 1 more intensely than first parcel out farmstead removal subdivision may be allowed prior to annexation into the Town where the following conditions are met:
 - a. The density of residential development shall be a minimum of 13 units per gross developable hectare. For the purposes of this plan, the term "gross developable hectare" includes all land in title less those lands to be dedicated as environmental reserve, open space in excess of the 10% Municipal Reserve mandated by the *Municipal Government Act*, and lands that will remain in agricultural use;
 - b. Use of a standard of infrastructure that meets or exceeds typical Town standards for urban residential areas internal to the development area. Without limiting the generality of the Town's standards, this includes curb and gutter, water distribution system, sanitary sewer collection system, street lights, piped storm water system,

paved roadways, paved lanes, underground power, trails, playground and park equipment, landscaping, sidewalks and street signage. The standard to be used for each development shall be acceptable to the County and Town;

- c. External extensions of the Town's water and/or sanitary sewer system shall be to a standard acceptable to the County and the Town. Alternatively, a communal water supply and/or sewage collection system to be owned and operated by the Developer and acceptable to the County and the Town may be used. The Developer will also be required to enter into an agreement to ensure any communal water and/or sewage system will be tied into a regional/ municipal water and/ or sewage collection system when they become available; and **(Bylaws 1588/2011, 2011/173)**
 - d. Where there is no benefit to the Town, the Town shall not incur any costs for internal and external infrastructure needed to service the development, including contributions towards upgrades of major facilities such as water reservoirs and sewage lift stations, unless otherwise acknowledged under separate agreement.
- 5.2.6 In reaching agreement on the standard of infrastructure where development occurs under Policy 5.2.5, the County shall obtain the Town's written concurrence on the detailed engineering construction drawings forming part of the County's development agreement prior to signing the development agreement with the developer.
- 5.2.7 Use of Town water and/or sanitary sewer where development occurs under Policy 5.2.5 shall not trigger immediate annexation by the Town. Future annexation of an area developed under Policy 5.2.5 shall occur when:
- a. The Town requires the remaining undeveloped lands of the quarter section for future growth; or
 - b. The Town and County otherwise agree that the land should be annexed to maintain a logical, contiguous boundary.
- 5.2.8 When development as contemplated by Policy 5.2.5 is to be annexed, the County shall not oppose such annexation solely on the basis of loss of tax revenue or landowner opposition to annexation.
- 5.2.9 Subdivision and development of residential areas shown on Map 1 at intensities greater than first parcel out farmstead removal shall be preceded by the preparation and adoption of an area structure plan or outline plan as required under the respective municipality's Municipal Development Plan.

5.3 COMMERCIAL AND INDUSTRIAL USES

Goal:

To promote well planned commercial and industrial development that serves local residents and contributes to regional and local economic development.

Objectives:

1. To ensure there is an adequate supply of commercial and industrial land available and capable of meeting a variety of needs.
2. To identify areas where commercial and industrial activities can prosper and maximize their contribution to the local area economy.
3. To reduce the potential for conflict between commercial uses, industrial uses and other uses.
4. To ensure that other uses do not place restrictions on the development of commercial and industrial areas.

Policy Directions:

- 5.3.1 Commercial areas identified on Map 1 shall be used for a variety of commercial activities over the long term.
- 5.3.2 Industrial areas identified on Map 1 shall be used for a variety of industrial activities over the long term. This includes business agriculture type uses.
- 5.3.3 Within the Rural Policy Area identified on Map 1, subdivision and development for commercial or industrial purposes shall be based on the policies of the County's Municipal Development Plan and applicable area structure plans and outline plans.
- 5.3.4 Within the Existing Town Development areas identified on Map 1, subdivision and development for commercial or industrial purposes shall be based on the policies of the Town's Municipal Development Plan and applicable area structure plans and outline plans.
- 5.3.5 Subdivision and development of commercial and industrial areas shown on Map 1 shall be preceded by the preparation and adoption of an area structure plan and/or outline plan.
- 5.3.6 Commercial and industrial developments located along highways shall follow a high standard of appearance in terms of site landscaping, building orientation and building appearance.

