



IDP

Intermunicipal
Development
Plan

Town of High River and MD of Foothills



**Adopted May, 2012 THR Bylaw 4328/2012 MDF Bylaw 24/2012
Amended December, 2018 THR Bylaw 4552/2018 MDF Bylaw 55/2018**

Notes on Interpretation:

Within this Intermunicipal Development Plan, the Town (capitalized), or High River means: the Town of High River. The MD or MD of Foothills means: the Municipal District of Foothills No. 31

In this Intermunicipal Development Plan, and particularly within the policy statements, the key operative terms, Shall, Should, and May is used for consistency and clarity. The interpretations of these terms are outlined as follows:

Shall – is a directive term that indicates that the actions outlined are mandatory, therefore must be complied with, without discretion.

Should – is a directive term that provides direction to strive to achieve the outlined action, but is not mandatory. When the policy is directed to the developer, the onus is on the applicant to justify why the desired action/result is not proposed and/or will not be achieved.

May – is a discretionary term, providing notification that the policy in question can be enforced if the MD chooses to do so, and is usually dependent on the particular circumstances of the specific site and application.

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Town of High River / MD of Foothills

INTERMUNICIPAL DEVELOPMENT PLAN

1.0 Introduction

This Intermunicipal Development Plan (IDP) describes a future vision for development within the Plan area – a vision that is shared between the Town of High River (Town) and the Municipal District of Foothills No. 31 (MD). It provides an opportunity and a framework for both municipalities to guide decision-making in areas of mutual interest. This framework will assist in minimizing land use conflicts within the Plan area.

The Town and the MD have used a collaborative approach in preparing this IDP and have thereby re-affirmed an ongoing positive relationship based on mutual respect and open communication.

1.1 Purpose of the Plan

The purpose of this Plan is to identify and articulate municipal interests relative to lands within the Plan area and to develop policies and decision-making processes that respect the interests of both municipalities

This Plan is intended to provide broad based guidance on land use within the Plan area. It establishes a high level policy framework for future planning.

The fundamental purpose of the IDP is to provide opportunities for collaboration and communication between the two municipalities and to establish policy direction and processes to address intermunicipal issues that may arise from time to time.

1.2 Enabling Legislation

The legislation concerning Intermunicipal Development Plans is outlined in Section 631 of the Alberta Municipal Government Act (MGA), which reads:

“631(1) Two or more councils may, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.



(2) An intermunicipal development plan

a) may provide for

- i. the future land use within the area,*
- ii. the manner of and the proposals for future development in the area, and*
- iii. any other matter relating to the physical, social or economic development of the area that the councils consider necessary.*

b) must include

- i. a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,*
- ii. a procedure to be used, by one or more municipalities, to amend or repeal the plan, and*
- iii. provisions relating to the administration of the plan.”*

In accordance with the MGA, Section 638, all statutory plans passed by a municipality must be consistent with each other. The procedure for adopting an IDP is described in Section 692 of the Municipal Government Act. This Plan was undertaken and adopted pursuant to the MGA. All terms shall be as defined within the MGA unless otherwise defined herein.

1.3 Scope

As described in Section 1.2 – Enabling Legislation, there are items that are mandated by the MGA to be included in the plan and other items that are optional. This recognizes that an IDP should be tailored to specifically suit the needs of the municipalities involved. The Town and the MD have chosen to address a host of items within this plan, but there are a few items that it was agreed would be addressed in subsequent planning and so would be considered outside the scope of this IDP.

1.3.1 Within the Scope of This Plan

According to section 631 of the Municipal Government Act (MGA), there are a number of items that must be included in an Intermunicipal Development Plan and some items that may be included. The following list of items is addressed in this plan:



- Area Covered by the Plan;
- Growth areas for both municipalities;
- Referral criteria for both municipalities;
- Mutual goals and objectives;
- Future land use;
- Joint Initiatives;
- Sustainability objectives;
- Communications and dispute resolution protocol;
- Implementation and administration of the plan;
- Processes for review, amendment or repeal.

All requirements of the MGA have been included in the plan.

1.3.2 Outside the Scope of This Plan

While the following items are considered outside of the scope of this IDP review that is not to say that they will not be addressed. It was agreed by the Town and the MD that the nature of these issues demands a more detailed level of planning that would be more appropriately addressed through future joint initiatives.

- Economic development;
- Cultural development;
- Agreements regarding facilities (e.g. medical centre, recreation complex, library);
- Joint infrastructure;
- Joint servicing;
- Cost and revenue sharing.

1.4 Enactment

The policies contained within the IDP come into force once the Councils of the Town and the MD have repealed the bylaws that adopted the existing IDP (Town bylaw 3973/2000, MD bylaw 20/2000) and have each given Three Readings to a bylaw for the new IDP2012. The intent is not that any policies in the IDP Bylaw be applied retroactively to any applications for re-zoning, subdivision or development that are already in process.

1.5 Mutual Goals and Objectives

Both the MD of Foothills and the Town of High River in their MDP's:

- Express a desire for open communication and cooperative relationships with municipal neighbours;
- List among their objectives to provide for a variety of housing types, mixed use in residential areas and increased density; while maintaining the integrity of the existing character and limiting the impact of development on the natural environment;
- Express a willingness to support and facilitate the provision of recreation areas and school sites that will meet the needs of community residents;
- Seek to maintain balanced economies and create a more diversified tax base, by encouraging commercial and industrial development while being careful to avoid conflicts with existing land uses and activities;
- Wish to encourage and support home-based businesses;
- Express a commitment to protecting and preserving the integrity of environmentally significant areas;
- Recognize the importance of protecting sites of historical or archeological significance;
- Discuss the importance of minimizing the impact of development on agriculture;
- List safe and efficient transportation systems among their objectives and commit to exploring alternative modes of transportation;
- Encourage forward thinking and long range planning to provide sustainable and efficient servicing for future growth;
- Contemplate the notion of developers paying an equitable share of the expense of infrastructure for new development.

1.6 Goals of the Plan

The Goals of the intermunicipal development plan are as follows:

- To support an intermunicipal relationship that is based on open communication, cooperation, collaboration and mutual trust;
- To prepare an intermunicipal plan that will establish a policy framework for guiding future land use decisions within the plan boundary area;
- To establish procedures to be used to resolve intermunicipal conflicts, plan administration, plan amendments or repeal;
- To provide a referral procedure for development, subdivision and statutory document amendments within the plan area;

- To establish principles whereby both municipalities may consistently apply planning policies and land use bylaws within their respective jurisdiction which respect the goals and objectives of this plan;
- To protect future servicing and transportation corridors;
- To establish policies respecting existing use and possible future urban development;
- To address future development within the upstream and downstream channels of the Highwood and Little Bow Rivers;
- To address the relationship of the plan to any future annexation requirements of the Town and the MD;
- To address any significant planning issues that may be identified through the public participation process;
- To provide for a continuous and transparent planning process that facilitates ongoing consultation and cooperation among the two municipalities and affected ratepayers.

2.0 Background to the Plan

2.1 Regional Planning Framework

The Province of Alberta is pursuing the development of a series of regional plans as part of the Provincial Land Use Strategy. The MD of Foothills and the Town of High River are within the South Saskatchewan Regional Plan (SSRP) area.

The Province's regional plans will contain broad based policies addressing land use, economic and environmental matters. While the SSRP has not been finalized, the IDP must align with its policies. It may be necessary once the SSRP has been adopted for the IDP to be refined and amended according to the process laid out in the MGA.

Policy 2.1.1 When the South Saskatchewan Regional Plan is adopted, any matters in this Intermunicipal Development Plan that are in conflict with it shall be amended according to the process laid out in the MGA.

2.2 History of Joint Endeavours

There is a history of the Town and the MD working together for mutual benefit in order to provide residents of both municipalities with the best possible facilities, infrastructure and services at a reasonable cost. Some projects that have been jointly undertaken include:

- Annexation Agreement for the annexation of approximately 1730 acres from the MD into the Town in 2010/2011;
- Management of the High River Regional Airport;
- Implementing servicing agreements for the provision of water to Aldersyde, the Highway 2A Industrial Corridor and other parts of the MD;
- Negotiation of fire services agreements;
- Construction of the Charles Clark Medical Centre;
- The Tri- Municipal Highway 2A Industrial Land Strategies project;
- Construction of the Highway 543 extension and interchange;
- Formation of the Highwood River Advisory Committee;
- Supporting the Highwood River Flood Management Master Plan;
- Supporting the Sustainable Water Resource Management Plan;
- Supporting the Homelessness Partnering Strategy.

2.3 Intermunicipal Planning Framework

The IDP establishes a framework for intermunicipal planning; it provides the starting point for coordinated communication, information sharing, annexation processes, future joint planning initiatives, and planning for growth. It also facilitates project implementation and conflict mitigation between the two municipalities.

2.3.1 Town and MD Joint Statement on Intermunicipal Relations

During *the Planning for Growth* workshop series that was held as part of the IDP review process, representatives from the Town and the MD went through an exercise in order to compose a joint statement on intermunicipal relations. The statement reads as follows:

The Town of High River and the MD of Foothills will maintain a positive relationship based on mutual respect, clear and open communication, cooperation and collaboration. We will endeavour to carefully balance autonomy with unity, manage complexity and streamline intermunicipal processes. This will be facilitated through regular and consistent face to face meetings between staffs and intermunicipal committee members.

2.3.2 Intermunicipal Plan adopted in 2000

The Town and the MD Councils adopted the Town of High River/MD of Foothills IDP on November 6, 2000, Bylaw No. 3973/2000 and November 26, 2000 Bylaw No. 20/2000, respectively. Both municipalities had agreed that a negotiated intermunicipal development plan was the preferred means of addressing intermunicipal issues and that it represented the best opportunity for a continued cooperative working relationship.

The IDP adopted in 2000 identified an administrative process for the amendment of the Plan, a dispute resolution mechanism, and the ability to repeal the plan. It outlined general land use policies for agricultural, residential, commercial, industrial and institutional lands as well as open space, utilities and services, transportation uses and special areas. The plan also identified lands within the MD that might need to be annexed into the Town in order to accommodate future growth. The 2000 IDP was consistent with others of its time and reflective of the conditions and priorities that existed at the time. It has served both municipalities well.

Over the past ten years, conditions have changed, priorities have evolved and the typical scope of an IDP has increased to include matters that were not contemplated 10 or more years ago. The most significant change in the plan area came about as the result of the 2010/11 north annexation application made by the Town. This annexation included most of the lands that had been identified in the 2000 IDP for future growth. This necessitated

that discussions between the two municipalities occur in order to identify new areas to accommodate the long term growth of the Town.

The annexation negotiation process brought to light that the two municipalities believed the protection of riparian lands should be a priority. This had not been a significant consideration when the 2000 IDP was drafted and was not an item generally considered within the scope of an intermunicipal plan of the time. The identification of future non-urban development areas was another item not contemplated in early intermunicipal plans. At that time, the role of the rural municipality was generally considered to be the provider of land for the growth aspirations of the urban municipality. In recent years however it has been recognized that rural municipalities may have aspirations for growth as well.

It was determined by the Town and the MD through the annexation negotiation process that in light of current conditions, new priorities and the expanded scope now considered appropriate for intermunicipal plans, a review of the existing IDP was warranted.

2.4 The 2011 IDP Review Process

The Town of High River and MD of Foothills Intermunicipal Committee (IMC), which comprises representatives from both the Town and the MD, were given the mandate to review and update the IDP.

2.4.1 Memorandum of Understanding

In September, 2010 the Town of High River and the MD of Foothills endorsed a Memorandum of Understanding which states the following:

“The Town and the MD agree that a full review and amendment of the Intermunicipal Development Plan is necessary to ensure the plan continues to be relevant and provide benefit into the future.”

A copy of the Memorandum of Understanding is appended to this document as Appendix A.

2.4.2 The Planning for Growth Workshop Series

The initial step in the actual IDP review process was a series of workshops that were held with committee members, senior administration and planning staff. The *Planning for Growth* Workshops served as a foundation from which both municipalities reviewed the existing conditions and determined if the goals, objectives, and implementation of the

2000 IDP were still relevant under existing circumstances. The workshops provided an analysis of the existing circumstances, attempted to identify issues and opportunities that have emerged, and provided a forum for discussion and negotiation on a number of issues. A summary of these workshops is appended to this document as Appendix B.

2.4.3 The Accord

The Accord was drafted after the Planning for Growth Workshops and was intended to provide a summary of the items that the committee had agreement on. The Accord comprises a series of statements that lay the foundation for the new IDP including the Joint Statement on Intermunicipal Relations (Section 2.3.1). A copy of the Accord is appended to this document as Appendix C.

