



INTERMUNICIPAL DEVELOPMENT PLAN

Between

THE MUNICIPAL DISTRICT OF BIGHORN

And

ROCKY VIEW COUNTY

Final Draft Version 4.0
February 18, 2020

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1.0 Introduction

1.1 Purpose

The purpose of the Intermunicipal Development Plan (IDP) between the Municipal District of Bighorn (MD) and Rocky View County (RVC) is to formalize and define the relationship between the two municipalities.

1. The IDP sets the policy framework for planning matters that includes future land use and development, environmental matters, transportation, and items of mutual interest as it applies to lands in proximity to the shared boundary and defined in the IDP Area.
2. The IDP policies define how communication, cooperation, decision-making and dispute resolution shall occur for lands within the IDP Area.

1.2 Goals

1. Maintain local autonomy with each municipality responsible for decision making within their municipal jurisdiction.
2. Ensure long-term compatibility of future land use within both municipalities.
3. Recognize that agriculture continues to be the primary use of land in the IDP area and support the preservation of agricultural land except where statutory plans support non-agricultural use.
4. Establish plan administration, amendment and dispute resolution procedures.
5. Identify items that are of importance to the municipalities, and items that may be mitigated through the policies of this Plan. These include:
 - Agricultural Activities
 - Economic Development
 - The Environment
 - Resource Extraction
 - Industrial Development
 - Energy Development
 - Transportation and Infrastructure

1.3 Municipal Profiles

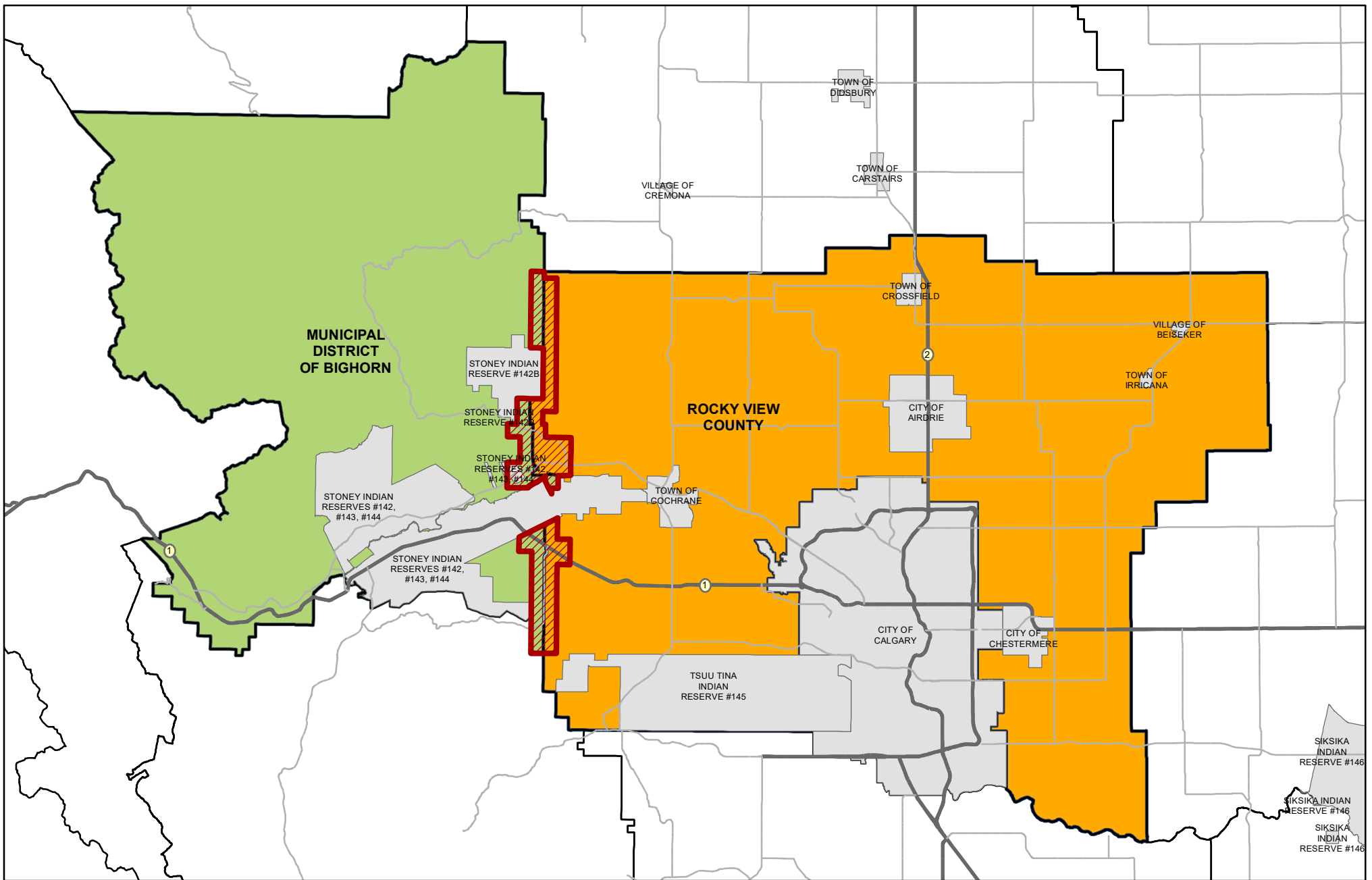
Municipal District of Bighorn

The Municipal District of Bighorn encompasses an area approximately 263,216 hectares (650,407 acres) in size, and has a population of 1,334. Two Summer Villages (Ghost Lake and Waiparous) and five hamlets (Benchlands, Dead Man's Flats, Exshaw, Harvie Heights and Lac Des Arcs) are contained within the MD, which also shares borders with four municipalities, two Improvement Districts, and the Stoney Nakoda First Nation. The economy of the MD is primarily based on resource extraction/processing and agriculture. The Bow River is the major drainage course within the MD.

Rocky View County

Rocky View County encompasses an area approximately 393,463 hectares (972,264 acres) in size, and has a population of 39,407. 7 urban municipalities and 13 hamlets are contained within the County, which also shares borders with 5 rural municipalities, 1 Special Area, and 2 First Nations. The economy of Rocky View County is based on agriculture, energy resource development, services, and manufacturing. Two rivers, the Bow and the Elbow, are the major drainage courses within the County.

MAP 1: Municipal Boundaries



- IDP PLAN AREA
- ROCKY VIEW COUNTY
- MUNICIPAL DISTRICT OF BIGHORN

1.4 Legislative Framework

Municipal Government Act (MGA)

The IDP was prepared in accordance with the requirements of Sections 631, 636 and 638.1 of the Municipal Government Act (MGA). These sections mandate that an IDP between neighbouring municipalities must be adopted, and that the document address the following items:

- Future land use;
- Future development;
- The provision of transportation systems;
- Financing infrastructure;
- Co-ordination of physical, social, and economic programs;
- Environmental matters; and
- Provisions of services.