- 5.3.7 Buffers or similar mechanisms to mitigate potential conflict between commercial, industrial and other uses shall be used where needed.
- 5.3.8 Whenever reasonable to do so, uses and developments that may pose limitations on future commercial and industrial activities shall be directed away from lands identified for commercial or industrial uses.
- 5.3.9 Subdivision and development of the commercial or industrial areas shown on Map 1 within the Potential Future Town Boundary more intensely than first parcel out farmstead removal subdivision may be allowed prior to annexation into the Town where the following conditions are met:
- a. The density of development shall meet or exceed typical Town densities for commercial and industrial areas;
 - b. Use of a standard of infrastructure that meets or exceeds typical Town standards for urban commercial and industrial areas internal to the development area. Without limiting the generality of the Town's standards, this includes curb and gutter, water distribution system, sanitary sewer collection system, street lights, piped storm water system, paved roadways, paved lanes, underground power, landscaping, sidewalks and street signage. The standard to be used for each development shall be acceptable to the County and Town;
 - c. External extensions of the Town's water and/or sanitary sewer system shall be to a standard acceptable to the County and the Town. Alternatively, a communal water supply and/or sewage collection system to be owned and operated by the Developer and acceptable to the County and the Town may be used. The Developer will also be required to enter into an agreement to ensure any communal water and/or sewage system will be tied into a regional/ municipal water and/ or sewage collection system when they become available; and **(Bylaws 1588/2011, 2011/173)**
 - d. All costs for internal and external infrastructure needed to service the development, including contributions towards upgrades of major facilities such as water reservoirs and sewage lift stations, shall be borne by the developer.
- 5.3.10 In reaching agreement on the standard of infrastructure where development occurs under Policy 5.3.9, the County shall obtain the Town's written concurrence on the detailed engineering construction drawings forming part of the County's development agreement prior to signing the development agreement with the developer.
- 5.3.11 Use of Town water and/or sanitary sewer where development occurs under Policy 5.3.9 shall not trigger immediate annexation by the Town. Future annexation of an area developed under Policy 5.3.9 shall occur when:
- a. The Town requires the remaining undeveloped lands of the quarter section for future growth; or
 - b. The Town and County otherwise agree that the land should be annexed to maintain a logical, contiguous boundary.

5.3.12 When development as contemplated by Policy 5.3.9 is to be annexed, the County shall not oppose such annexation solely on the basis of loss of tax assessment base or landowner opposition to annexation.

5.4 PUBLIC AND INSTITUTIONAL USES

Goal:

To ensure locations are available to provide public and institutional services to Plan Area residents.

Objectives:

1. To accommodate public and institutional uses which serve the Plan Area and surrounding population.
2. To provide for essential public and private utility services serving the Plan Area population.

Policy Directions:

- 5.4.1 Public and institutional uses commonly considered compatible with and complementary to residential uses may be allowed within the areas identified for agricultural use on Map 1.
- 5.4.2 Public and institutional uses commonly considered compatible with and complementary to residential uses may be allowed within the areas identified for residential use on Map 1.
- 5.4.3 Public and institutional uses commonly considered compatible with and complementary to commercial and industrial uses may be allowed within the areas identified for commercial and industrial use on Map 1.
- 5.4.4 Essential public and private utility services may be allowed throughout the Plan Area based on the optimal location(s) to provide the desired level of service to the Plan Area. An adopted area structure plan is not required for the development of essential public services or private utility services.

5.5 MAJOR GREEN SPACE, PARKS AND TRAILS

Goal:

To create an integrated system of green space that preserves natural features for their intrinsic and functional value and provide open space and trail opportunities within the plan area.

Objectives:

1. To promote the development of intermunicipal greenways and trails.
2. To ensure that adequate reserve dedication to meet local and community needs is available through the subdivision process.
3. To protect environmentally significant areas from adverse negative impacts.
4. To protect natural drainage courses and waterways critical to the Plan Area.

Policy Directions:

- 5.5.1 When lands along creeks, water bodies and natural drainage courses are subdivided, environmental reserve shall be dedicated.
- 5.5.2 A regional trail network connecting points of interest within the Town and County to major concentrations of residential development shall be addressed as part of any new area structure plan and is encouraged for any existing development areas.
- 5.5.3 Municipal reserve dedication shall be subject to the provisions of the Municipal Government Act, an adopted area structure plan and in accordance with the respective Municipal Development Plan policies of the County and the Town.
- 5.5.4 Environmentally significant areas and features shall be inventoried and identified for preservation, where warranted, through the process of preparing area structure plans.

5.6 SYLVAN LAKE

Goal:

To ensure Sylvan Lake is protected as a regional recreational feature as well as for its intrinsic and functional value while providing opportunities for open space and recreational uses.