2.4.4 Public Consultation

In accordance with Section 692 of the Municipal Government Act, Councils must take measures to involve the public prior to adopting an Inter-municipal Development Plan. In addition to being a requirement under the Act, the Town and the MD agree that public participation is an important part of the planning process.

As an initial step in the public process, two open houses were undertaken as a joint endeavour in order to provide the public with information regarding the IDP review process and to seek their input. At the same time, an internet information piece with an associated survey was released. The information gathered assisted in the development of a draft IDP document.

An additional joint open house was held to give the public the opportunity to comment on the draft document and finally both municipalities conducted the mandatory public hearings on the IDP prior to approval.

Public Open Houses

Two public information sessions were held for the general public these were advertised in both the High River Times and the Western Wheel newspaper for two consecutive weeks. A survey was provided at the open houses and on the Town and MD websites to encourage feedback on the draft land use concepts. The purpose of the open houses was:

- To present information to the public on the intermunicipal planning process;
- To identify important issues; and

- To provide residents, land owners and other stakeholders with the opportunity to express their opinions on the IDP content and process.

Internet Survey

During the IDP review planning process, staff decided that the option to get information and provide feedback on the internet should be included as part of the public consultation program. Throughout the project, updates and information have been made available on both the Town of High River and the MD of Foothills websites. The survey that was distributed at the first two public open houses was also made available on both municipalities' websites for the public to provide feedback.

Public Review of the Draft IDP

During the process, a third public meeting was held to give the public the opportunity to provide comment on a draft version of the IDP. In addition, direct contact was made with some affected landowners in the plan area. The purpose of the third open house was:

- To inform area residents, land owners and the general public of the progress to date on the IDP; and
- To provide residents, land owners and other interested parties with the opportunity to review and comment on the draft IDP.

Following this public open house, staff reported back to the IMC on the feedback received. The plan was refined and presented to the Committee for their recommendation to proceed through the respective approval processes and the mandatory public hearing required by the MGA.

Public Hearings Process

Before final approval to the IDP, separate public hearings to address the proposed Plan were held by the MD Council on April 19, 2012 and the Town Council on April 23, 2012.

The submissions received at those public hearings were subsequently referred to the Intermunicipal Committee for consideration and preparation of a report back to the respective Councils. At the discretion of both councils, the document was then adopted by individual bylaws.

Final approval to the Town/MD IDP was given by the Town Council on May 28, 2012. Final approval to the Town/MD IDP was given by the MD of Foothills Council on May 24, 2012.

A copy of the Public Consultation Plan is appended to this document in Appendix D.

3.0 IDP Context

3.1 Plan Area

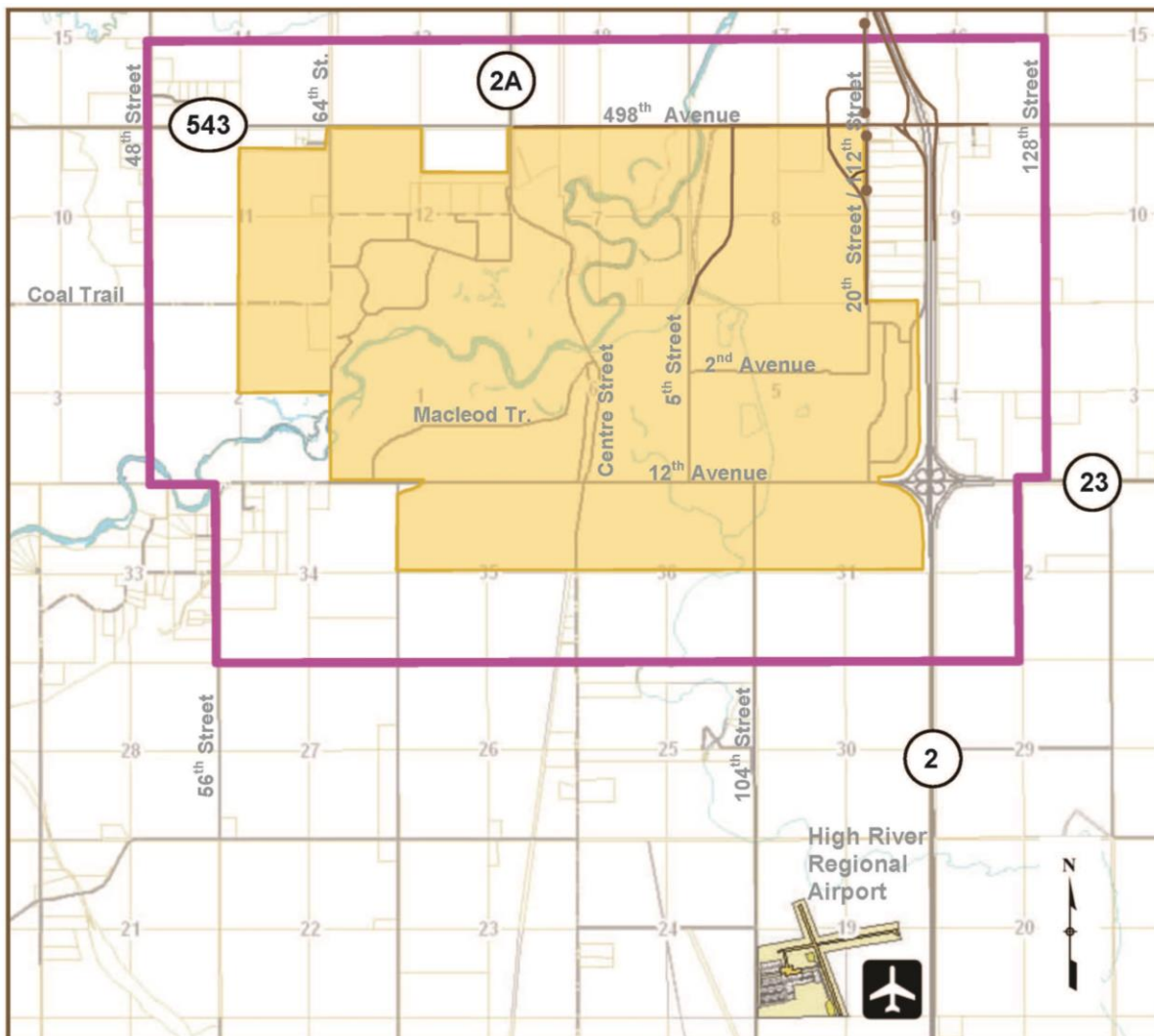
The Plan area for the Intermunicipal Development Plan determines which lands are subject to the goals and policy laid out in the IDP document. The plan area is different from the referral area which is discussed in **Section 7.2 - Referral Criteria for Both Municipalities**. The plan area was negotiated by the Intermunicipal Committee made up of elected officials from both municipalities and then endorsed by the respective municipal councils.

The plan area for the IDP is shown in **Map 3.1 – Plan Area**. It generally extends approximately one quarter section (1/2 mile or 800 meters) beyond the borders of the town into the MD. That distance has been extended where there are particular concerns; for example the flood prone areas south west of the town and lands along the east side of Highway #2. The entire town is considered to be inside the Plan Area.





Some of the relatively flat lands in the west portion of the plan area looking west.

Map 3.1 Plan Area



LEGEND

-  Plan Area
-  Town of High River Limits



Plan Area

**Intermunicipal
Development Plan
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3.2 Natural Physical Characteristics

The Plan area for the IDP encompasses lands with topography that ranges from flat to gently rolling. Lands closer to the River tend to be quite low lying, and much of the Plan area can be categorized as low-lying flat land. There are some lands in the south east and the north west of the Plan area that can be characterized as somewhat higher this is where the gently rolling areas can be found.



View of a rolling area on the west side of the Plan area

Within the town, the higher lands are generally east of 3rd street. The grade change from west to east is quite remarkable between 6th Avenue and 8th Avenue but becomes more subtle to the north as one approaches the river.



*Water tower hill (8th Ave. S. E.) in the Town of High River
(Google Street View)*

Much of the land from the MD's portion of the Plan area is cultivated for grain production but there is also some pasture that is used for grazing cattle or horses.



Cultivated lands on the east side of the Plan area looking southwest



View of pasture lands on the west side of the plan area near the Highwood River

The Plan area contains significant riparian areas along the Highwood River and the Little Bow River as well as important aquifer re-charge areas both inside and outside of town boundaries.



The Highwood River in the annexation lands NE of the town



Aquifer re-charge area east of Highway #2 (with Heron taking flight)

Much of the IDP Plan area is quite low lying land and prone to flooding from the Highwood River during the spring run-off. The south west and much of the southern portion of the Plan area as well as areas within the town are areas particularly prone to flooding

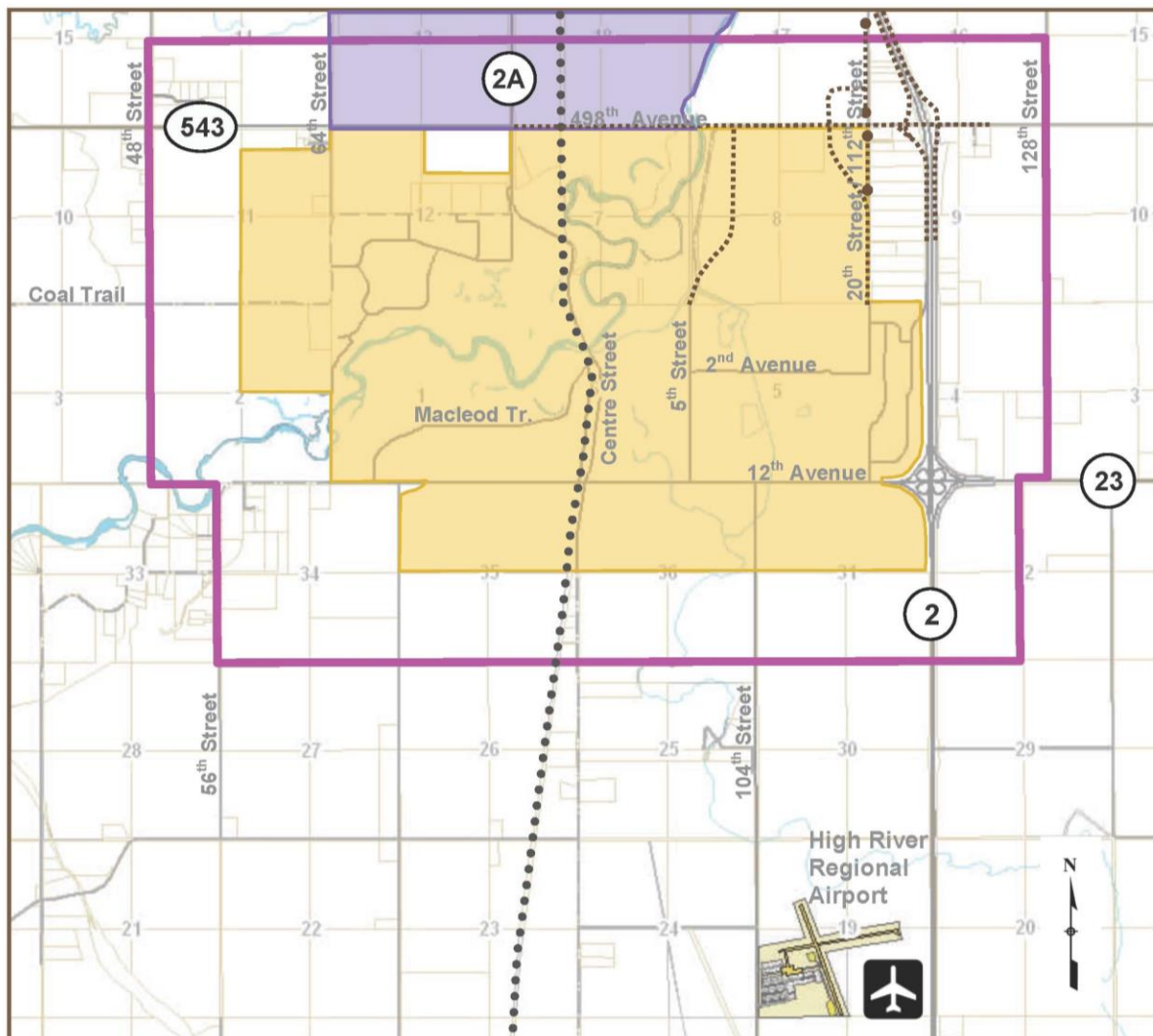
It is agreed by both municipalities that detailed analysis of the flood prone areas and associated policy regarding development of these lands is urgently required.