South Saskatchewan Regional Plan (SSRP)

The South Saskatchewan Regional Plan establishes a long-term vision for the South Saskatchewan Region and aligns provincial policies at the regional level to balance Alberta's economic, environmental and social goals. The regional plan also includes strategies for responsible energy development, sustainable farming and ranching, recreation, forest management, and nature-based tourism. It has been established under the Alberta Land Stewardship Act, and the Land Use Framework. Both the MD and RVC are within the SSRP area boundaries, and since, pursuant to the Alberta Land Stewardship Act, a regional plan is “an expression of the public policy of the Government” of Alberta, both municipalities are required to comply with the regulations thereunder.

Calgary Metropolitan Regional Board (CMRB)

The Calgary Metropolitan Region Board was established to promote sustainable and environmentally responsible land-use planning and the coordination of regional infrastructure and services in an economically competitive manner. To this end, the CMRB has adopted a *Growth Plan* to address matters concerning regional planning and development. The Board requires that any statutory plan adopted by a member municipality satisfy the *Growth Plan*. While Rocky View County is a member municipality within the CMRB and is therefore subject to the requirements of this plan, the MD of Bighorn is not. Regardless, the MD of Bighorn & Rocky View County Intermunicipal Development Plan has been drafted in consideration of the principles of the regional plan.

2.0 Plan Area

2.1 Plan Preparation Process

The IDP was jointly prepared by the MD and RVC. The project received oversight from a Review Committee consisting of Councillors and Senior Administration from both municipalities. The plan was developed through four stages:

Stage 1: Research, analysis, and stakeholder input
Stage 2: Draft IDP and review of the IDP by the Committee
Stage 3: Public review of the IDP to receive suggestions and representations
Stage 4: IDP approval process

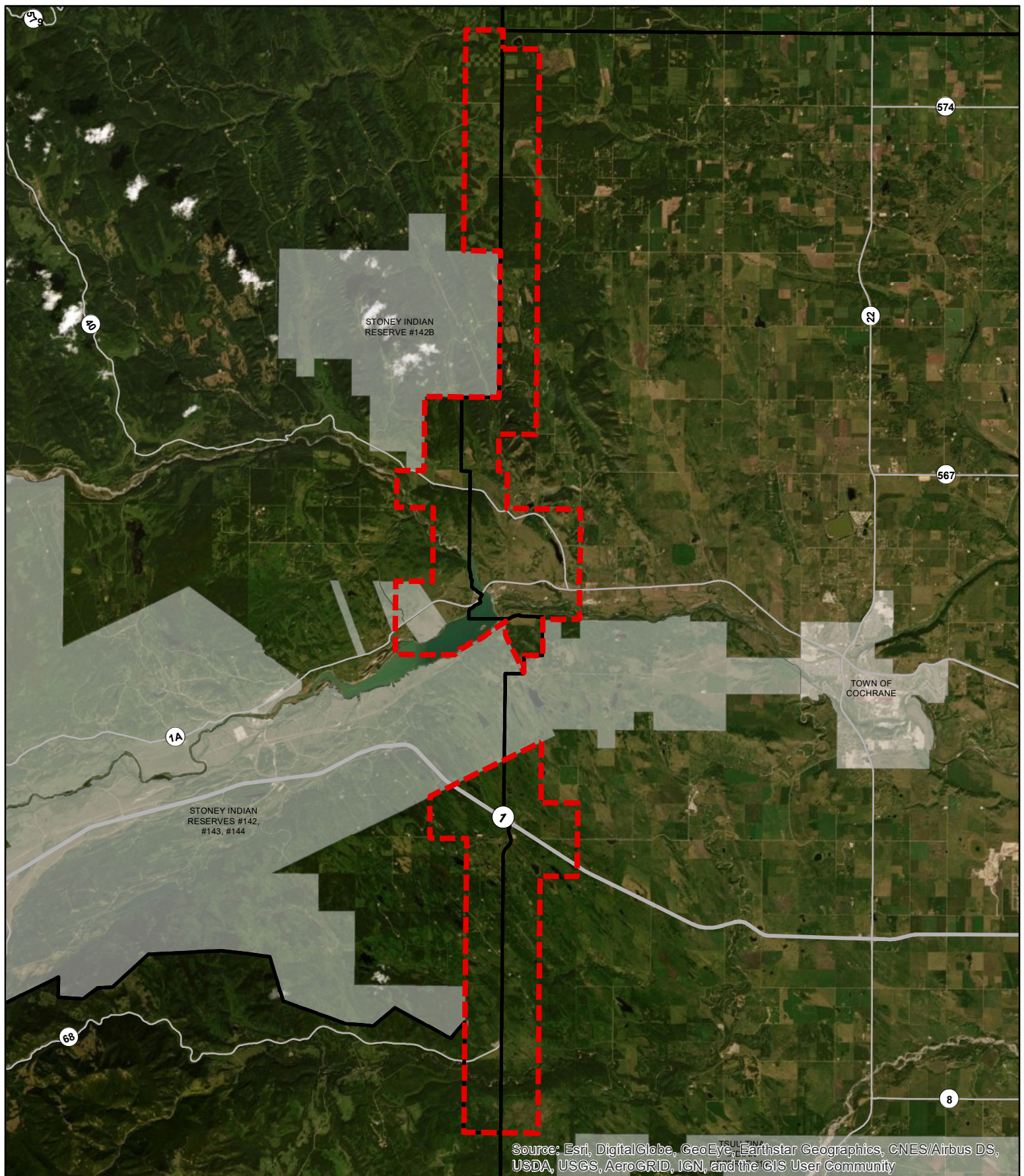
2.2 IDP Area

To determine the extent of the Plan Area, the municipalities began by analyzing a Study Area approximately 5 km (3 miles) on either side of the municipal boundary. A number of opportunities and constraints were examined within this area, including:

- Residences and Developed Areas
- Existing and Potential Land Use
- Development Potential
- Environmentally Significant Areas
- Transportation Corridors
- Oil and Gas Activity
- Confined Feeding Operations (CFOs)
- Existing and Potential Areas of Aggregate Extraction
- Historical Resource Value (HRV) Sites

Through consideration of these factors, the municipalities defined the final Plan Area. In order to balance the goals and objectives of the IDP, a Plan Area encompassing 1.6 km (1 mile) on either side of the intermunicipal border was selected. In certain areas adjacent to Highways 1 and 1A, the Plan Area expands to 3.2 km (2 miles). The Plan Area is approximately 16,895 hectares (41,749 acres) in size, and is illustrated on Map 1.