Objectives:

1. To minimize the impact of development on the Lake.
2. To protect environmentally significant areas of the Lake.
3. To ensure that existing public access to the lake is maintained and enhanced.
4. To protect the shoreline and riparian areas of the lake.

Policy Direction:

- 5.6.1 An Environmental Impact Assessment shall be required for any development proposal of a non - agricultural use or any other use more intense than a single detached dwelling and its associated site improvements, on any parcel that abuts the lake shoreline within the Plan area.
- 5.6.2 Municipal Reserve and Environmental Reserve shall be subject to the provisions of the Municipal Government Act, an adopted area structure plan and in accordance with the respective Municipal Development Plan policies of the County and the Town.
- 5.6.3 Environmentally significant areas and features of the lake shall be inventoried and identified for preservation, where warranted, through the process of preparing area structure plans.
- 5.6.4 Municipal and/or environmental reserve having a width of 30m shall be dedicated through subdivision along those portions of the Sylvan Lake shoreline lying outside the Town boundary as of the date this plan is adopted. **(Bylaws 1575/2011, 2011/137)**

5.7 RECREATION AND COMMUNITY SERVICES

Goal:

To provide a variety of recreation and community services which contribute to a high quality of life for residents in the Sylvan Lake area.

Objectives:

1. To continue cooperation between municipalities in delivering recreation and community services.
2. To provide for private recreational uses and development within the Plan Area.

Policy Directions:

- 5.7.1 The existing golf courses may continue in the areas shown on Map 1.
- 5.7.2 The Town and County shall explore ways of providing services to area residents in the most cost effective manner reflecting the desired levels of service within parts or all of the Plan Area (these may include fire protection, animal control, community facilities, etc).
- 5.7.3 The Town and County shall share their plans for priorities and timing of investment in recreation facilities.

6.0 TRANSPORTATION

Goal:

To provide a coordinated transportation system that supports the safe and efficient movement of persons and goods within and through the plan area.

Objectives:

1. To integrate transportation and land use considerations in all transportation decision making.
2. To use a system of transportation planning and management that establishes a safe and efficient transportation system.
3. To coordinate transportation planning among Alberta Transportation, Red Deer County and the Town of Sylvan Lake.

Policy Directions:

- 6.1 The highways and major roads network as shown on Map 1 shall continue to guide the development of arterial roadways until such time as a transportation master plan/study has been undertaken for the Plan Area or a functional plan has been adopted for segments of the major road network.
- 6.2 Both municipalities shall coordinate the planning and construction of major transportation links within the Plan Area. Where these links involve Provincial highways each municipality shall work in concert with Alberta Transportation to provide a satisfactory level of service and safety.
- 6.3 Both municipalities shall share their respective plans for priorities and timing of transportation improvements to ensure better coordination respecting road upgrades.
- 6.4 As subdivision occurs, lands required for future major transportation corridors as identified in a transportation plan accepted by both municipalities, shall be protected.
- 6.5 The right-of-way requirements for roads shall be as set out in the applicable Town or County design standards.

7.0 UTILITY SERVICES

Goal:

To establish the broad parameters and expectations leading to the effective and cost-efficient provision of municipal utility services capable of supporting future growth and development.

Objectives:

1. To determine appropriate servicing standards and expectations within the Plan Area.
2. To provide for the coordination and integration of utility systems within the Plan Area.
3. To provide for the orderly and cost-effective extension of servicing systems.
4. To promote strategies for storm water management reflecting best management practices.

Policy Directions:

- 7.1 The two municipalities shall explore the potential to extend the Town's municipal water and sanitary sewer services to lands within the County.
- 7.2 As subdivision and development occurs, lands required for future utility and servicing rights-of-way, as identified through the mutual agreement of the Town and County, or subsequent studies, shall be protected.
- 7.3 Provision shall be made for storm water management throughout all of the development areas contemplated by this Plan. Best management practices, including the integration of existing water bodies and natural areas into storm water management ponds, shall be pursued. The release of storm water run-off from any development area to downstream areas shall be designed and managed in accordance with Alberta Environment requirements.
- 7.4 Natural and man-made drainage courses that are critical to the overall management of storm water within the Plan Area shall be protected by the municipality having jurisdiction.
- 7.5 If the Town's municipal services are extended into the County, development levies or equivalent contributions shall be collected from the benefiting developments so that the cost of these extensions does not directly impact existing residents of the Town or County. The rate structure of the utilities shall also be adjusted to place no additional burden on existing Town and County residents.