3.3 The Built Environment









There are many significant man made interventions in the MD's portion of the IDP plan area including transportation, and utility infrastructure systems. There is also a vast range of types of development throughout the plan area from apartments over commercial space in the downtown to the estate lots in Beechwood Estates within the town. Within the MD there is a range from high end country residential housing to industrial development and resource extraction. The majority of the lands within the town have been developed with the exception of the "Monteith lands" in the north half of section 35, portions of the Hamptons north of 3rd Ave and west of 20th Street and portions of the NE of section 31 (south of 12th Avenue west of Highway #2). Most of these lands are still being cultivated, with the exception of the Hamptons where many of the lots have been developed, but not yet built on. There is also a large natural area in the west portion of the town along the River, but this area has been designated a park (Mercer Park) and is not to be developed. The majority of the lands in the MD portion of the IDP area are still cultivated with a smattering of country residential development.



Map 3.2 Transportation Infrastructure



LEGEND

-  Plan Area
-  Town of High River Limits
-  Highway 2A Industrial ASP area
-  Numbered Provincial Highway
-  Paved Roadway—both in and out of town
-  Highway 543 Extension and Interchange Project
-  CPR Right of Way
-  Airport



**Transportation
Infrastructure
Intermunicipal
Development Plan
Review 2011/12**



3.3.1 Transportation Infrastructure

There are a number of significant transportation routes in the IDP plan area both in the town and in the MD. They are identified on **Map 3.2 – Transportation Infrastructure**.

Centre Street

Centre Street is the main north-south corridor in High River. It provides a gateway into High River from Highway #2A in the north. It crosses the Highwood River near downtown and is the connection between the North West neighbourhoods of High River and the rest of the town.



*Centre Street High River
(Google Street View)*

5th Street East

5th Street East is another important north-south road in the town. It provides the main access into the newly developed areas south of 12th Avenue and provides a connection between 12th Avenue and 3rd Avenue. Once the Highway 543 (498th Avenue) connection and interchange are complete, 5th street will be even more important as one of the main connections from the businesses along 12th Avenue and 498th Avenue and beyond to the north west neighbourhoods of High River.

12th Avenue South

At its east end, 12th Avenue is one of the gateways to High River bringing traffic into town from Highway #2. It is a major east-west transportation route within the town as well as a commercial corridor. In 2010/11 the town upgraded 12th Avenue to provide for two lanes in either direction as well as turning lanes from Centre Street, to the east.



12th Avenue South in High River

112th Street East / 20th Street

112th Street has traditionally been primarily a rural residential road. Recently though it has begun to see more and more through traffic, providing an alternate route from Highway #2 into High River. With the completion of the Highway #543 extension linking Highway #2 to Highway #2A, and the installation of the overpass where Highway #543 meets Highway #2, this road is likely to see a significant increase in traffic.

Highway #2

Highway #2 is a very significant north-south conduit. It was developed by Alberta Infrastructure and Transportation between the US border and Edmonton through Calgary as a primary trade route for use by heavy transport equipment. It is also a popular commuter route.

Highway 2A and 498th Avenue (Highway #543)

The lands along Highway 2A between Aldersyde and High River have been designated by the MD as an industrial corridor. The MD plans to focus the majority of their industrial development in this area. Highway 2A is intended to provide access to a host of industrial developments. 498th Avenue (called Highway #543 west of Highway 2A) has been extended in a joint venture by the Town of High River, the MD of Foothills and the Province of Alberta to provide access to the industrial corridor from the east at its south end without having to pass through the town. In 2011 this project was expanded to include an overpass at the junction of 498th Avenue with Highway #2.



Construction along 498th Avenue (Highway 543) in the north portion of the plan area

Highway #543 provides access from the 2A Highway and High River to the west to Highway #22 and the communities of Longview, Black Diamond and Turner Valley. East of Highway #2 498th Avenue provides a direct route to Blackie.



*Highway 23 Interchange at Highway #2
(Google Earth View)*

Highway #23

This provincial highway runs east from the “High River Overpass” and provides access to Frank Lake, Blackie and the County of Vulcan to the east.

Railway Lines

CP has a railway line that enters High River from Aldersyde to the north. This line used to travel south generally along Highway #2 to Fort McLeod, but the line is being

gradually discontinued. In recent years CP has used trackage south of High River for storing cars through the winter months; the line is now discontinued from 498th Avenue south.

High River Airport

The High River Airport is located in the MD of Foothills approximately 3.5km south of the Town of High River. While the airport is outside the IDP area, it was agreed by the two municipalities that it is of sufficient mutual interest that some policy with respect to the airport should be included in the Intermunicipal Development Plan.

3.3.2 Utility Infrastructure

While there has been little development outside of the town in the plan area to date, there is significant utility infrastructure. Some of this infrastructure is regional, such as electric transmission lines and substations and some is sub-regional, such as the wastewater and water servicing infrastructure that extends north of the town and into the Highway 2A Industrial corridor, north of the plan area

Electrical Transmission Lines and Substations

There are currently a number of electrical transmission lines that run through the plan area as well as a substation just north west of the town see **Map 3.3 – Utility Infrastructure**. The *South Foothills Transmission Project* proposed by Alta Link may result in additional transmission lines being constructed within or adjacent to the plan area.



Utility Infrastructure in the NW portion of the plan area

Wastewater and Water Service

The Town pumps all wastewater through the mainline to the wastewater treatment plant located 2 km north of the town in the Highway 2A Industrial Corridor in the MD.

Water to service the town is withdrawn from the Highwood River and treated at a plant located adjacent to the east end of George Lane Park. From there it is pumped through the Town's network of water service lines. There is also a water line that runs from the town water treatment plant north to service the Highway 2A Industrial corridor and other lands in the MD. In addition, preparations are underway for a water line that will run south from the treatment plant to service lands in the MD, including the Airport and the Hamlet of Cayley. The Town and the MD have undertaken a joint Sustainable Water Resource Management Plan the results of which may impact future joint servicing agreements with respect to water.

3.4 Important Historical or Cultural Features

There are a number of important historical or cultural features in the High River area; many of them are located within the town itself, some in the north annexation area and some in the MD. Sites within the town include George Lane Memorial Park, The historic murals located throughout the town, Museum of the Highwood, and Sheppard Family Park.

George Lane Memorial Park

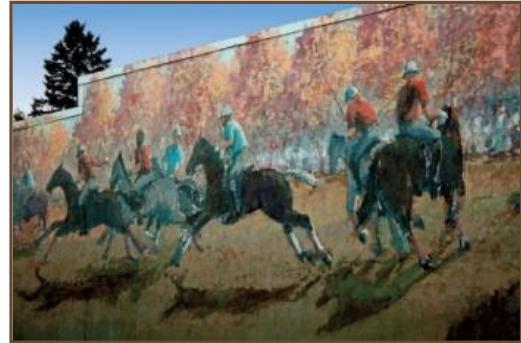
George Lane Memorial Park and Campground is operated by the Highwood Lions Club for the Town of High River. George Lane was an early pioneer in the High River area, best known for his affiliation with the Bar U ranch and as one of the "Big Four" who started the Calgary Stampede. He gave a large parcel of the land along the Highwood River to the Town of High River, in lieu of taxes, with the provision that it would always provide a place where children could go to have fun, no matter how rich or how poor they might be. In 1951, the donated land was officially named the George Lane Memorial Park. Later, during the period from 1951 through 1960, a campground was added and the park became known as the George Lane Memorial Park & Campground.



Medicine tree display and band stand in George Lane Park

Murals

A collection of 16 murals adorns the sides of buildings throughout downtown High River. The murals profile some of the people and events that have helped to shape the town and surrounding area and include a depiction of the Old Women's Buffalo Jump, a polo match, a cattle drive and a number of famous citizens of the area. A walking tour brochure, available through the Town office or on the Town's website, provides directions and a short description of each mural.



Museum of the Highwood

The Museum of the Highwood is located in a sandstone structure that was originally part of the Canadian Pacific Railway station in Calgary. When Calgary outgrew the facility the two parts were disassembled and shipped to two locations in southern Alberta. The rebuilt High River station was opened to the public in 1912. CP Rail closed the station in the mid-1960's and the building was then purchased by the Town. The Museum of the Highwood moved into the old station in 1973. A fire forced the temporary relocation of the building in July 2010. Since then, it has undergone extensive restoration. Once restoration work is complete, the building will once more house the museum society and its collections. The building is considered historically significant and is on the Canadian Register of historic places as both a Municipal Historic Resource and a Provincial Historic Resource. The Museum of the Highwood as an institution is a trusted repository for the material culture of the Highwood area, as well as an award-winning interpretive and educational facility.



Museum of the Highwood

Sheppard Family Park

This park is the former site of Ruth Maccoy's family homestead. She donated the land and buildings to the people of High River upon her death in 1995. The High River Rotary Club formed the Sheppard Family Park Society in 1996 and set about preserving and developing the park. The Park celebrates High River area history, especially the 1880's to 1920's and how agriculture facilitated the settlement of the town. One of the main events at the park is the annual old fashioned threshing bee.



Ruth Maccoy's cabin at Sheppard Park

In lands contained in the MD portion of the plan area there is the location of the former RCAF Air Station and the High River Agriculture Society Rodeo Grounds.

RCAF Station High River

In the NE portion of the 2011 annexation application lands (NE of Section 8) is the site of the RCAF Station High River which operated from 1921-31. It was reactivated as No. 5 Elementary Flying Training School (EFTS) in 1941 to train pilots for wartime service and then closed down for good after the war. Currently, there is one large building remaining from the airport that has been re-purposed by a home building company and the remnants of the airstrip are still evident in aerial photographs.



High River Station ca.1922 when it was still being operated primarily for civic purposes – spotting wildfires etc.

High River Agriculture Society Grounds

Also north of the town along Highway #2A the High River Agriculture Society rodeo grounds are the home of High River's annual Little Britches Rodeo as well as the Guy Weadick Professional Rodeo and Chuckwagon Races.



Grandstand (left) and Indoor Arena Building (right) at the High River Agriculture Society Grounds

Policy 3.4.1 The Town and the MD agree that protecting and preserving historical and cultural resources in the IDP area is important and should be supported.

3.5 Opportunities and Constraints for Future Development

Opportunities

There are many opportunities for future development in the IDP area. The location of Highway#2 within the plan area provides opportunities for future development particularly between the overpass at Highway 23 and the future overpass at 498th Avenue. The 498th Avenue interchange and the connection between Highway #2 and Highway 2A will also provide better access to the north and northwest portions of the IDP area.

The lands located in the Highway 2A Industrial ASP area as well as the IDP Area benefit from this access and the potential for servicing with water from the Town and the collection and treatment of wastewater via the Town's wastewater treatment system.

Most of the lands in the IDP area are proven agricultural lands and afford good opportunities for continued agricultural production into the future with good soils and reasonable drainage.

The Highwood River and its riparian areas provide opportunities for recreation and the preservation of wildlife habitat in addition to aquifer recharge, storm run off management and clean water for drinking. It also provides some beautiful and highly desirable building sites. The careful management of this resource is of paramount importance and it has been agreed by both municipalities should be a priority.

Constraints

The uncertainty around the availability of water to accommodate future development is one of the primary constraints to future development in the IDP area. The capacity of the Highwood River is limited and the status of the area's aquifers has yet to be determined. The Town and the MD have jointly commissioned a Sustainable Water Resource Management Plan with the hopes that a detailed study will provide more certainty around the availability of water.

While the Highwood River provides opportunities for development in the plan area, it also provides constraints. The Highwood is prone to flooding during spring run-off and as many of the lands in the plan area are relatively low lying, there is risk of flooding. The Highwood has proven to be a dynamic and unpredictable river at times and both municipalities agree that further study of flood risk is necessary for several areas of the IDP area. A detailed analysis of the flood risk along the Highwood River is currently underway with the support of both the Town and the MD.

4.0 Sustainability and Environmental Management

Sustainability and Environmental Management, while closely linked are not the same thing. Sustainability is about managing the assets and resources that you have in the present in such a way that their future use is not compromised. The principle of sustainability can be applied to environmental resources (or natural capital) but can also be applied to the economy, social and cultural resources and governance. Thus careful environmental management is one component of achieving sustainability.

4.1 Sustainability

The Town and the MD have both demonstrated a commitment to sustainability by including principles for sustainability in their Municipal Development Plan's (MDP's) and by completing Integrated Community Sustainability Plans (ICSP's) that address how they intend to implement environmentally friendly planning and infrastructure in order to support all the dimensions of sustainability. Both municipalities have also begun work on Growth Management Strategies.

Policy 4.1.1 The Town of High River and the MD of Foothills agree to be ever mindful of the impact on future generations of the decisions we make today.

Policy 4.1.2 The Town of High River and the MD of Foothills agree to cooperate to mitigate negative impacts of development on the sustainability of the region's environment, economy, society, culture and government.

4.2 Environmental Management

The Town of High River's Municipal Development Plan (called the Town Plan) states that one of the Town's goals is to "protect and enhance the integrity of the natural environment while preserving the associated recreation opportunities and respecting the natural constraints."