MAP 2: IDP and Aerial



3.0 Land Use Policies

3.1 Referrals

Objective

In order to ensure that the municipalities are aware of potential developments within the Plan Area, notification and communication is required. The following policies establish a referral process where each municipality can provide comments regarding proposed changes.

- 3.1.1** Where required by the Municipal Government Act (MGA), the relevant Land Use Bylaw and any statutory plans, or the policies of this plan, applications affecting lands within the Plan Area shall be referred to:
- a. the adjacent municipality; and
 - b. landowners within the adjacent municipality.
- 3.1.2** Where required by the MGA, a relevant statutory plan or land use bylaw, or the policies of this Plan, applications located outside of the Plan Area may be referred to the adjacent municipality.
- 3.1.3** The municipality in receipt of referral of an application within the adjacent municipality should provide a response within the time required by the MGA.
- 3.1.4** The municipality in receipt of referral of an application within the adjacent municipality should consider potential impact to the following:
- a. Municipal roadways
 - b. Utilities
 - c. Stormwater and drainage
 - d. Adjacent land use
 - e. Environmental matters
 - f. Other matters
- 3.1.5** Where required by the MGA or the policies of this Plan, both municipalities agree to provide the contact information necessary to refer application information to residents of the adjacent municipality.

3.2 General Land Use Policies

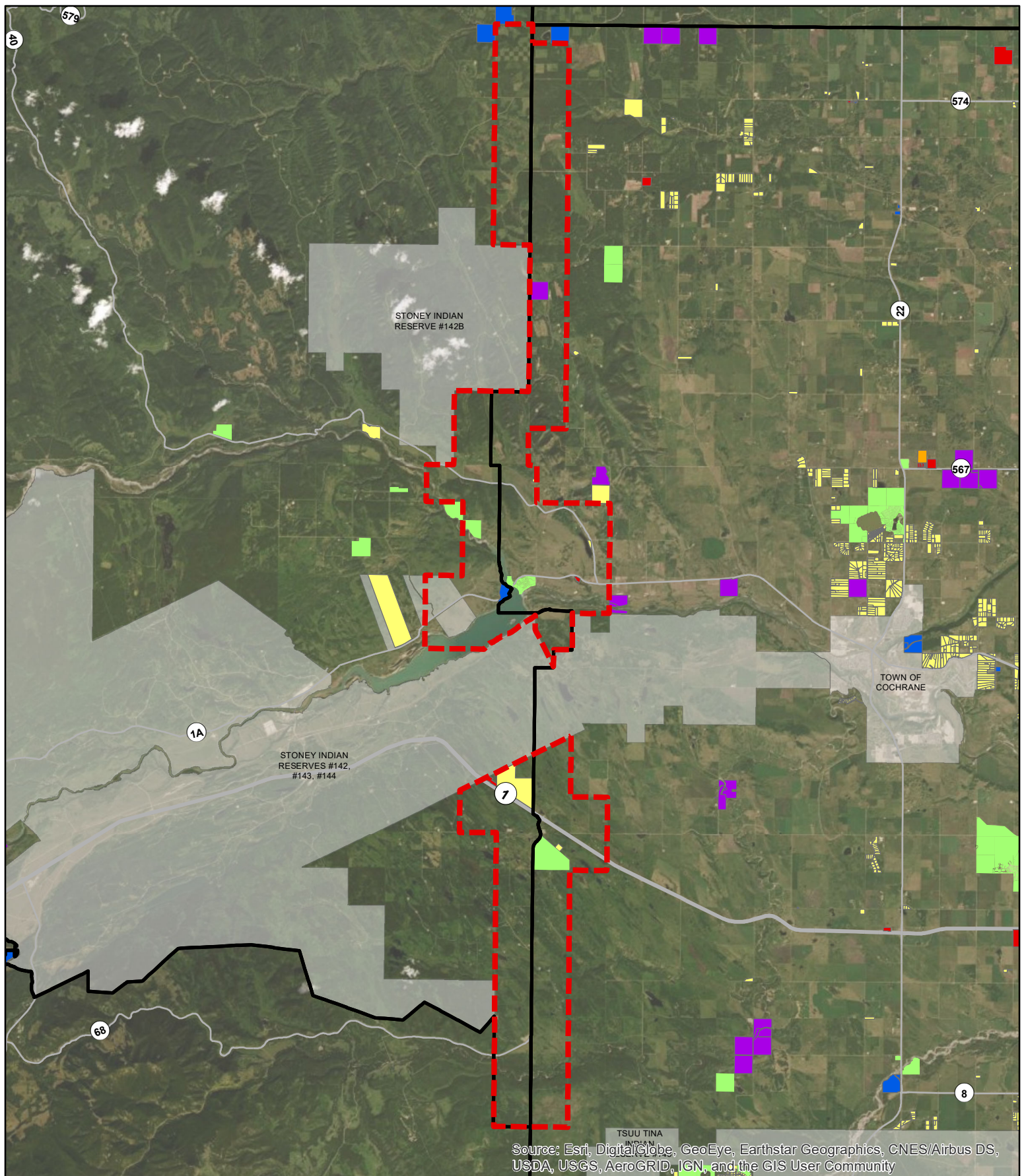
Objective

Applications proposing land use redesignation, subdivision, or development have the potential to impact the immediate area adjacent to the lands in question. Applications for statutory or non-statutory policy documents have the potential to impact a larger portion of the Plan Area. In either case, the policies of this section aim to reduce the potential for negative impact to the municipalities.








- 3.2.1** Applications for land use redesignation, subdivision, and development permit should be evaluated in accordance with the Municipal Development Plan (MDP), Land Use Bylaw (LUB), and any statutory or non-statutory plans relevant to the municipality in which they are received.
- 3.2.2** Applications for a new Area Structure Plan, Concept Plan, MDP, LUB, and MDP or LUB amendments within the IDP Area should be evaluated in accordance with any relevant regional plan as well as the Municipal Development Plan (MDP), Land Use Bylaw (LUB), and any statutory or non-statutory plans relevant to the municipality in which they are received.