8.0 PLAN IMPLEMENTATION AND ADMINISTRATION

Successful implementation of this Plan will depend heavily on an ongoing commitment by the Town and the County to communicate and share information and views on land use planning matters with one another. Mutual trust and respect of one another as equals is essential. A clearly established system outlining the expectations and protocols for ongoing referrals, dialogue on planning issues, plan amendments and means of resolving any issues that arise helps to implement the goals, objective and policies of this plan.

8.1 INTERMUNICIPAL COMMITTEE

Goal:

To facilitate the ongoing sharing of information between the two municipality's elected officials and to provide a forum to review and comment on topics of mutual interest.

Objectives:

1. To establish broad processes and procedures for ongoing intermunicipal discussions and communication.
2. To define the role of the Intermunicipal Committee.

Policy Directions:

- 8.1.1 An Intermunicipal Committee shall be established between the Town of Sylvan Lake and Red Deer County. It shall comprise of the two Mayors, two councilors from each Council and the Town and County Chief Administrative Officers.
- 8.1.2 The mandate of the Intermunicipal Committee may include discussion and consideration of the following:
 - Making recommendations on intermunicipal matters to their respective Councils;
 - Monitoring the progress of the Plan including overseeing implementation actions;
 - Reviewing any proposed annexations;
 - Reviewing any proposed amendments to this Plan;
 - Serving as an informal review body for any amendment, proposed area structure plan or applications that may have a significant impact on the Plan Area;
 - Discussing any other joint issues which may arise;
 - Serving as a forum for the discussion of economic development issues within or affecting the Plan Area;
 - Assisting with the resolution of disputes in accordance with this Plan.

- 8.1.3 The Intermunicipal Committee shall meet annually approximately on the date of adoption of this plan or as mutually agreed upon to monitor/review the progress in plan implementation and to discuss issues of mutual interest and on an as-needed basis to discuss and/or resolve issues.
- 8.1.4 The responsibility for providing administrative support to the Intermunicipal Committee shall alternate between the two municipalities. Administrative support to be provided and procedures to be followed shall include:
- The establishment of dates and locations for all meetings, production of agendas, distribution of pre-meeting information packages, and other matters as deemed necessary.
 - Keeping a record of the Committee meetings.
 - Chairing the meetings on an alternating basis between the Mayors of the two municipalities.
 - Convening meetings as required by the Plan.

8.2 COMMUNICATION AND REFERRAL PROCESSES

Goal:

To provide opportunities for each municipality to become informed about and have input on planning and development matters.

Objectives:

1. To maintain open and ongoing dialogue through direct and timely communication and sharing of information.
2. To establish processes for the referral of plans, amendments and applications affecting lands of mutual interest.

Policy Directions:

- 8.2.1 Each municipality shall share with the other information, data or studies that may have implications for the Plan Area. The referral area shall be the Plan Area boundary shown on Map 1.
- 8.2.2 Each municipality shall refer to the other proposed statutory plans, outline plans, land use bylaws and amendments to any of these where such proposals may affect land within the Plan Area.
- 8.2.3 Each municipality shall have at least thirty (30) days to review and comment on the referrals made pursuant to Policy 8.2.2. Upon mutual agreement an extension of the initial review period may be granted.

- 8.2.4 Each municipality shall offer comments from the perspective of specific implications that have a high likelihood of impacting their own efforts around land use planning and provision of municipal services and infrastructure. General observations on issues that have no bearing on the planning or service delivery efforts of the commenting municipality shall be avoided.
- 8.2.5 Notwithstanding the above policies, where in the judgment of the municipality having jurisdiction, any proposed plan or application is thought to have potential implications for or be of interest to the other municipality the matter shall be referred to the other municipality.
- 8.2.6 Subject to a written and signed intermunicipal memorandum of understanding, items subject to referral and their respective timelines for submitting comments may be added or deleted without the need for a formal amendment to this Plan.

8.3 ISSUE IDENTIFICATION AND DISPUTE RESOLUTION

Goal:

To create a process that allows for timely resolution of differences of opinion in a manner respectful of each municipality's interests and concerns.

Objectives:

- 1. To establish a procedure for resolving disputes if and when required.
- 2. To clarify items that may constitute a dispute and be subject to the dispute resolution process.