The MD of Foothills Municipal Development Plan (MDP2010) states that one of the MD's goals is to "protect the Municipal District's natural capital with emphasis on the Environmentally Significant Areas, surface water features and landscapes of high scenic value for future generations."

It was agreed during the *Planning for Growth* workshop series that was undertaken by the Intermunicipal Committee in early 2011 that one of the common goals shared by the

Town and the MD is the commitment to protecting and preserving the integrity of environmentally significant areas. In this case environmentally significant areas include all riparian areas within the IDP area, particularly those along the Highwood River.

The need to give special consideration to these lands was also identified during the annexation negotiation process in 2010. In the Annexation Agreement lands in the flood plain (including the floodway and flood fringe) as delineated in **Map 4.1– Undevelopable Lands in the Annexation Territory** (as may be updated from time to time) were identified as “undevelopable” and were given special consideration. The following statement was included in Section 2.4 of the 2010/11 North Annexation Agreement signed by both municipalities:

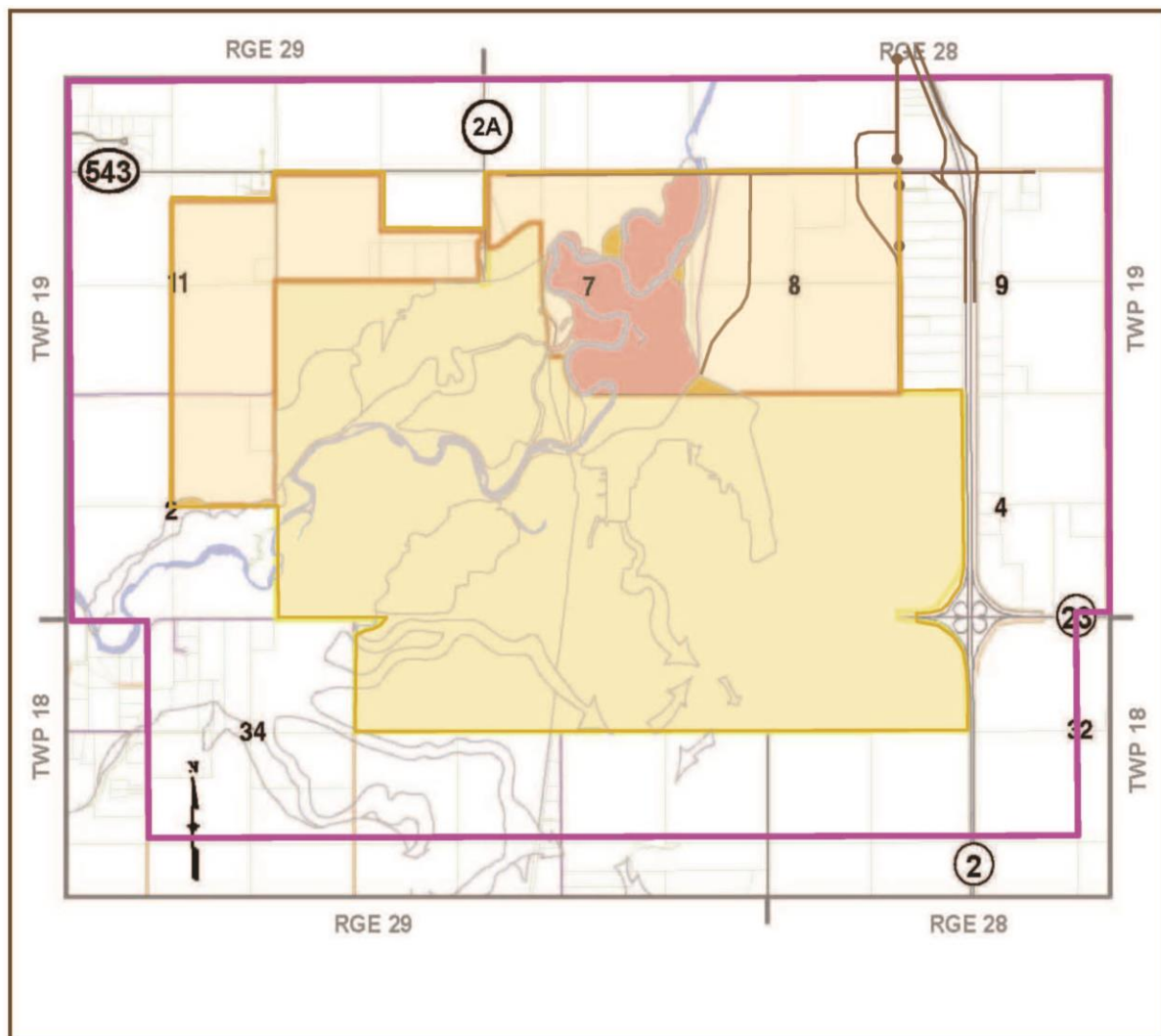
Following the issuance of an Annexation Order, the Town and MD of Foothills commit to work cooperatively on developing policies for that part of the Annexation Territory that has been identified in this document (refer to map) as undevelopable lands and to include such work as part of the Inter-Municipal Development Plan review and future joint planning initiatives.

Policy 4.2.2 The Town of High River and the MD of Foothills agree to work together to preserve and protect environmentally significant areas within the intermunicipal plan area for the benefit of future generations.








Highwood River from George Lane Park in the Town of High River

Map 4.1 Undevelopable Lands in the Annexation Territory



LEGEND

-  Town of High River Limits 2011
-  Plan Area
-  2010/2011 North Annexation Area
-  Floodway
-  Flood Fringe

Area Estimates:

Flood Fringe Area ~ 22.5 acres

Floodway Area ~ 324 acres

This map taken from *Map 2—Undevelopable Lands in the Annexation Territory* in the Town of High River and MD of Foothills Annexation Agreement of 2010.



**Undevelopable
Lands**
Intermunicipal
Development Plan
Review 2011/12



During the *Planning for Growth* workshop Series, Intermunicipal Committee members were asked to discuss a potential future land use scenario for the plan area. There were many factors that were taken into account in the land use scenario discussions. These include: the intentions and the interests identified by each municipality, existing development or approvals in place, major landscape features, flood-prone areas, transportation systems, servicing considerations, agricultural land productivity, the location of Western Feedlots, the functionality of the Highway #2A Industrial Corridor, Highway #2, town gateways, and the presence of environmentally sensitive lands along the Highwood River.

After ongoing discussion, a Future Land Use Scenario was developed. The result is shown in **Map 5.1 –Future Land Use Scenario**. This map identifies proposed land uses for undeveloped lands in the plan area. It should be noted that it is not being proposed that any lands in the IDP area be re-zoned at this time. The Future Land Use Scenario is intended to provide a guideline for landowners, developers and the general public as to which types of uses are likely to be contemplated in each area of the plan. The Future Land Use Scenario provides a framework for further planning in the IDP area.

5.1 Scenario Map and Future Study Areas

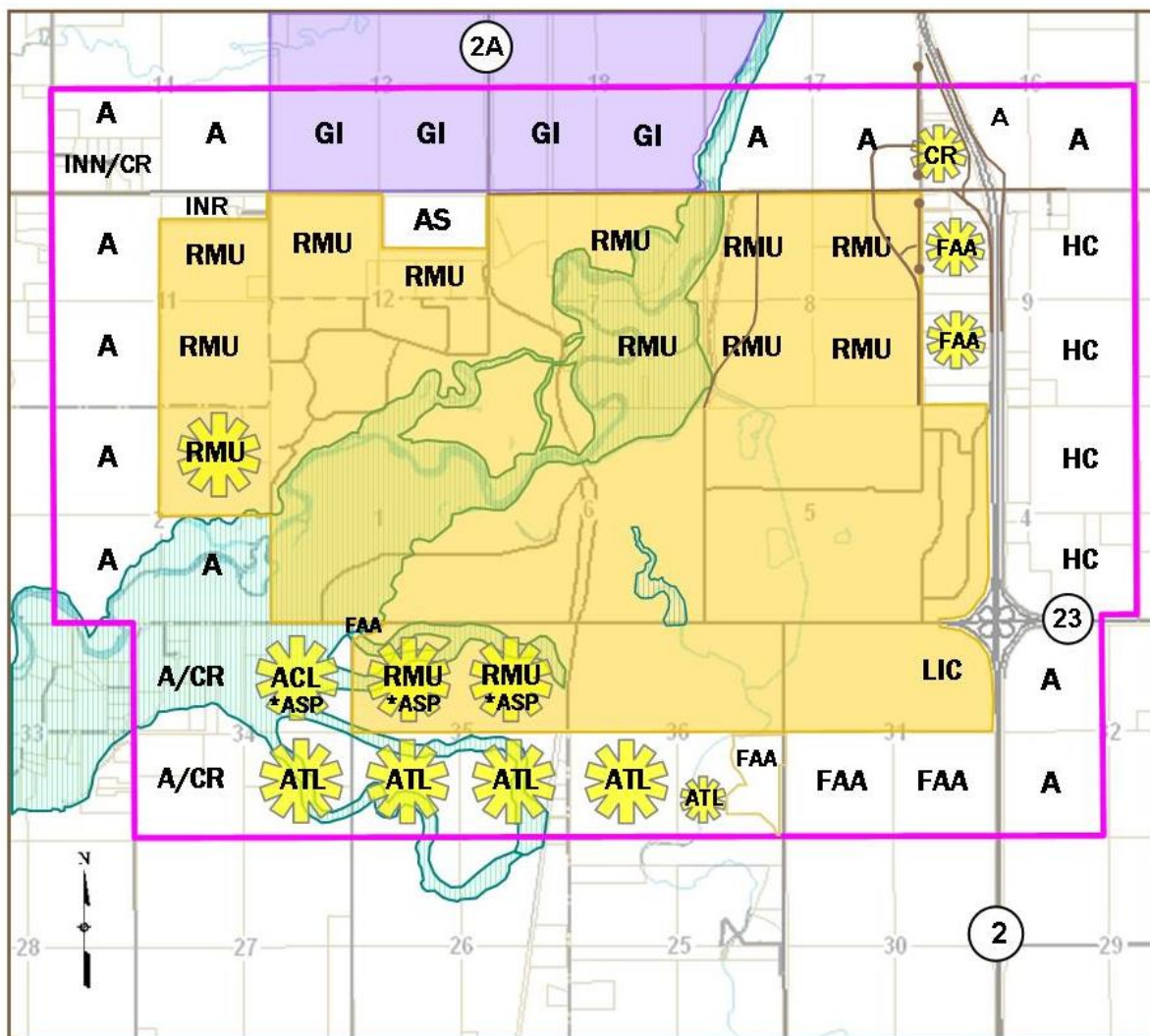
The Future Land Use Scenario map is intended to provide guidance for evaluating future development proposals by indicating what types of uses the two municipalities have envisioned over the next 20-30 years for the plan area.

It should be noted that when lands are marked with a yellow asterisk, it indicates that the Town and the MD have agreed that further study is required before an appropriate future land use can be determined. These lands may have a propensity for flooding or there may not be a clear picture of the desires of the land owners in the area thus neither municipality favors identifying a future land use for these lands prior to sufficient technical study being undertaken. It should be noted that the MD of Foothills does have an ASP in place (Meadow Creek ASP, approved in 2002) in the NE quarter of section 34. It should also be noted that the Town has expressed an interest in the four quarters adjacent to the current southern boundary of the Town for future growth. However, if the technical study indicates that these lands are unsuitable, they will look at other portions of the plan area to determine suitability for development.




Policy 5.1.1 Any proposed rezoning which is not consistent with the uses indicated in Map 5.1 - Future Land Use Scenario shall require an amendment to the IDP.

Policy 5.1.2 Re-zoning for the purpose of mining gravel deposits shall not be considered inconsistent and thus shall not require an IDP amendment.

Map 5.1 Future Land Use Scenario - Amended 2018



LEGEND

- | | |
|---|---|
| A | Agriculture |
| ACL | Cluster Residential with ER and Agricultural Balance |
| A/CR | Some Country Residential with Balance Agriculture |
| ATL | Agricultural Transition Lands |
| AS | Agricultural Society |
| CR | Country Residential |
| HC | Highway Commercial |
| FAA | Future Annexation Areas |
| GI | Gateway Interface in Highway 2A Industrial ASP Area |
| INR | Industrial Rural (Previously Zoned) |
| LIC | Light Industrial Campus |
| RMU | Residential Mixed Use |
|  | Special Environmental Areas (SE) |
|  | H2A/ASP Area |
|  | A yellow asterisk indicates that lands will be subject to further study |
| *ASP | indicates there is an approved area structure plan in place |



**Future Land Use
Scenario**
**Intermunicipal
Development Plan
Amended 2018**



5.2 (A) - Agricultural Areas

Both the Town of High River and the MD of Foothills in their Municipal Development Plans, discuss the importance of minimizing the impact of development on agriculture. One way of doing this is to designate areas around urban municipalities where development will be encouraged or supported and other areas where development will generally be discouraged in favour of preserving un-fragmented agricultural parcels.