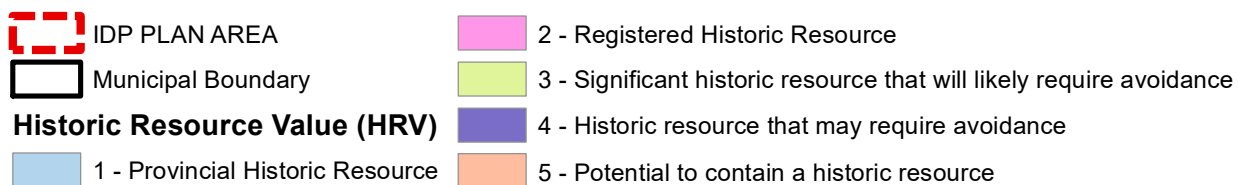
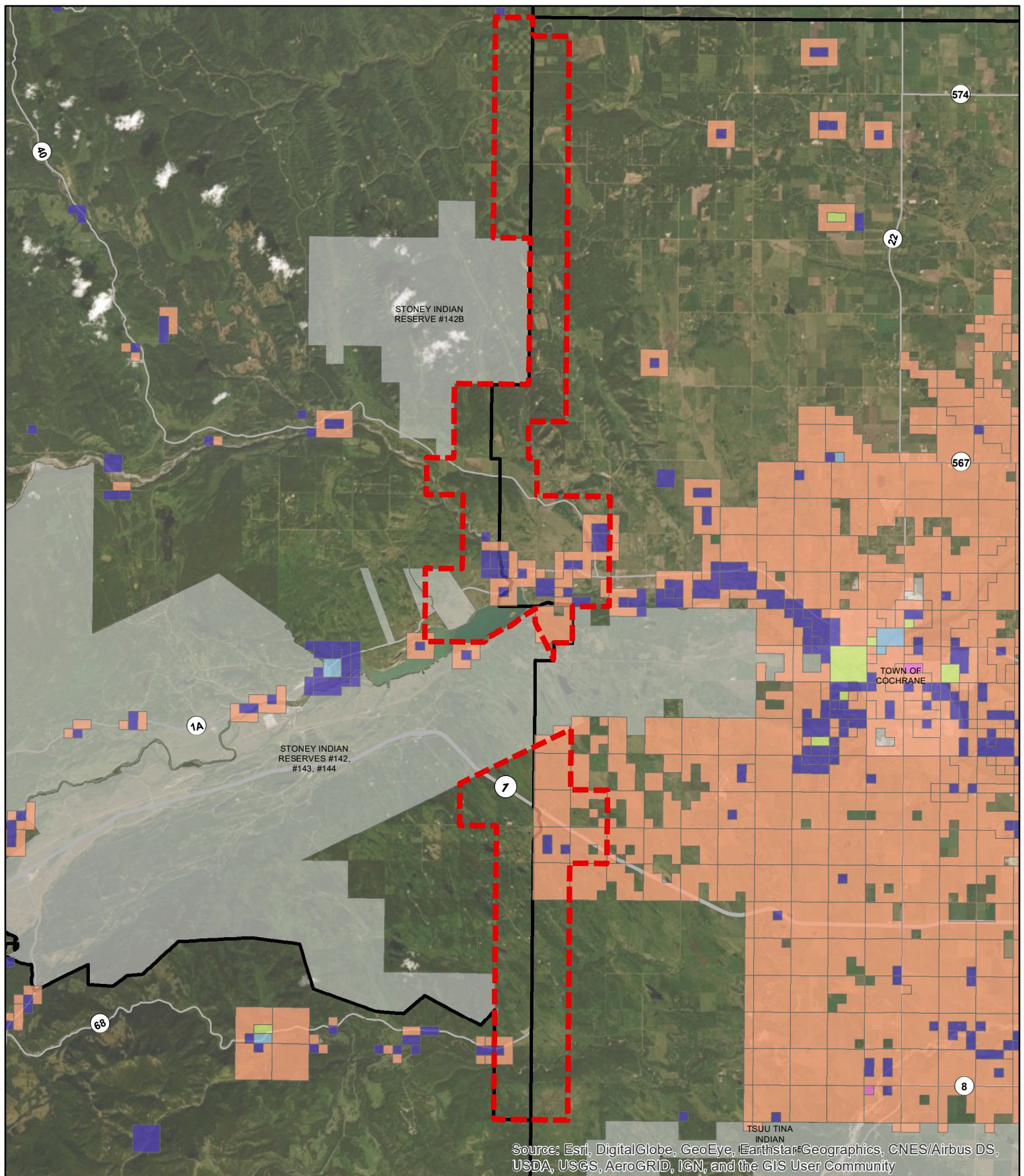
MAP 3: Land Use

MAP 4: Historical Resources



Land Use

	Agriculture		Business Commercial		Residential
	Airport		Direct Control		NRI
			Industrial		Public Service



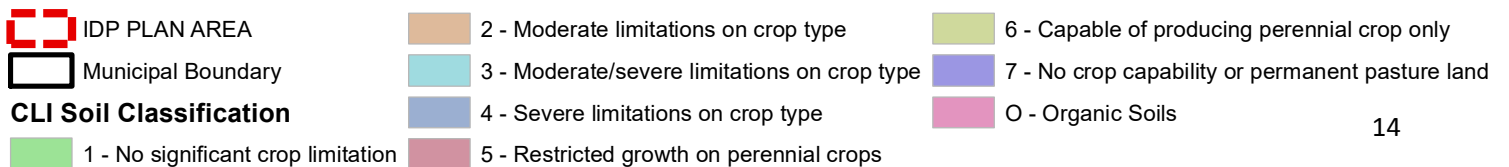
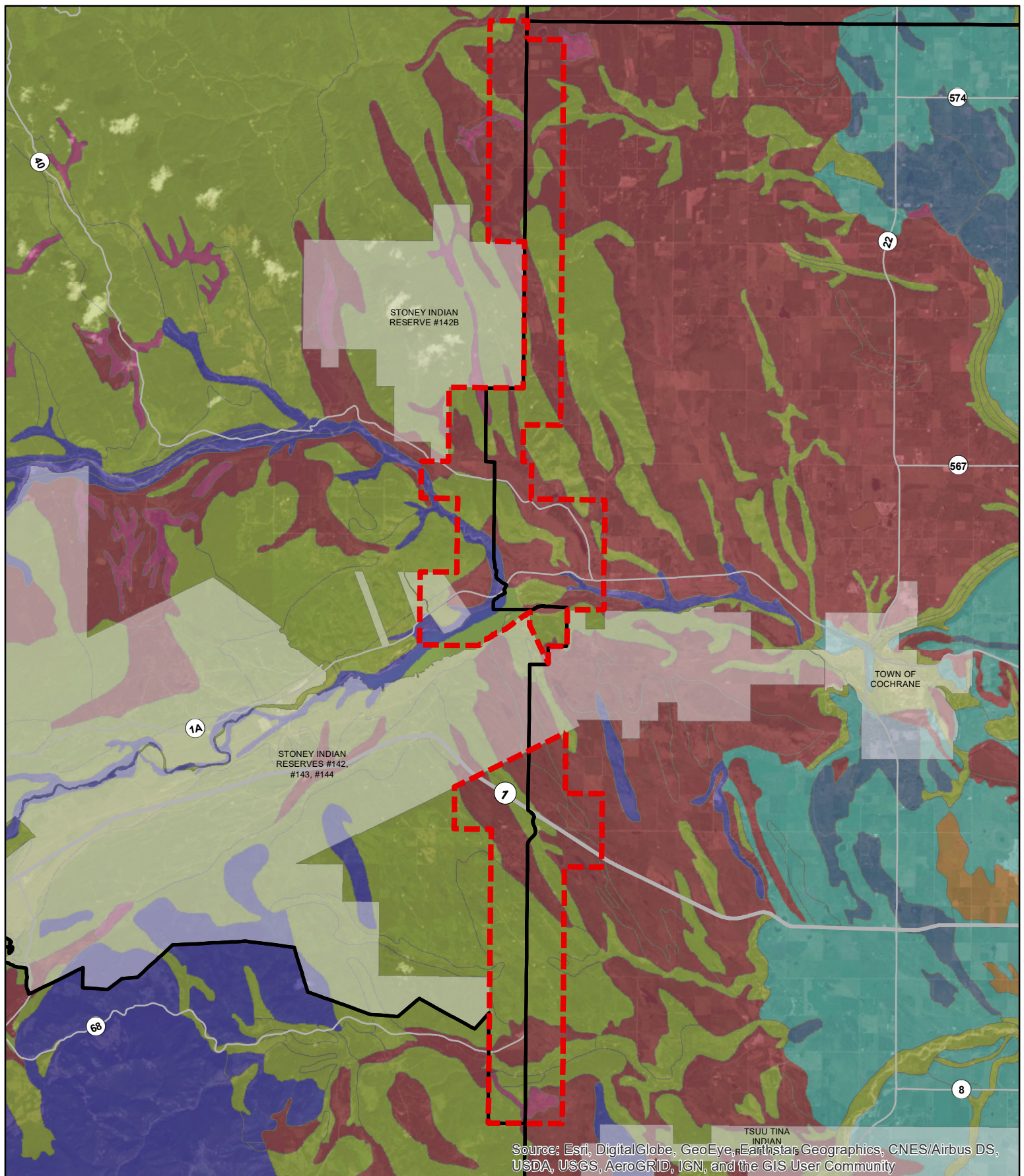
3.3 Agriculture