Policy Directions:

- 8.3.1 Where the administration of one municipality disagrees with a Land Use Bylaw amendment, area structure plan or amendments thereto, or interpretation of this Intermunicipal Development Plan, either party may give written notice to the other identifying the disagreement and initiating the dispute resolution process.
- 8.3.2 Within 15 days of a municipality receiving written notice to initiate the dispute resolution process, a meeting shall be convened between the respective administrations including: staff directly involved in the matters causing the disagreement; a member of the senior planning staff from each municipality and the CAOs of each municipality. If a solution to the disagreement is reached then staff from each municipality shall take the necessary steps to implement the resolution. If there is no resolution of the disagreement then the matter shall be referred to a joint council meeting.

- 8.3.3 Within 15 days of administration being unable to resolve the disagreement a meeting shall be convened between both Councils to hear administration from each municipality present their perspectives on the matter, thereby eliminating the potential for miscommunication from non-direct forms of communication. If the Councils for each municipality can reach an agreement supported by the majority of both, then each Council shall direct their respective staffs to implement the resolution resolving the disagreement.
- 8.3.4 Failing resolution of the issue, the Councils for each municipality shall direct the Intermunicipal Committee to engage in a facilitated mediation process based on the following:
- a. A mutually agreed upon registered professional mediator shall be named to facilitate face to face discussions. The two municipalities shall share equally in the cost of the facilitator's remuneration, travel and lodging expenses.
 - b. In order to assist the mediation process two members from each municipality's council, will be chosen by their respective councils to participate in the mediation. These Councilors may or may not be part of the Intermunicipal Committee. This will ensure that each municipality will be able to choose who they feel are the best Councilors to represent their municipality.
 - c. The facilitated mediation shall take place confidentially and be initiated within 30 days following the request from the joint council meeting.
- 8.3.5 If a resolution is reached during the mediation process then the details of the resolution shall be presented to the two councils for ratification.
- 8.3.6 If a resolution is not reached then the summary of the mediation attempt shall be presented to each council. The disputing municipality may then choose to refer the matter for an appeal to the Municipal Government Board to render a final decision.

8.4 URBAN EXPANSION AND ANNEXATION

Goal:

To recognize and accommodate the growth aspirations of the Town in an orderly, economical and logical manner which discourages loss and premature fragmentation of agricultural land.

Objectives:

1. To establish a process for managing and assessing annexation proposals.
2. To set out the criteria for timely, cooperative and strategic annexations.
3. To identify and protect areas to accommodate future expansion of the Town.

4. To promote infill options and intensification of land uses.

Policy Directions:

- 8.4.1 Areas identified for long-term urban expansion and annexation into the Town shall be those lands falling between the Existing Town Boundary and the Potential Future Town Boundary shown on Map 1. All other areas shall not be annexed into the Town. Following an annexation, Map 1 shall be amended.
(Bylaws 1710/2016, 2016/15) (1651/2014, 2014/32)
- 8.4.2 The natural area in the Northwest portion of the Plan Boundary and the lands in the Northeast portion of the Plan Boundary, fronting the lakeshore, shall be considered with any annexation proposed by the Town to ensure continuity of administration of lakeshore environmental policies, by reducing the number of municipalities surrounding the lake.
(Bylaws 1651/2014, 2014/32)
- 8.4.3 There shall be a minimum of 5 years between the time land is annexed until the time the Town submits another Notice of Intent to Annex to the Province, unless otherwise agreed to in writing by the County.
- 8.4.4 Both municipalities agree to protect those lands identified for long term urban expansion and annexation from land uses and developments that might interfere or conflict with future urbanization.
- 8.4.5 The Town shall not pursue annexation of any land it cannot economically and reasonably service through a logical extension of municipal sanitary sewer and water systems.
- 8.4.6 Either municipality may put forward an annexation proposal or request. In the case of an annexation proposal by a landowner, the landowner shall simultaneously notify both municipalities in writing.
- 8.4.7 Where annexation is proposed by either municipality affected landowners shall be notified prior to the general public.
- 8.4.8 A request for annexation from a landowner shall not constitute the sole reason for annexation. Similarly, landowner opposition to annexation shall not constitute the sole reason to object to annexation.
- 8.4.9 Annexation proposals will be reviewed by the Intermunicipal Committee prior to submission to the respective Councils and the Municipal Government Board.
- 8.4.10 At least one joint meeting of the two Councils to discuss the rationale for the annexation shall be held prior to submission to the formal Notice of Intent to Annex to the Municipal Government Board.
- 8.4.11 In determining the appropriateness of an annexation proposal the following criteria, among others, shall be taken into account and documented in a supporting report:
- a. Justifiable based on projected growth rates reflecting historic trends or anticipated economic stimulus;
(Bylaw 1651/2014, 2014/32)