In the future growth scenario presented in this IDP the Town and the MD have indicated where urban growth is likely to occur (FAA), where commercial development is likely to be supported (HC) and where subdivision will generally not be supported (A). Not to be confused with future urban growth areas, lands with the (A) - Agricultural designation are intended to support continued low intensity agricultural production into the foreseeable future. Subdivision of these lands, even into smaller agricultural parcels will generally not be supported other than to remove a first parcel out from an un-subdivided quarter.

Intense development of these lands has generally been ruled out either due to the suitability of the land for agriculture or because of its unsuitability for future urban growth.

Policy 5.2.1 Subdivision of lands designated as (A) in the Future Land Use Scenario should not be supported other than to remove a first parcel out from an un-subdivided quarter section.

Policy 5.2.2 Annexation by the Town of lands designated as (A) – Agricultural Areas in the Future Land Use Scenario may be considered in the future if other potential annexation areas are deemed unsuitable due to flood risk.

Policy 5.2.3 Annexation of lands designated A in the Future Land Use Scenario shall require an amendment to this plan.

5.3 (ACL) - Cluster with Environmental and Agricultural Balance

There is one quarter section in the IDP area within the MD where there is an approved ASP in place for a cluster development. This quarter section was given its own future land use, (ACL) – Cluster with Environmental and Agricultural Balance, which reflects the provisions of the ASP as adopted.

The Meadow Creek ASP was adopted by the MD of Foothills on October 21, 2002, Bylaw 191/00. This plan contemplates a cluster of 19-24 Residential Units and 2 Commercial lots clustered on 10.3 acres with the lands around Baker Creek being designated as Environmental Reserve Easement, Conservation Easement or

Environmental Protection District (45 ac) and the balance of the quarter section remaining as agricultural land.

5.4 (_/CR) – Mixture Country Residential and Another Land Use

5.4.1 (A/CR) – Agriculture and Country Residential

This designation was given to lands in the south west portion of the IDP area where there is currently a mix of agricultural activities and country residential development, and there exists some potential for additional country residential development of a similar nature. These areas may be appropriate for residential development but only where it can be demonstrated that the land is not in the floodway. Updated flood risk maps for the Highwood River are currently being undertaken. Further subdivision and development will not be supported on lands that are determined to be in the floodway.

Policy 5.4.1 Subdivision and development should not be supported on lands with the (A/CR) designation that are determined through mutually supported study to be in the floodplain of the Highwood River.

5.4.2 (INN/CR) – Industrial Natural Resource and Country Residential

This designation was given to 80 acres of land in the north west portion of the IDP area where there are currently a number of country residential parcels along with a parcel owned by the MD that is zoned INN – Industrial Natural Resource to allow for the extraction of gravel.

Notwithstanding the fact that the Intermunicipal Committee felt that it would be appropriate to acknowledge the existing land uses on the southern portion of this quarter section, they did not feel that this was an area where development should be supported and so the north half of the quarter was given the designation of A – Agriculture.

5.5 (ATL) - Agricultural Transition Lands

It is recognized by both the MD and the Town that the lands along the southern border of High River are in many respects well suited for annexation into the Town. There is provision for good connectivity of streets and pathways and development in this direction would put the town “centre” back in the centre of town. However some of these lands are low-lying and may have issues with respect to flooding and storm-water management. In addition, some of the lands are well suited to agricultural production, some are alluvial

aquifer or aquifer re-charge areas and some have gravel deposits that should be exhausted prior to any development taking place.

Both municipalities agree that further study is required in order to determine best use for these lands. Therefore, these lands have been given the designation of (ATL) – Agricultural Transition Lands recognizing that once further study and requisite planning has been completed, they could transition from agriculture into other uses. Until further study and planning is undertaken, only minimal low density subdivision would be considered appropriate for this area. It is unlikely that applications for re-designation, other than to allow for gravel extraction, would be supported until such time as adequate study has been undertaken, risk for flooding has been determined and the two municipalities have agreed as to what the future land use in the area should be.

Policy 5.5.1 The Town and the MD agree to work cooperatively to undertake the necessary study to determine the most appropriate future use of the (ATL) lands in the IDP area.

Policy 5.5.2 Until such time as appropriate study and planning has been undertaken for the (ATL) lands IDP area, only low density subdivision should be considered appropriate.

5.6 (CR) - Country Residential

This designation was given to lands within the IDP area north of 498th Avenue, east of 112th Street (or 20th Street) and west of Highway #2. The dominant land use is currently Country Residential and it is not anticipated that this will change in the foreseeable future. These lands have been given a yellow asterisk indicating more study is required due to the fact that the landowners' wishes are not known and there are drainage issues in some portions of the area.

The Town and the MD intend to initiate a series of meetings with landowners along 112th Street (or 20th Street) south of 498th Ave. to try to achieve a collective vision for the area. It was deemed appropriate by the IMC that landowners from the (CR) area be included as well in these discussions. It is hoped that a collective vision can be achieved for the area and that an appropriate planning and policy framework can be put in place.

Until such time as a policy framework is established for this area it is anticipated that it will remain much as it is at this time.

The Town and the MD agree that the landowners of property in the (CR) area should be included in a consultation process with other landowners between 112th Street (20th Street) and Highway #2 in the IDP area to determine if a collective vision for the future of this area can be determined.

Policy 5.6.1 Until such time as a policy framework is put in place only low density country residential development should be supported in the (CR) area.

5.7 (FAA) - Future Annexation Areas

Notwithstanding the fact that the Town annexed land in 2011/12 that should supply their development needs for the next 30 years; the Town of High River and the MD of Foothills agree that it is appropriate to identify areas where the Town is likely to grow in the distant future.

Lands marked with a FAA on the future land use scenario are lands that are outside the current boundaries of the town that are considered appropriate for future growth for the Town of High River in the long term (beyond 30 years).

Regarding the Country Residential area designated as FAA, until determined otherwise jointly by the Town and MD, or until land is annexed by the Town of High River it is expected that only minimal low density subdivision will be considered appropriate for this area. A more comprehensive or extensive development application could be considered if it included an urban overlay that was in keeping with future plans for the Town. Any comprehensive plan for this area would also require appropriate technical study addressing servicing, transportation infrastructure and stormwater management.

The area designated as FAA south of the Light Industrial Campus (LIC) area is also reserved for future expansion of the town. Until it is annexed by the Town, any planning proposals shall be consistent with the (A) – Agriculture policy area as outlined in Section 5.2 of this document.

Policy 5.7.1 The Town and the MD agree that in order to preserve some areas for future growth of the Town, any development proposed for the (FAA) lands in the existing country residential area east of 112th Street should be compatible with future urban development.

Policy 5.7.2 A comprehensive application in the country residential (FAA) area shall require appropriate technical study addressing transportation, servicing and stormwater management.

Policy 5.7.3 For (FAA) Future Annexation Areas adjacent to the (LIC) Light Industrial Campus area, only those uses consistent with the (A) Agriculture area policy shall be considered appropriate until jointly determined otherwise by both municipalities or until the land is annexed by the Town.

5.8 (GI) - Gateway Interface

There are lands located in the IDP area that are also part of the Highway 2A Industrial ASP (H2AISP). In that plan, the lands were given the designation Gateway Interface (GI) to acknowledge the importance of this area as a gateway into and out of the town.

In the H2AISP it is stressed that comprehensive and collaborative planning should occur here in order to “ensure that land uses and development forms within the GI policy area should be sensitive to the urban/rural transition between the Town of High River and the MD of Foothills”. The H2AISP also suggests that the potential for road and pathway alignments that interface with the Town of High River’s systems should be considered for this area. In consideration of maintaining an attractive gateway area the H2AISP dictates that development on these lands will be subject to the “Enhanced Design Guidelines” provided in the appendices of the H2AISP.

Policy 5.8.1 The Town and the MD recognize that the (GI) area of the IDP is also part of the Highway 2A Industrial ASP a statutory plan, and are subject to the policy framework provided in that document in addition to any relevant policy in this Intermunicipal Plan.

5.9 (HC) - Highway Commercial

The lands in the IDP area along the east side of Highway #2 between Highway #23 and 498th Avenue afford considerable opportunity for some type of highway commercial development. These lands have excellent highway access and visibility and could provide a suitable location for a variety of commercial uses.

In light of the significant opportunity in this area for commercial development, both municipalities agree that to support residential development in this area would be counterproductive. Therefore no further residential development is supported for this portion of the IDP area.

Both municipalities agree that it would be beneficial to undertake a joint study to determine what specific uses should be contemplated as well as to provide guidance on the most appropriate timing to initiate a comprehensively planned commercial area. In the mean time these lands have been designated as future highway commercial areas in the future land use scenario. Further details on the joint initiative for this area are outlined in section 6.3.2 of the Intermunicipal Development Plan.

In discussions regarding appropriate future land uses in this portion of the IDP area, it was agreed that the possibility exists here for some type of joint venture that would involve servicing agreements and revenue sharing opportunities. It was also agreed that attention will have to be paid to the visual impact that development of these lands may

have on the entranceway to the town and to the Highway itself. It is suggested that some degree of joint planning should be undertaken for the development of this land in advance of any significant subdivision taking place.

Policy 5.9.1 The Town and the MD agree that there exists an opportunity for some type of commercial development along the east side of Highway #2 between Highway #23 and Highway #543 (498th Avenue).

Policy 5.9.2 The Town and the MD agree that residential development should not be supported in the (HC) portion of the IDP area.

Policy 5.9.3 The Town and the MD shall undertake a joint planning initiative to be described in section 6.3.2 of this plan to facilitate the development of a mutually beneficial commercial development in the (HC) area.

Policy 5.9.4 Subdivision and development of the HC area should not be supported until mutually acceptable joint planning has been undertaken.

5.10 (LIC) - Light Industrial Campus

The Intermunicipal Committee agreed during the *Planning for Growth* workshop series that it was appropriate to discuss undeveloped lands within the Town's borders in the Intermunicipal Development Plan, especially when those undeveloped areas are adjacent to lands in the MD and the proposed development could have significant impact on the MD. There is an undeveloped quarter section within the Town boundary that lies south of 12th Avenue between 18th street and Highway #2. This land is presently agricultural and is located along one of the main gateways in and out of the town, and along Highway #2.

The Town envisions this area as a light industrial/green eco-park. The types of uses contemplated include light industrial and some mixed use (office or commercial) but will not focus upon commercial uses. The area has been designated (LIC) – Light Industrial Campus in the Future Land Use Scenario in the IDP to reflect this intended use. This area has also been contemplated as a suitable location for some type of post-secondary education campus. It should be noted that while light commercial/industrial uses may be considered here, heavier industrial uses are not considered appropriate. Attention will need to be given to design guidelines for these lands due to their location along a gateway to and from the town.

Policy 5.10.1 The (LIC) portion of the IDP area is considered by both municipalities to be an appropriate location for a future light industrial or commercial campus or for a post secondary institution.

Policy 5.10.2 Heavy industrial uses shall not considered appropriate for the (LIC) portion of the IDP area.

Policy 5.10.3 Development in the (LIC) portion of the IDP area shall be subject to design guidelines to recognize the importance of this area as a gateway to and from the town.

5.11 (RMU) - Residential Mixed Use

The Residential Mixed Use designation was allotted to the majority of the lands that were part of the 2011 north annexation by the Town that came into effect January 1, 2012 as well as to undeveloped areas within town borders that have an approved ASP in place that calls for residential development with a mixed use component.

It is anticipated that the predominant land use in these areas will be residential, but that supporting recreational and contextual commercial uses would be distributed throughout as deemed appropriate by the Town through due planning processes.

Policy 5.11.1 The portions of the IDP area that are designated (RMU) shall be planned by the Town of High River as predominantly residential areas with contextual supporting land uses as deemed appropriate by the Town through due planning process.

5.12 (SE) - Special Environmental Area

Both the Town and the MD in their Municipal Development Plans express a commitment to protecting and preserving the integrity of environmentally significant areas. The majority of the environmentally significant areas in the IDP area comprise of the riparian lands along the Highwood and Little Bow rivers. As mentioned in Section 4.2 of this document, the lands along the Highwood were given special consideration in the 2010/2011 North Annexation Agreement between the Town and the MD. In addition, throughout the IDP review process concern has been expressed by both municipalities for the Highwood and Little Bow rivers and their associated riparian areas.