Objective

Agricultural uses are the predominant use of land within the Plan Area. Non-agricultural uses may be considered in areas identified through a relevant statutory plan.

- 3.3.1** The municipalities encourage awareness of the best practices for residential uses located within agricultural areas, in accordance with the Agricultural Operations Practices Act.
- 3.3.2** Applications for non-agricultural development within agricultural areas should consider interface or transition tools such as fencing, controlled access and site design, environmental stewardship, and environmental education.
- 3.3.3** Existing Confined Feeding Operations (CFOs) shall be allowed to remain in accordance with the requirements of the Agricultural Operation Practices Act and Regulations.
- 3.3.4** Applications for new or expanded Confined Feeding Operations (CFOs) shall be reviewed in accordance with the Natural Resource Conservation Board requirements, and the applicable policies of the municipality in which it was received.
- 3.3.5** Applications for new or expanded Confined Feeding Operations (CFOs) shall be referred to the adjacent municipality.

MAP 5: Soil Classifications



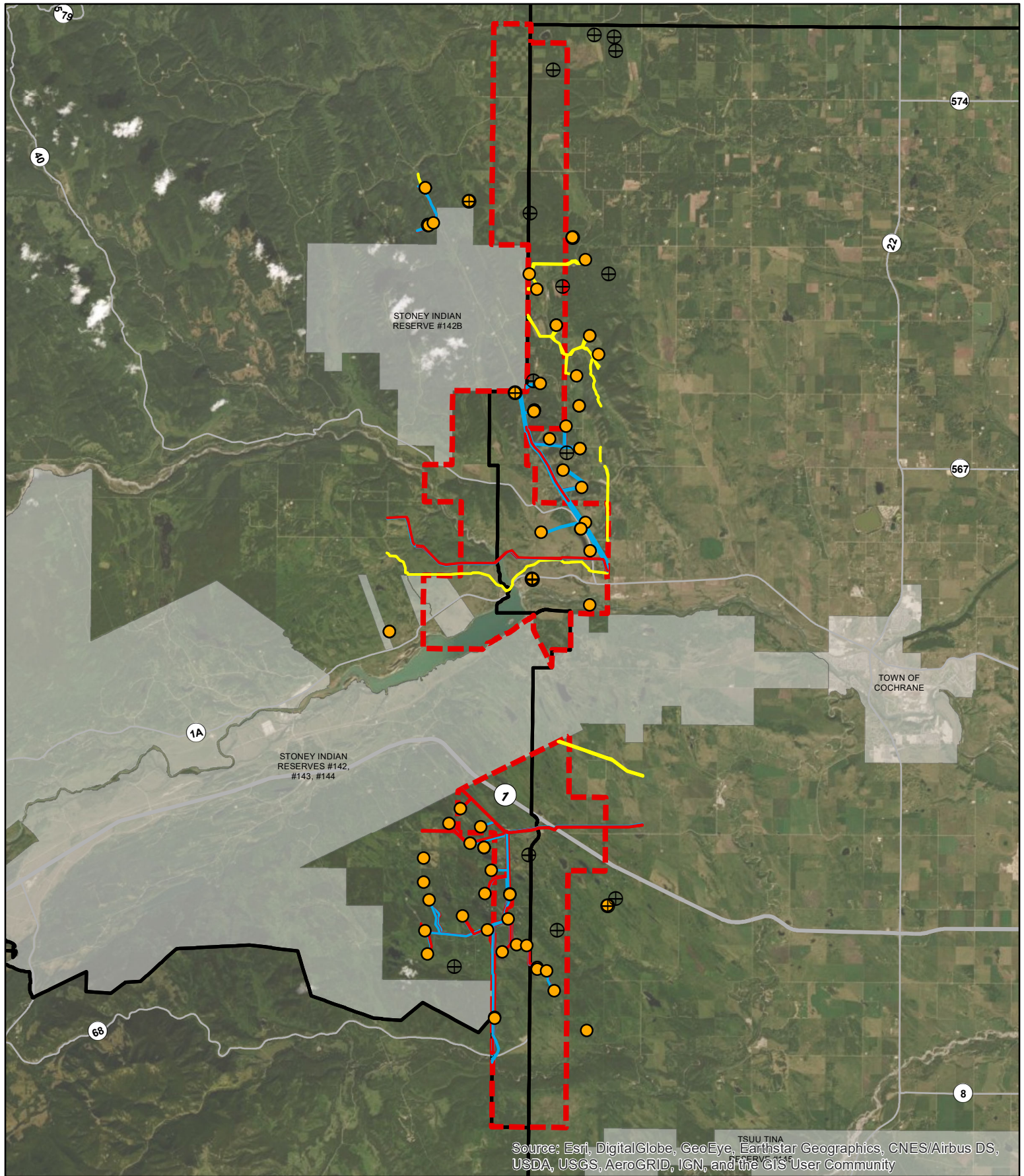
3.4 Utilities, Resource Extraction, & Energy Development

Objective

Demand for energy, resources, and communication capacity is growing. Applications for facilities related to these uses have the potential to have an impact across municipal borders. In order to balance this demand with the needs of area residents, the following policies apply to applications of this nature.