- b. Availability and cost of providing municipal services including consideration of economies of scale related to the financing of municipal service extensions;
- c. Adequacy of transportation system and ability to expand to accommodate demands resulting from annexation including consideration of economies of scale related to the financing of transportation infrastructure;
- d. Landowner interest in pursuing development and as high a degree of concurrence among affected landowners as possible;
- e. Measures to mitigate the impacts of annexation relating to such aspects as change in taxation levels, service provisions and treatment of and continuation of existing, approved uses and development;
- f. Consistency with adopted statutory plans;
- g. Logical extension of jurisdictional boundaries including consideration of long term responsibilities for maintenance and service delivery and the establishment of rational planning units; and
- h. The financial impact on both municipalities and any means of mitigating impacts.

8.4.12 Both the Town of Sylvan Lake and the Summer Village of Norglenwold have expressed interest in annexing lands north of Highway 11A/Township Road 390 and west of Range Road 15/60 Street. Red Deer County has no desire to choose between two of its urban neighbours. The following approach shall be used to work through the issue:

- a. The Town shall invite the Summer Village to work together to prepare a land use plan, associated servicing concept(s) and cost sharing agreement(s) pertaining to municipal services provided to Norglenwold by the Town. The process to prepare these plans and agreement(s) shall first be agreed upon by the councils of the two municipalities through formal terms of reference. The costs for the planning and preparation of the agreement(s) shall be shared between the Town and the Summer Village.
- b. Based on the conclusions of a jointly agreed upon detailed plan and cost sharing agreement(s) as described above, the long term boundaries between the Summer Village and the Town shall be determined.
- c. Red Deer County shall assist with the annexation process to implement the agreed upon plan provided that no long term planning interest of Red Deer County is negatively impacted by the proposed change in municipal boundaries. Red Deer County, along with other stakeholders, shall be consulted throughout the process to prepare the plan described in clause a.
- d. Despite policy 8.4.1, the Town shall not seek to annex any of the area north of Highway 11A/Township Road 390 and west of Range Road 15 until the planning and execution of the agreement(s) described in clauses a and b above has been completed.

- e. Upon completion and acceptance of the plan and agreement(s) described in clauses a and b above by both the Town and the Summer Village, the Summer Village shall be asked to formally withdraw their current annexation proposal.
- f. In the event that agreement on a mutually acceptable plan, agreement(s) and long term municipal boundaries can not be reached between the Town and the Summer Village, the Town shall seek mediation assistance and invite the Summer Village to participate.

8.5 AREA STRUCTURE PLANS

Goal:

To provide consistency between this Intermunicipal Development Plan and adopted area structure plans.

Objectives:

1. To recognize the land use patterns and policies of existing and adopted area structure plans.
2. To limit potential conflicts when new area structure plans are adopted or existing area structure plans are amended.

Policy Directions:

- 8.5.1 Where there is an adopted area structure plan in place as of the date this Plan is adopted, the detailed land use patterns and policies of the area structure plan or outline plan shall take precedence over this Plan.
- 8.5.2 As new area structure plans are prepared and adopted or as existing area structure plans are amended and expanded these plans shall be used to determine the detailed land uses for the area covered.
- 8.5.3 Receipt of an application to adopt an area structure plan or amend an existing area structure plan shall not constitute a dispute.
- 8.5.4 Each municipality may establish their own processes for the preparation of new or amendments to existing area structure plans. At the start of these processes, each municipality shall consult the other on issues that concern the neighbouring municipality and should be considered and reviewed as part of preparing the plan. This may involve obtaining comments on the proposed terms of reference for the plan process.

8.6 IMPLEMENTATION

Goal:

To promote the use of the Plan and implementation of its policies.

Objectives:

1. To implement the Plan through other statutory plans.
2. To implement the Plan through decisions of the subdivision and development authorities.
3. To provide for periodic reviews and plan amendments when deemed desirable and necessary.