In order to demonstrate their joint commitment to protecting and preserving these special environmental areas; lands determined to be in the floodway of the Highwood and Little

Bow Rivers has been given the designation (SE) Special Environmental Area. The (SE) area, as currently accepted is illustrated on **Map 5.2 – Flood Mapping** and coincides with the floodway designation in the Land Use Bylaws of the Town. It is anticipated that the Flood Management Master Plan that is currently being undertaken with the support of both municipalities will provide an enhanced understanding of the current floodplain of the Highwood River. Both municipalities have agreed that the extent of the (SE) area will reflect the most recent mutually accepted floodway mapping data and may be amended from time to time. It is expected that the (SE) area will be amended appropriately when the Flood Management Master Plan is complete.

Joint planning, consultation and referrals are envisioned for the undeveloped lands in the SE area. The requirements for referrals will be discussed in **Section 7.7 Referral Criteria for Both Municipalities**. The joint planning contemplated for this area will be discussed in more detail in **Section 6.3.1** of this document.

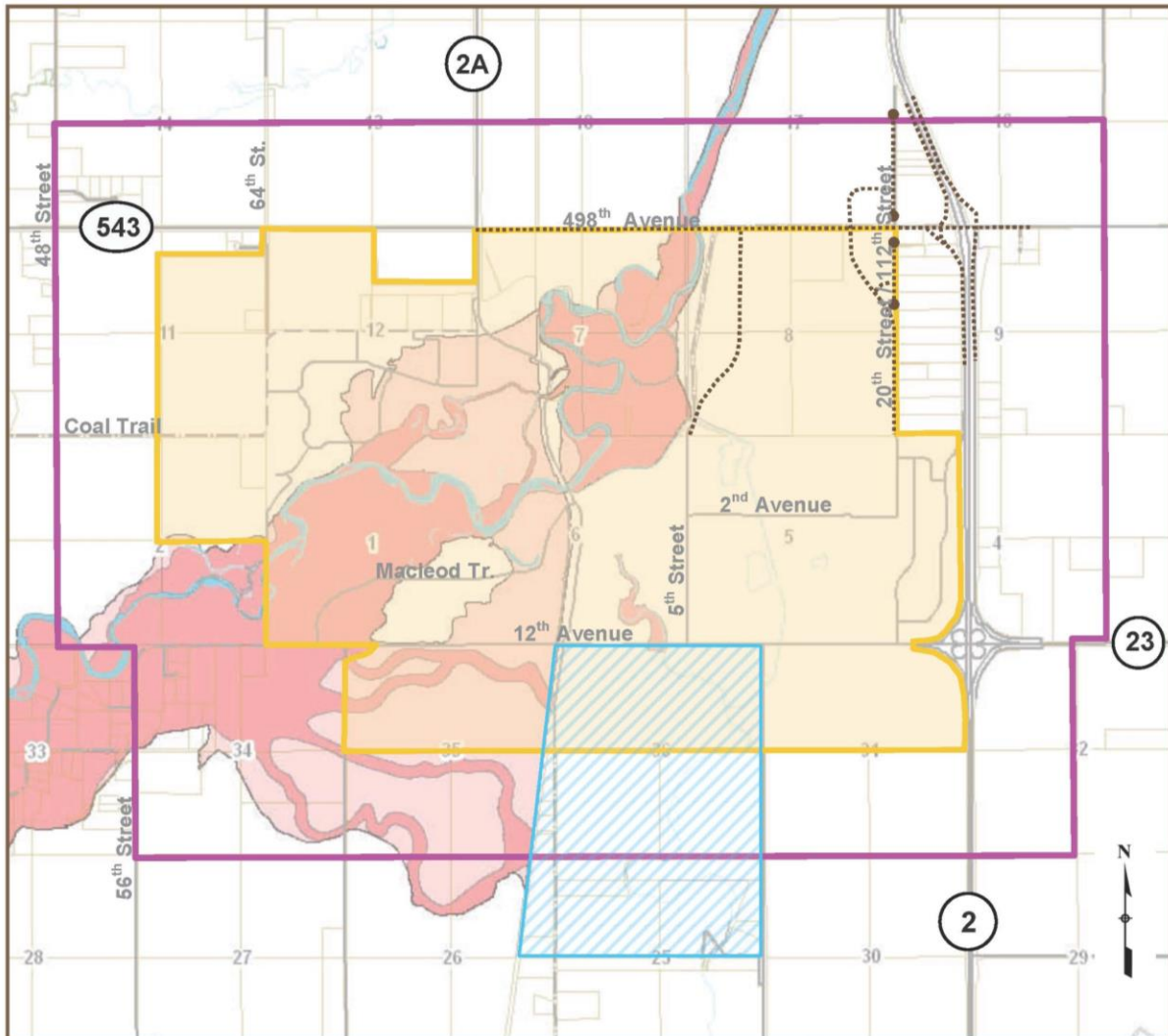
Policy 5.12.1 The Town of High River and the MD of Foothills agree to cooperate to protect and preserve the riparian areas of the Highwood and Little Bow Rivers.

Policy 5.12.2 The (SE) area of the Intermunicipal Development Plan area is comprised of the floodway lands in the Plan area as delineated in Map 5.2 – Flood Mapping which may be amended from time to time as mutually acceptable updated study becomes available.

Policy 5.12.3 Planning and development in the (SE) area under the jurisdiction of either municipality shall require a referral process as outlined in Section 7.7 of the IDP.

Policy 5.12.4 The Town and the MD may undertake a joint planning initiative to be described in section 6.3.1 of this plan to facilitate future development of interconnected pathway and open space systems in the (SE) area.

Map 5.2 Flood Mapping



LEGEND

- Floodway
- Flood Fringe
- Under review since 2008
- Intercommunity Development Plan area
- Town of High River

Note: Flood Plain = Floodway + Flood Fringe



Flood Mapping
Intermunicipal
Development Plan
Review 2011/12



5.13 Open Space and Recreation

The Town and the MD both recognize the potential for cost savings and better services for their residents by approaching open space and recreation from a regional collaborative perspective. Cost sharing arrangements for joint recreation facilities and collaborative planning on regional pathway systems are examples of how these benefits can potentially be realized.

Policy 5.13.1 The MD of Foothills and the Town of High River agree to seek opportunities for cooperation and collaboration where ever possible in the development of open space and recreation facilities.

5.14 Flood Assessment and Mitigation

Throughout the IDP review process, concern has been expressed by citizens and elected official alike about the impact of flooding on the lands in the IDP area and the responsibility that both municipalities share in preventing higher intensity development from occurring in areas where the flood risk is high.

In 2010 the Town of High River passed a motion to form the Highwood River Advisory Committee. This ad-hoc committee is made up of two representatives from the Town, two members from the MD and two members from the High River/Foothills Flood Management Committee. The Committee's priority is to "promote sustainable development not prone to future flood damage and promote appropriate and sustainable measures to protect existing properties" (*Resolution #117/2011 Town of High River made Feb 28th, 2011*). To this end, and in order to ensure that both municipalities are able to make development decisions and emergency planning decisions using the best information possible, the Highwood River Advisory Committee with the support of both municipalities engaged a consultant early in 2011 to undertake the development of a Flood Management Master Plan.

It is expected that the results of this study will impact the extent of the flood plain area that comprises the (SE) or Special Environmental area of this IDP. When the results of the study are available, this plan may be amended as required to reflect this new information.

6.0 Joint Initiatives

Municipalities can realize a number of benefits by undertaking joint planning initiatives in areas that are of interest to both parties. These benefits may include:

- Strengthening of relationships through working cooperatively;
- Efficient use of limited planning staff, consultants, and other resources;
- Cost savings achieved through reducing duplication of effort;
- Better public understanding and acceptance of the process;
- A more coordinated cooperative planning process,
- More effective community engagement due to consistency of people and messages, and
- Reducing potential for disputes over planning decisions.

The MD and the Town have both recognized the value of joint planning and have agreed that some future joint planning initiatives should be undertaken. As stated in the *Memorandum of Understanding between the Town of High River and the MD of Foothills No. 31*:

“Joint Area Structure Plans and other types of joint planning initiatives provide opportunities for both municipalities to become stakeholders in the planning process. By planning collaboratively with each other, the impact of land use decisions can be anticipated and avoided, minimized or mitigated.”

Several proposed areas for future joint planning initiatives between the Town and the MD were identified collaboratively by the two municipalities as part of the IDP review process. The foundation for the planned joint initiatives will be outlined in this section of the IDP along with several suggested projects for locations in the plan area that were identified during the *Planning for Growth* workshop series.

6.1 Definition of Joint Planning

During the *Planning for Growth* workshop discussions it was agreed by both municipalities that joint planning could have different meanings in different situations and that it should only be undertaken in response to identified “interests” in an area. There are very few instances where a joint area structure plan should be necessary. Most of the time a neighbouring municipality’s interests may be addressed through technical

study, an agreement or a smaller scale joint initiative such as the design of a regional pathway or open space system or development of a set of design guidelines for a gateway area.

Policy 6.1.1 The MD of Foothills and the Town of High River agree that it is mutually beneficial to undertake joint initiatives where deemed appropriate by the Intermunicipal Committee.

Policy 6.1.2 Both municipalities agree that joint initiatives are appropriate in response to situations where at least one municipality has identified specific interests relative to an area within the other's jurisdiction.

6.2 General Principles

When undertaking joint initiatives, it can be helpful if there are a set of previously identified general principles that both parties can agree to. As part of the *Planning for Growth* workshop series, the Town and MD identified “interests” that they had with respect to growth and development. The results of this exercise were recorded, synthesized and categorized into four key areas: Economy, Environment, Agriculture and Infrastructure and Servicing. Finally, a list was made of the interests that were held by both municipalities in each category. The end product is a collection of statements, some of which resemble shared goals or objectives; others are essentially principles that have been agreed upon or statements that both parties have acknowledged to be true. Collectively they help to provide a framework for cooperative decision making. Following are the four lists of statements that will help guide joint planning initiatives:

Economy:

- Both Municipalities are concerned about diversifying their tax base and providing jobs by facilitating commercial and industrial development;
- There is interest in working out a cost/revenue sharing agreement between the two municipalities with respect to both the Highway 2A Industrial Corridor and the proposed Highway commercial area east of Highway #2;
- Both Municipalities have an interest in the High River Airport and feel that it should be discussed in the IDP;

Environment

- Both Municipalities are concerned about protecting the riparian areas along the Highwood River;
- There is a recognized need by both municipalities for stormwater management and flood mitigation studies particularly for areas south and south-west of the current Town boundaries;
- Both municipalities have expressed an interest in promoting and facilitating alternative forms of transportation for their residents.

Agriculture

- Both Municipalities recognize the role of the Town as a center of commerce and services for the surrounding agricultural areas;
- Both Municipalities prefer to direct development towards less favourable agricultural lands;
- The Agriculture Society Grounds (Rodeo Grounds) are recognized by both municipalities as an important cultural landmark to both the MD and the Town.

Infrastructure and Servicing

- Both Municipalities are very aware of the importance of having an adequate supply of clean water to the future prosperity and growth potential of our communities;
- There is a need to undertake study and planning to ensure the most efficient and effective systems are built for servicing and transportation infrastructure;
- There is a common desire to provide industrial traffic a safe and efficient route in and out of the Hwy 2A Industrial Corridor that does not go through the town;

As stated above, it is intended that the statements above will provide a framework to facilitate decision making by the two municipalities in the course of undertaking joint initiatives. When making planning decisions, the alternatives can be weighed against this list to see how well they fit with the common interests that have been established.