- 3.4.1** Applications for a new or expanded aggregate extraction operation within the Plan Area shall be referred to the adjacent municipality.
- 3.4.2** Applications for a new or expanded aggregate extraction operation that proposes the use of roadways within the jurisdiction of the adjacent municipality shall be referred to the adjacent municipality. Approval from the affected municipality must be provided prior to approval of the application.
- 3.4.3** Applications for a new or expanded renewable energy development within the Plan Area shall be referred to the adjacent municipality. Examples include, but are not limited to, solar power facilities, wind farms, hydroelectric facilities.
- 3.4.4** Applications for new or expanded telecommunications towers within the Plan Area shall be referred to the adjacent municipality.
- 3.4.5** Applicants shall be requested to co-locate telecommunications facilities on existing towers where feasible.

MAP 6: Oil and Gas
MAP 7: Sand and Gravel



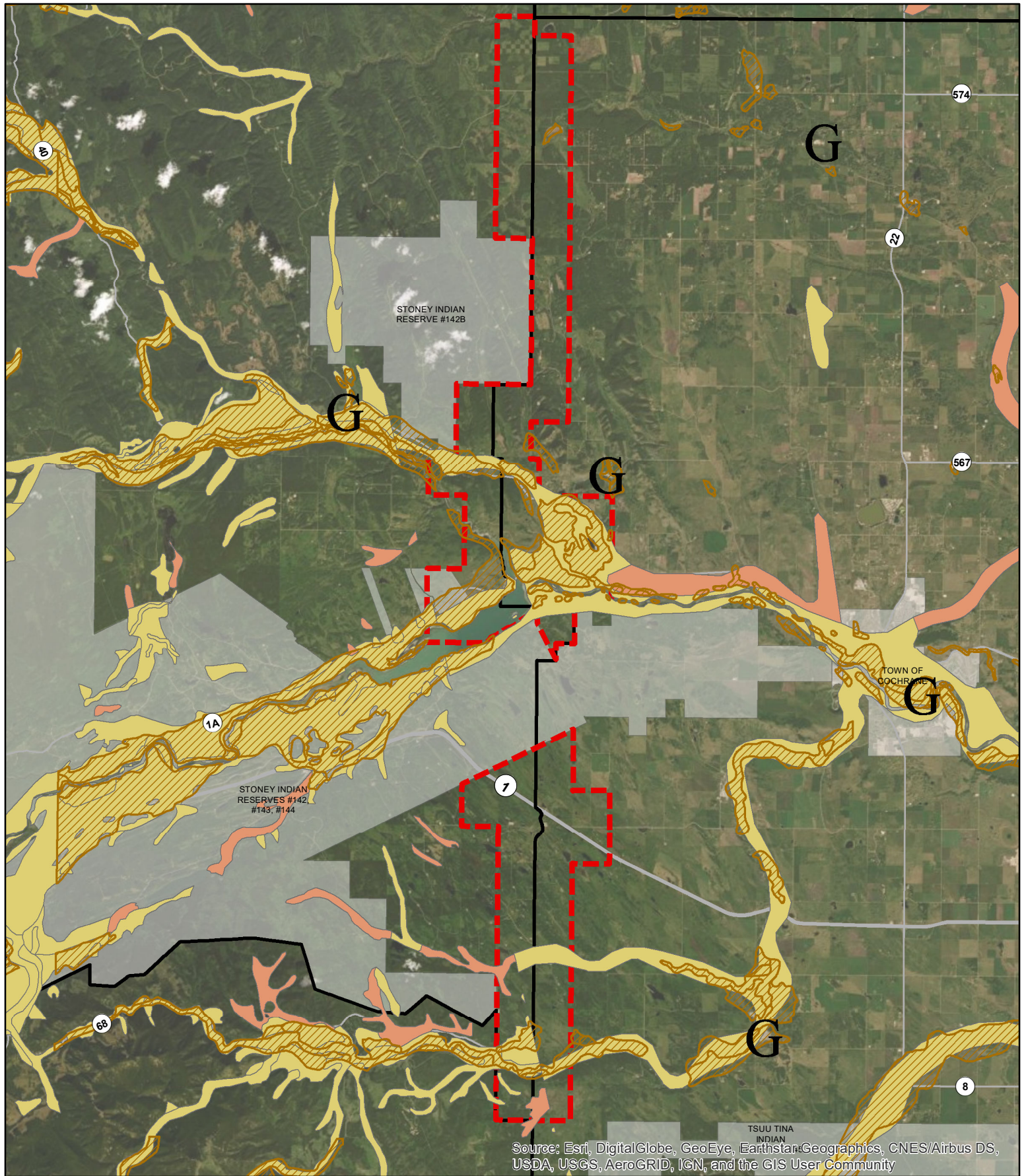
- IDP PLAN AREA
- Municipal Boundary

Wells

- All Other Values
- ⊕ Abandoned

Pipes

- Crude Oil
- Other
- Natural Gas
- Sour Natural Gas



Surficial Sand & Gravel Deposits

	IDP PLAN AREA		Sand & Gravel Potential		Sand and silt
	Municipal Boundary		Sand		Sand, silt and clay, minor gravel
	Gravel_Pits		Sand and gravel		Sandy diamicton