Policy Directions:

Interpreting Policies

- 8.6.1 The IDP contains “shall”, “should” and “may” policies which are interpreted as follows:
- “Shall” policies must be complied with,
 - “Should” policies mean compliance in principle is required but subject to the discretion of the applicable authority on a case by case basis, and
 - “May” policies indicate support in principle subject to the applicable authority determining the level of compliance that is required.

Approving Authorities

- 8.6.2 In the hierarchy of statutory plans, and unless stated otherwise in this Plan, the Intermunicipal Development Plan shall take precedence over other municipal statutory plans and documents.
- 8.6.3 The Town of Sylvan Lake shall be responsible for the administration and decisions on all statutory plans, land use bylaws, amendments thereto, and subdivision applications falling within the boundaries of the Town.
- 8.6.4 Red Deer County shall be responsible for the administration and decisions on all statutory plans, land use bylaws, amendments thereto, and subdivision applications falling within the boundaries of the County.

Future Plans and Studies

- 8.6.5 Area structure plans shall be prepared and adopted by the municipality having jurisdiction prior to changes in land use designation or subdivision within the non-agricultural areas shown on Map 1. This requirement shall not apply to those areas within the current Town boundaries that are not presently covered by an approved area structure plan as of the date of adoption of this Intermunicipal Development Plan.

- 8.6.6 First-parcel-out farmstead removal subdivision shall not require an area structure plan.
- 8.6.8 Each municipality may establish their own processes for the preparation of new or amendments to area structure plans.
- 8.6.9 The Town and the County shall coordinate future planning efforts including potential collaboration on area structure plans, transportation plans, drainage basin studies, and water system studies, feasibility studies relating to provision of municipal utilities and power generation and open space plans.