6.3 Joint Planning Areas

As stated in Section 6.0 of this document, the Town and the MD have identified several locations in the IDP area where it is felt it would be appropriate to undertake joint planning initiatives. These locations are identified on **Map 5 – Joint Planning Areas**. There are four joint planning areas identified within the IDP area:



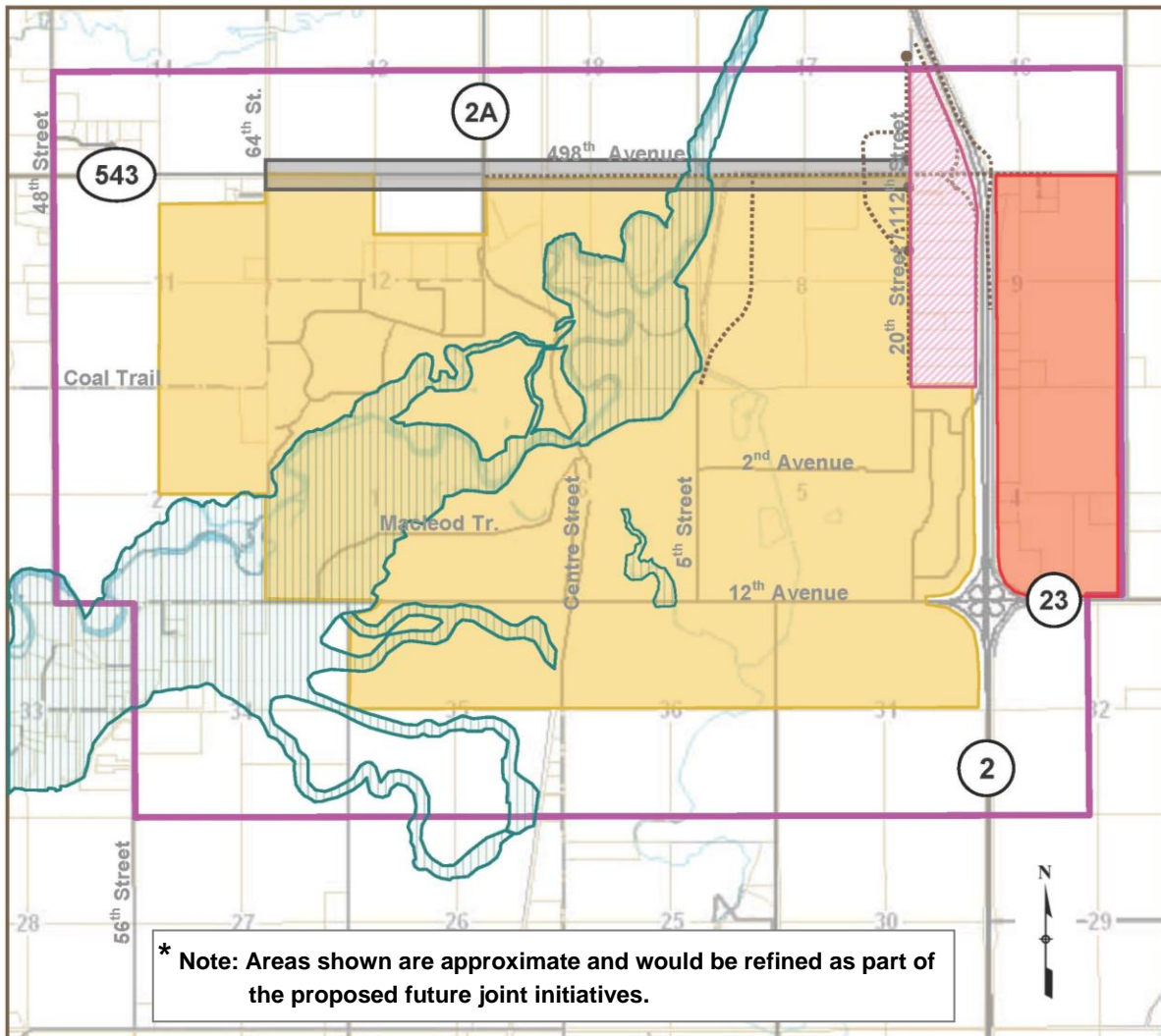
- Area 1 - The Highwood River and Little Bow riparian lands and floodway;
- Area 2 - The proposed future highway commercial area east of Highway #2 between Highway #23 and 498th Avenue;
- Area 3 - The existing country residential parcels located along the east side of 112th Street west of Highway #2; and
- Area 4 - The 498th Avenue / Highway #543 corridor between the interchange at Highway #2 and 64th Street East.

Each of these locations was proposed as a joint planning area in response to specific interests identified by one or both municipalities. Some of the interests expressed can be addressed within the IDP itself, while some are best addressed with future joint planning initiatives. **Table 6.1 – Interests and Responses for Proposed Joint Planning Areas** illustrates the interests expressed with respect to each area and identifies suggested responses to address each interest.









112th Street Looking Towards the Town Border

Map 6.1 Joint Planning Areas



LEGEND

-  **Area 1** - Highwood River and Little Bow Riparian Lands and Floodways
-  **Area 2** - Proposed Future Commercial Area East of Highway #2
-  **Area 3** - Country Residential Parcels West of Highway #2
-  **Area 4** - 498th Avenue / Highway #543 Corridor
-  Intermunicipal Development Plan area
-  Town of High River



Joint Planning Areas
Intermunicipal Development Plan Review 2011/12



Table 6.1 – Interests and Responses for Proposed Joint Planning Areas

Area	Municipality with Interest	Interest Expressed	Suggested Response
Area 1 - The Highwood River and Little Bow riparian lands and floodway	Both	Protect and preserve Riparian Areas along Highwood and Little Bow.	Define (ES) area in IDP where referrals are to take place.
	Both	Maintain or improve the quality and quantity of water in the Highwood and the Little Bow.	1. Undertake joint Aquifer Sustainability Study to determine capacity of the river. 2. Include referral requirement related to stormwater management for development proposed in areas that could impact Highwood or Little Bow
	Both	Limit or prohibit development in flood prone lands.	Undertake updated study to define flood way and flood fringe then develop a common policy with respect to development in these areas.
	Both	Provide residents with quality opportunities for low impact recreation and for alternative transportation (biking, walking).	Consider joint pathways plan in order to provide connectivity between municipalities.
Area 2 - Proposed future highway commercial area east of Highway #2 between Highway #23 and 498th Avenue	MD of Foothills	Diversification of tax base and provision of job opportunities.	Investigate potential for highway commercial development east of Highway #2 between Highway #23 and 498 th Avenue.
	Both	Desire to make the most efficient use of servicing and transportation infrastructure.	Investigate potential for servicing agreement relative to this area where there is going to be excellent transportation infrastructure in place i.e. an overpass at either end of lands located along a major highway.
	Town of High River	Desire to expand economic interests of the Town, diversify tax base, create revenue.	Investigate potential for revenue sharing opportunities relative to a potential highway commercial development east of Highway #2. Undertake joint economic development study to determine the most appropriate type of development for this site in order to benefit both municipalities and take advantage of location's potential.

Area 3 - Existing country residential parcels located along the west side of 112th Street east of Highway #2.	Both	Ensure future development makes sense for all landowners in the area.	Plan to undertake a consultation process with land owners in the future to determine if there is potential for a shared vision for this area between 112 th Street and Highway #2.
	Both	Determine highest and best use for this area.	Consider future joint planning of this area at a very high level to ensure it works with future plans within the Town and in the MD.
	Town of High River	Designate future growth areas in areas where it makes the most sense to do so to provide for growth far into the future.	Undertake some very high level joint planning of this area in the future, to determine how this area might fit with Town's future plans and how to best ensure that it will fit with future development in the Town.
	Town of High River	The Town wishes to ensure that lands along gateway areas maintain a high visual aesthetic.	Adopt a set of design and landscape guidelines for this area that will ensure high quality development in this visible area.
Area 4 – 498 th Avenue / Highway #543 corridor from the interchange at Highway #2 to 64 th Street east.	Both	Provide industrial traffic a safe and efficient route in and out of the Hwy 2A Industrial Corridor that does not go through the town	Jointly develop access strategy for 498th Avenue to ensure that through traffic is not hampered by too many intersections or accesses.
	Town of High River	The Town wishes to ensure that lands along gateway areas maintain a high visual aesthetic.	Adopt a set of design and landscape guidelines for this area that will ensure high quality development in this visible area.

6.3.1 Area 1 - Highwood and Little Bow Rivers Riparian Lands and Floodways

In an effort to support the Highwood and Little Bow Rivers as sources of excellent quality water and natural habitat into the future, the Town and the MD have made a joint commitment to cooperating in order to protect and preserve the riparian areas along the Highwood and the Little Bow rivers.

While both municipalities have endeavored to protect and preserve these important areas individually through such initiatives as the Town's policy on development in the flood way and the MD's Riparian Setback Matrix Model, this issue is of such importance that both municipalities felt compelled to address it jointly in this IDP as well.

As such the Town and the MD have agreed that there will be referral requirements for development that might impact these important watercourses and that there should be some level of joint planning with respect to the riparian lands of the Highwood and the Little Bow. Through the Highwood River Advisory Committee both municipalities have engaged a consultant to undertake updated study and mapping of the flood plains for the Highwood River. Once the study is complete it is suggested that the Town and the MD may decide to develop a joint policy on development in the flood plain which would address both the floodway and flood fringe.

While protection and preservation of this resource is important both municipalities also recognize the potential for recreation that it affords and as such have agreed that some joint planning with respect to providing low impact recreation along the rivers would also be appropriate.

6.3.2 Area 2 - Proposed Future Commercial Area East of Highway #2

During the course of discussions of interests and intentions both municipalities indicated that they would like to diversify their tax base and provide jobs by facilitating commercial and industrial development within their jurisdictions. With the construction of the 498th Avenue / Highway 543 extension and subsequent interchange at Highway #2 the opportunity for development on the east side of Highway #2 between 498th Ave (Highway 543) and Highway #23 increased dramatically. This area now provides highway frontage between two overpasses. The MD has already seen increased pressure for commercial development in this area. One of the potential obstacles to development here could be providing servicing.

The Town agrees that this location affords significant opportunity but expressed interest in protecting their own tax base and the businesses within the town as well as ensuring the visual character of this area, located adjacent to one of the main access points to the town, is managed carefully.

The Town and the MD agreed that this area has great potential for commercial development and that in order to support this they would:

- Undertake a joint economic development study to determine what types of uses would be most appropriate for the area and provide the greatest mutual benefit;
- Investigate the possibility of entering into some sort of servicing agreement relative to the area;

- Enter into negotiations for a revenue sharing agreement relative to a commercial development on the site; and
- Undertake the development of some design guidelines relative to gateway areas.

6.3.3 Area 3 - Country Residential Parcels West of Highway #2

During the 2010/2011 north annexation negotiation process the country residential parcels located between Highway #2 and 112th Street (20th Street) east became a topic of discussion between the Town and the MD when some of the residents expressed a desire to be included in the annexation application. It was decided that to include these lands in that annexation application was not appropriate as they had not been identified in the current IDP (2000) as a future growth area for the Town.

Subsequent to the annexation application the IMC representatives from the Town have indicated that there is an interest in these lands as a long term future growth area for the Town. Some of the residents of this area have also expressed an interest in being annexed into the town. During the north annexation negotiation process, the MD expressed concern regarding the fact that these parcels were to remain in the MD while the entire right of way for the road that provides access to them was to be incorporated into the town boundary. The concerns expressed were regarding the maintenance of access for these properties and providing for storm water management.

With the increase in traffic that is anticipated with the new connection between Highway #2A and Highway #2, some landowners have indicated that they feel it will significantly change the character of the area and that they would like to explore the possibility of re-designating their parcels to a highway commercial land use zone.

Representatives from both municipalities agree that a comprehensive approach to the planning of this area is preferred to an ad-hoc approach and that any future planning for these parcels should consider the desires of the land owners. As such, the Town and the MD have agreed to jointly undertake a process to facilitate discussions with the land owners in this area so that they might have some input into the direction for planning of these lands.

6.3.4 Area 4 – 498th Avenue/Highway #543 Corridor

During the IDP review process, both the Town and the MD agreed that it is in the best interests of both municipalities to provide industrial traffic a safe and efficient route in and out of the Hwy 2A Industrial Corridor that does not go through the town. The Highway 543 extension along 498th Avenue has the capability to provide this route, particularly with the construction of the interchange at the intersection of 498th Avenue (Highway 543) and Highway #2. In order to maintain the efficiency of this route both

municipalities agree that the intersections providing access to this road both from the north in the MD and the south in the town should be carefully managed. In addition the Town has expressed a concern regarding the visual character of the area as a gateway corridor and interface area between the town and the MD.

In light of the interests held along this important transportation corridor, it was agreed by both municipalities that an access management strategy should be undertaken for this area. In addition a set of design guidelines should be developed to preserve the visual character of this gateway area.

6.3.5 Interface Planning

One of the main functions of an IDP should be to address planning of the interface between the two municipalities; the interface being comprised of the lands that lie on either side of the border between the two municipalities. Attention should be given to the compatibility of land uses on either side of the border, how roads, pathways and servicing infrastructure make connections between the two municipalities, and mitigation of negative impacts that may be created in one jurisdiction by development in the other. The IDP addresses interface planning in several different ways:

- In **Section 1** the plan establishes a framework for working cooperatively to address issues of mutual concern;
- In **Section 5** it identifies what future land uses are envisioned for undeveloped lands in the interface area;
- **Section 6** of the plan identifies areas where future joint planning initiatives would be appropriate to ensure specific interests are addressed.
- In **Section 7** it outlines referral requirements for proposed development in a defined interface area based on the following interests that have been identified by each municipality;

MD interests:

- Impact of interface development on transportation system in MD;
- Impact of interface development on stormwater management in MD;
- Impact of interface development on ground water in the MD;
- Creation of development pressures in the MD interface lands;
- Visual impact of development particularly along gateway areas;
- Impact of development on agricultural lands and agricultural operations;
- Limiting development in flood plains;
- Maintaining access into town from the MD.