3.5 Environmental & Open Space Policies

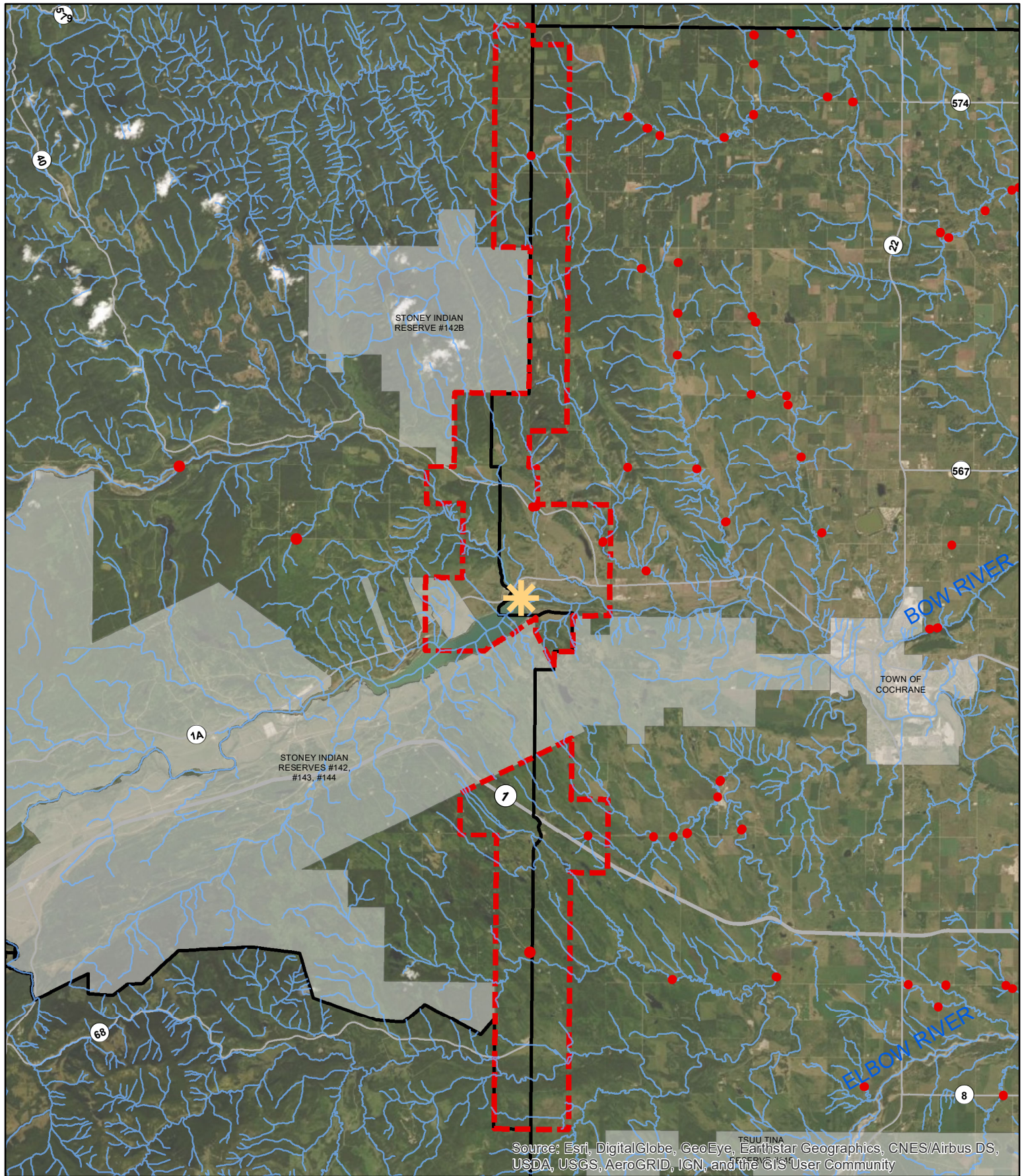
Objective






Environmental features do not follow pre-defined boundaries, and impacts to natural areas within one municipality can have an effect on the other side of the border. This section aims to ensure that natural areas are respected, and allows for opportunities to enhance these features where appropriate.

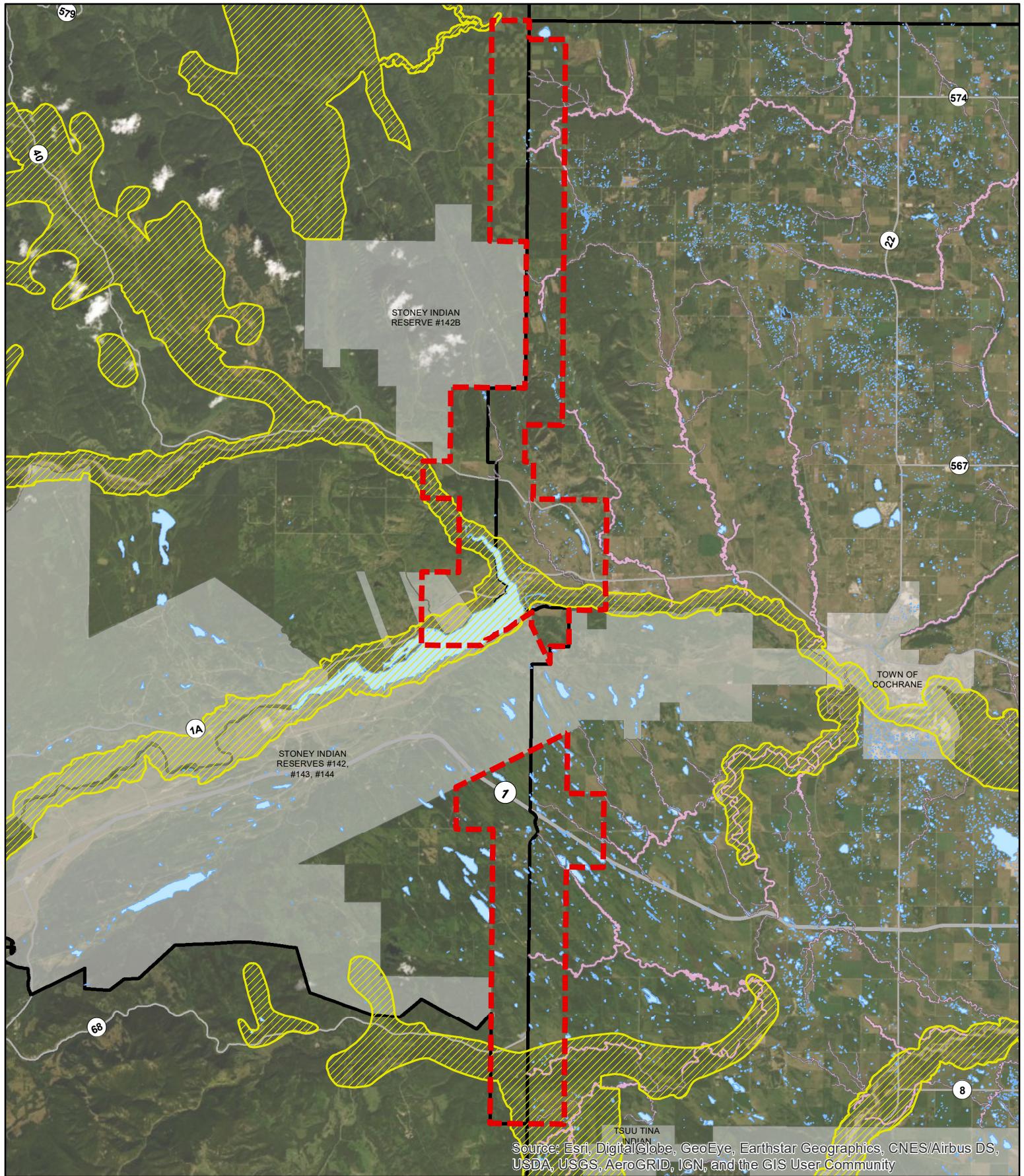
- 3.5.1 The municipalities acknowledge the Government of Alberta's Watershed Planning and Advisory Councils (WPACs) plans for the region, and support the Bow River Basin Council (BRBC) and the Red Deer River Watershed Alliance (RDRWA) with respect to regional watershed planning, best management practices, environmental stewardship, and environmental education.
- 3.5.2 Applications affecting wetlands and/or riparian areas located within the Plan Area shall be circulated to the adjacent municipality.
- 3.5.3 Applications affecting wetlands and/or riparian areas located within the Plan Area should be assessed in accordance with the environmental policies of the relevant plans for the municipality in which it was received.
- 3.5.4 The municipalities support the alignment and connection of open space pathways.