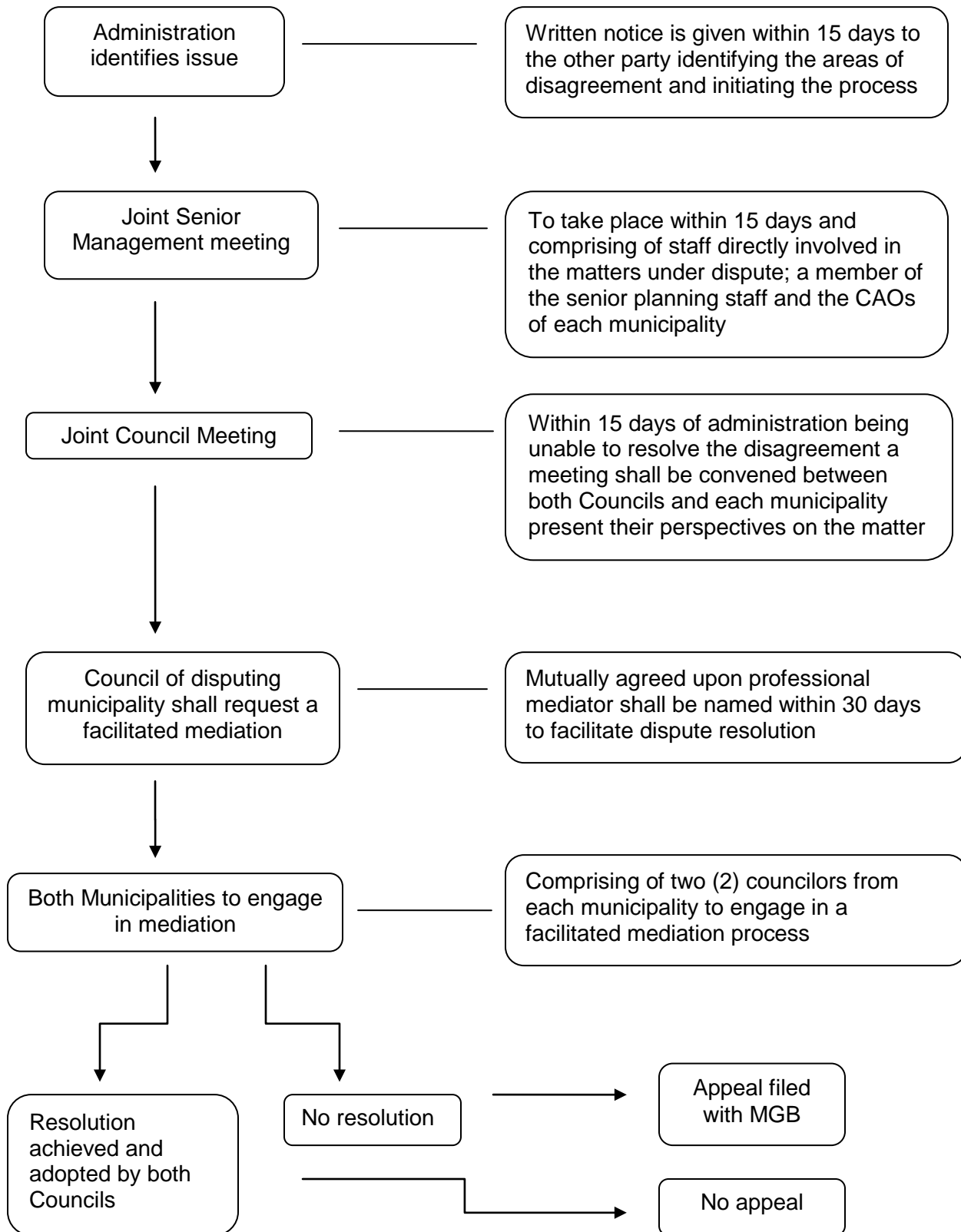
Plan Amendments

- 8.6.10 An amendment to this Plan may be proposed by either municipality. An amendment to this Plan proposed by a landowner shall be made to the municipality in which the subject land is located.
- 8.6.11 An amendment to the Plan has no effect if not adopted by both municipalities by bylaw pursuant to the Municipal Government Act.

Procedure to Repeal Plan

- 8.6.12 If one municipality deems this Plan no longer workable, the municipality may initiate the repeal of the Plan. Repeal of the Plan may be accomplished by one municipality passing a bylaw in accordance with the repeal provisions of the Municipal Government Act.
- 8.6.13 The following procedure to repeal the Plan shall be followed:
- One municipality shall give the other written notice of its intention to repeal its bylaw adopting the Plan
 - Within 30 days of the date of written notice forwarded to the other municipality, an Intermunicipal Committee meeting shall be convened
 - Following the Intermunicipal Committee meeting, the municipality initiating the repeal procedure may either withdraw its intention to repeal the Plan by giving written notice to the other municipality or proceed to consider a bylaw to repeal the Plan
 - Once one municipality has passed a bylaw repealing the Plan the other municipality shall also proceed to pass a bylaw repealing the Plan
- 8.6.14 In the event that the Plan is repealed, each municipality shall amend their Municipal Development Plan to address intermunicipal issues in accordance with the Municipal Government Act. Should these required amendments not satisfy the neighbouring municipality the matter may be appealed to the Municipal Government Board.

APPENDIX: Dispute Resolution Process Flow Chart



SYLVAN LAKE / RED DEER COUNTY INTERMUNICIPAL DEVELOPMENT PLAN

MAP 1: LAND USE CONCEPT

- EXISTING TOWN BOUNDARY
- POTENTIAL FUTURE TOWN BOUNDARY
- PLAN AREA BOUNDARY
- POTENTIAL JOINT DEVELOPMENT AREA
- LACOMBERED DEER COUNTY BOUNDARY
- SUMMER VILLAGES - NOT INCLUDED
- IN PLAN AREA
- COMMERCIAL
- INDUSTRIAL
- RESIDENTIAL
- NATURAL AREAS
- RECREATION AREAS
- PUBLIC / INSTITUTIONAL
- EXISTING TOWN DEVELOPMENT
- RURAL POLICY AREA
- HIGHWAY (EXISTING)
- HIGHWAY (PROPOSED)
- MAJOR ROADWAYS (EXISTING)
- MAJOR ROADWAYS (PROPOSED)
- RAILWAY
- LANDFILL (SETBACK 300m)
- WASTE TRANSFER STATION (SETBACK 300m)
- SEWAGE LAAGOON (SETBACK 300m)
- INTERSECTION IMPROVEMENT

1. This map shows generalized indications of land use and is not intended for scaling or detailed design.
2. The land use patterns must be interpreted with the text of this plan. Detailed land use and boundaries will be detailed through area structure plans.

NOTE: CADASTRAL INFORMATION CURRENT AS OF MARCH 2009
ALL FEATURES SHOWN ARE CONCEPTUAL AND TO BE
VERIFIED DURING DETAILED PLANNING.



March 2017