MAP 7: Hydrology

MAP 8: Environment & Wildlife



-  Ghost Reservoir Dam
-  IDP PLAN AREA
-  Municipal Boundary
-  Bridges
-  Hydrology



3.6 Transportation Policies

Objective

The municipalities are connected by a number of provincial highways and municipal roads. Mitigation of the impact of development on transportation infrastructure is an important consideration of this plan.

- 3.6.1** Land use redesignation, subdivision, or development applications proposing access directly to a roadway under the jurisdiction of the adjacent municipality should not be approved without the written consent of the affected municipality.
- 3.6.2** In order to mitigate concerns such as dust control, traffic generation, and road maintenance, municipalities may require that a developer proposing land use redesignation, subdivision, or development applications enter into a Road Use Agreement if:
 - a. Direct access to the development is required from a road within its jurisdiction;
 - b. Primary access to the development utilizes a road within its jurisdiction;
 - c. A proposed haul-route utilizes roads within its jurisdiction.
- 3.6.3** The road network shall be maintained by the municipality having jurisdiction, unless a separate agreement specifies joint maintenance, maintenance swap, or any other terms acceptable to both municipalities.

4.0 Implementation & Administration

4.1 Intermunicipal Services

Objective

The municipalities provide their residents with services ranging from transportation, water and waste water, solid waste, emergency services, and recreation. Coordination of services among the municipalities has been considered by the Intermunicipal Collaboration Framework adopted by the MD of Bighorn and Rocky View County.

- 4.1.1** Matters pertaining to service agreements shall be assessed in accordance with the requirements of the Intermunicipal Collaboration Framework adopted by the MD of Bighorn and Rocky View County.

4.2 Interpretation

Objective

This section ensures that the policies of this Plan are interpreted in the manner in which they were intended.

Definitions

agricultural areas – Lands within the Plan Area that are not located within the boundaries of a statutory plan (such as an area structure plan, conceptual scheme, or master site development plan).

4.3 Intermunicipal Committee

Objective

The MD of Bighorn and Rocky View County agree to create an Intermunicipal Committee, consisting of Councillors from each municipality. The Committee will work together in good faith to share information that is of mutual interest to each municipality.

- 4.3.1** Matters pertaining to the establishment and operation of the Intermunicipal Committee shall be assessed in accordance with the requirements of the Intermunicipal Collaboration Framework adopted by the MD of Bighorn and Rocky View County.

4.4 Adoption, Amendment, & Repeal Process

Objective

This section acknowledges the adoption of the plan, and provides requirements for on-going monitoring. Additionally, the policies recognize that periodic amendments and eventual appeal may be required.

- 4.4.1** The policies of this plan apply to lands located within the Plan Area.
- 4.4.2** This plan comes into effect following adoption by the respective Councils of the MD and RVC.
- 4.4.3** A joint Administrative review of the IDP shall be scheduled no later than four (4) years from the date of adoption and shall be steered by the Intermunicipal Committee.
- 4.4.4** The municipalities agree to comply with the adopted regional plan strategies, and are of the opinion this Plan aligns with the South Saskatchewan Regional Plan.
- 4.4.5** RVC is a member municipality in the Calgary Metropolitan Regional Board, and is therefore subject to the requirements of the CMRB and the IGP. Participation with RVC in the adoption of this IDP does not subject the MD to the requirements of the CMRB and the IGP.
- 4.4.6** Amendment of the IDP shall receive direction from both Councils prior to proceeding and shall be jointly prepared by the Administrations.
- 4.4.7** Amendments to the plan shall not come into force until they are adopted by the Councils of both municipalities, in accordance with the requirements of the MGA.

4.4.8 A Bylaw to repeal this IDP may be considered by both Councils if:

- a. The repealing Bylaw considers a new IDP; or
- b. If the repealing Bylaw complies with Provincial legislation.

5.0 Dispute Resolution

Objective

This plan is designed to facilitate communication and cooperation among the municipalities. While understanding that each municipality has the right to make decisions within their boundaries, it is acknowledged that these decisions can have an impact beyond their borders. In order to ensure that the relationship between the two municipal neighbours remains strong, the MD of Bighorn and Rocky View County agree to the following:

- The municipalities respect the right to maintain jurisdiction over decisions made within their boundaries.
- The municipalities understand the potential for those decisions to impact the adjacent municipality.
- The municipalities understand the importance of notification and communication with the adjacent municipality in order to ensure that potential concerns are addressed.

5.1 Dispute Resolution Process

While both municipalities are committed to a positive relationship, this plan recognizes that disputes may arise. In such an event, the following process should be used in order to reach a solution.

- 5.1.1** Should either municipality identify a potential concern related to an application referral provided through the policies of this plan, written notification shall be provided at the administrative level.
- 5.1.2** The municipalities should provide additional clarification, technical documents, or other information as required in order to satisfy the concerns of the adjacent municipality. Meetings or further discussion may be required.
- 5.1.3** Should the matter fail to be resolved, each municipality should escalate the matter to their respective Chief Administrative Officer (or designate) for further guidance.
- 5.1.4** Should the matter fail to be resolved administratively, a municipality may request that the matter be referred to the Intermunicipal Committee.
- 5.1.5** Should the matter fail to be resolved by the Intermunicipal Committee, formal mediation may be initiated.
 - a. A mutually agreed upon Mediator shall be named to facilitate resolution of the disagreement within thirty (30) days of the written request to enter into a mediation process.
 - b. The municipalities shall share equally in the cost of mediation, including any remuneration, travel and lodging expenses associated with the mediation.

- 5.1.6** Should a dispute involve an application subject to Section 690(1) of the MGA, the municipalities may submit an appeal to the Municipal Government Board within 30 days of adoption, in order to maintain the right to appeal.
- 5.1.7** Notwithstanding (above), the appeal may be withdrawn prior to the Municipal Government Board hearing should an agreement be reached to the satisfaction of the municipalities.

5.2 Dispute Resolution Process Summary

1. Understanding/IDP Process
2. Admin. Level
3. CAO Level
4. Intermunicipal Committee Level
5. Mediation
6. Appeal