Town Interests:



- Preserving opportunities for future growth where desired;
- Judicious use of water from the Highwood River;
- Limiting development in flood plains;
- Limiting impact of urban development on existing agricultural operations and mitigating impacts that those agricultural operations might have on urban development;
- Visual character of interface development particularly along gateways;
- Limiting industrial or agricultural traffic in certain areas of the Town;

6.3.6 High River Regional Airport

The High River Regional Airport is owned in partnership by the Town and the MD. It is physically located in the MD of Foothills so it is subject to regulation by municipal council.

The land, upon which the airport is situated, is leased to a nonprofit corporation called the High River Regional Airport Limited (HRRAL). This company is charged with the responsibility of operating and maintaining the airport and managing the land. The corporation is run by a board of directors that includes three members from the airport's leaseholders and one each from the municipal councils of the Town and the MD.

The Town and the MD agree that the airport is an important component of the regional transportation system and a significant economic generator. Both municipalities will endeavor to cooperate to provide the support necessary to ensure that the airport continues to grow and thrive.

6.4 Other Partnerships and Joint Initiatives

The Town of High River and the MD of Foothills recognize that there are often significant benefits to be realized through working together to accomplish common goals. As such the two municipalities have recently come together for several joint initiatives. They have successfully negotiated joint servicing agreements for the Highway 2A Industrial Corridor and the Hamlet of Cayley; they have formed the Industrial Strategies Committee together with the Town of Okotoks to develop and promote the industrial corridor as a premier location for industry in southern Alberta; and they have formed the Highwood River Advisory Committee to facilitate working together to address flooding issues along the river.

7.0 Plan Administration and Implementation

A key component to the successful implementation of this Plan is a clear understanding of the administration process. It will depend upon a spirit of mutual trust and cooperation between both Town and MD Councils and administrations for the respective municipalities. The purpose of this section is to establish the methods by which this Plan is to be implemented.

The Plan's administration and implementation will be an ongoing responsibility of both Councils whose actions must reflect the plan.

Policy 7.0.1 The Town and the MD agree that they shall jointly ensure that the policies of this plan are properly, fairly and reasonably implemented.

Objectives for Administration and Implementation:

The objectives for the administration and implementation section of the IDP are as follows:

- Establish the relationship between this Plan and other statutory and non-statutory plans;
- Provide for the regular process for adoption, administration and review of this Plan and, if required amendment of the Plan;
- Describe the period within which this Plan shall remain in force;
- Establish an intermunicipal referral process;
- Describe a protocol for the resolution of intermunicipal disputes;
- Provide supplemental policy to facilitate future annexation processes.

These items will be addressed in order in the following sections of the Plan.

7.1 Relationship of the IDP to Other Plans

Both municipalities have adopted municipal development plans and land use bylaws and, as statutory plans, they are required to be consistent with all other adopted statutory plans. After adoption of the IDP, there may be elements contained in either or both municipalities' Municipal Development Plans and Land Use Bylaws that are found to be inconsistent with the policies of this Plan with respect to future growth aspirations and fringe area boundaries. Any inconsistencies will need to be rectified through appropriate amendment processes either to this Plan or the Plan or Bylaw in question.

Policy 7.1.1 Each municipality shall follow and implement the principles, goals, objectives and policies of this Plan.



Policy 7.1.2 Development of new policies by either the Town or the MD within the Plan area of the IDP should be consistent with the policies of this Plan as may be amended from time to time.

7.2 Public Hearing, Plan Adoption and Lifespan

The development and adoption of intermunicipal development plans is governed by the Municipal Government Act. Section 692(1) of the Act mandates that prior to giving second reading to a proposed bylaw to adopt an intermunicipal development plan; a Council must hold a public hearing. Despite Section 692(1), Section 692(3) indicates that the municipalities involved in an intermunicipal development plan may choose to hold a joint public hearing and may jointly advertise that hearing.

Following the completion of the public hearing requirement the Intermunicipal development plan may be adopted by individual by-law by each municipal council at their discretion.

Policy 7.2.1 The IDP shall be adopted by individual bylaws by the Town and the MD and in accordance with the MGA.

Policy 7.2.2 Any amendments to the Municipal Development Plans and Land Use Bylaws of the Town and the MD required to implement the policies of the IDP shall occur within one year of the adoption of the plan.

Policy 7.2.3 This Plan shall remain in force until repealed.

7.3 IDP Review Period and Amendments

While the IDP is meant to be a long range planning document, it is intended that regular monitoring, review and periodic amendment occur so that policies in the IDP remain current and reflect changing trends and growth within the region. In order to adapt to changing circumstances there is a process that allows for the amendment of this document when it is in the mutual interests of the MD and the Town to do so. Amendments may occur as a result of a regularly scheduled review or when deemed necessary by both municipalities.

7.4 Scheduled Reviews

There are two types of reviews that may be undertaken with respect to this Plan: limited scope reviews (every two years) and full scale reviews. Limited scope reviews will be performed at the staff level according to the schedule laid out in this section. A full scale

review will be initiated by the Intermunicipal Committee within 10 years from the date of adoption and will result in a report on the success of the Plan and a recommendation regarding the need for revision. The Intermunicipal Committee will prepare recommendations for consideration by the respective municipal councils.

Guidelines for both types of reviews will be developed at the time of the first limited review will be appended to this document in Appendix E at that time.

Policy 7.4.1 Town and the MD planning staff shall undertake a limited scope review this Plan every two years to determine the advisability of an amendment and shall present the results of this review to the IMC.

Policy 7.4.2 When presented with the results of a limited scope review the Intermunicipal Committee shall direct if amendments to the IDP are to be undertaken.

7.5 Process for Amendment Outside of Scheduled Review

Recognizing that this Plan may require an amendment from time to time to accommodate an unforeseen situation, such an amendment must be subject to the agreement of both municipalities and must be adopted by both councils using the procedures established in the MGA.

Policy 7.5.1 In addition to the established scheduled review processes, the municipalities may agree to amend this Plan at any other time as may be required.

Policy 7.5.2 In order to come into effect, amendments to the IDP shall be adopted by both councils according to procedure outlined in the MGA.

7.6 Process for Repeal

Either municipality may initiate the process to terminate/repeal the Plan. The following procedure to repeal the Plan shall be followed:

- The Town or MD shall give the other municipality written notice of its intention to repeal the plan.
- Within thirty days of the written notice, 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 in accordance with the MGA to repeal the Plan.
- Should the Plan be repealed all other agreements between the two municipalities will continue to be in force, unless otherwise stipulated in the agreements themselves.

Policy 7.6.1 Either the Town or the MD may initiate the repeal of this Intermunicipal Development Plan by following the procedure outlined in Section 7.6 of the Plan.

7.7 Referral Criteria for Both Municipalities

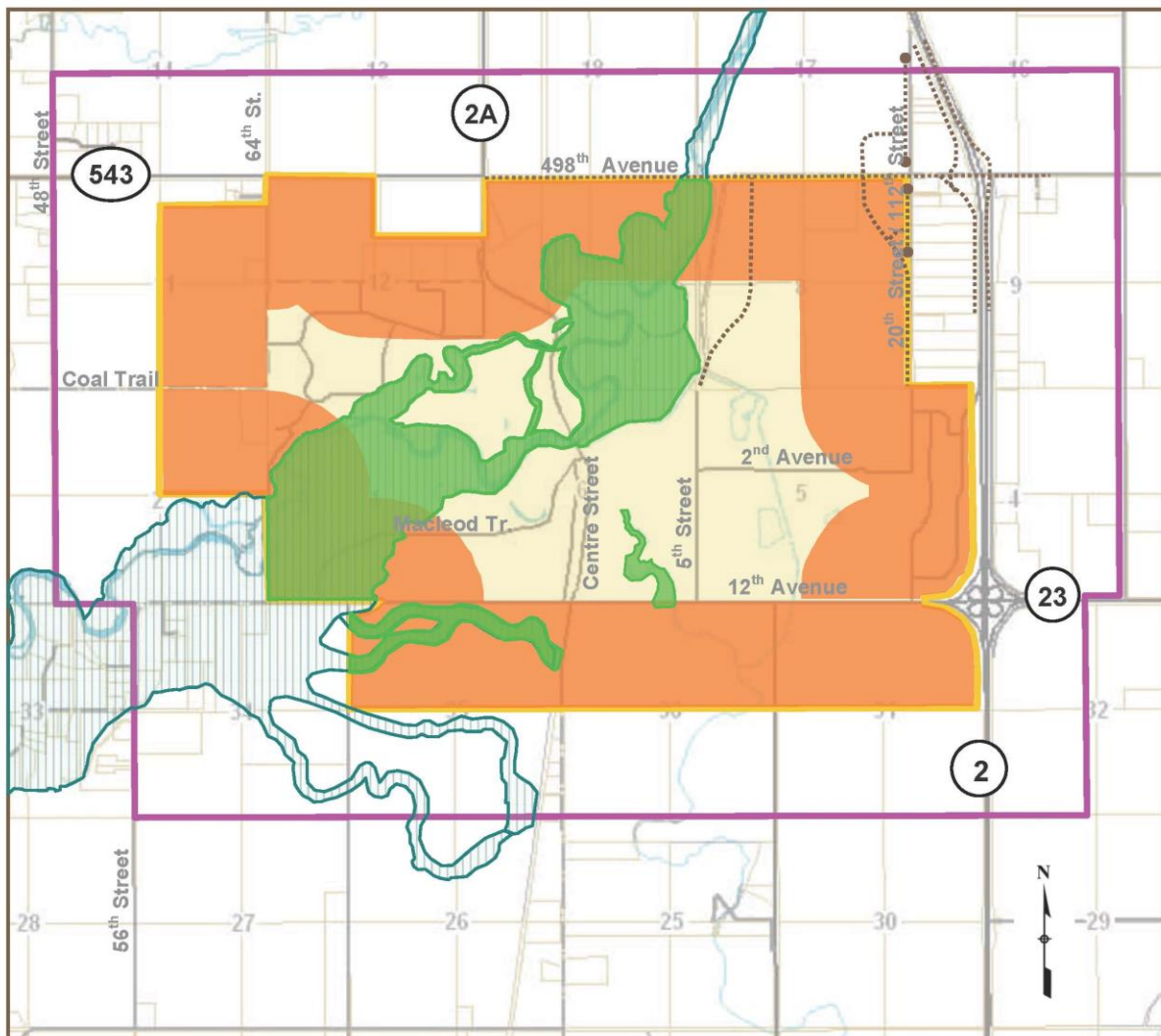
The Town and the MD agree that the mutual referral of planning proposals is essential to the proper administration of the IDP. There is currently a reciprocal referral and notification process in place between the Town and the MD in the IDP area. The continued referral of planning proposals is an effective means of averting or minimizing intermunicipal conflict and resolving intermunicipal issues on an ongoing basis.

7.7.1 Referrals from the Town to the MD






The planning proposals that will be referred by the Town to the MD are as follows:

- a) Applications for the adoption, amendment or repeal of Area Structure Plans (ASP's), Area Redevelopment Plans (ARP's) and Area Concept Plans (ACP's) that contain land that is within 800 meters of the town/MD boundary (as may be amended from time to time). For these proposals the focus of comment will be on any matter that may have an impact on the MD's interests as outlined in **Section 6.3.5 – Interface Planning**;
- b) Applications for the adoption, amendment or repeal of ASP's, ARP's and ACP's that are within the town and may have an impact on storm water entering the Highwood or Little Bow Rivers. This will apply to lands in the floodway as indicated in **Map 7.1 – Town Referral Area**;
- c) Applications for land use bylaw amendment, subdivision approval or development permits within 800 meters of the mutual town/MD boundary (approximately as shown on **Map 7.1 – Town Referral Area** as may be amended from time to time) in locations where there is no ASP, ARP or ACP in place to guide development decisions;

Map 7.1 - Town Referral Areas



LEGEND

-  Highwood River and Little Bow Floodways
-  Town of High River Area for Referrals under Section 7.7.1 a) and c)
-  Town of High River Area for Referrals under Section 7.7.1 b)
-  Intermunicipal Development Plan area
-  Town of High River



Referral Area
Town to MD
Intermunicipal
Development Plan
Review 2011/12



- a. Any planning proposal that may have an impact on the efficient movement of agricultural equipment along either 12th Avenue or 5th Street East.

In addition to circulating planning proposals in the categories described above, the Town may refer any other planning proposal to the MD, including proposals at the pre-application stage, if the Town considers that the MD's interests may be affected.

7.7.2 Referral from the MD to the Town

The planning proposals that will be referred by the MD to the Town are as follows:

- a) All planning proposals (Applications for the adoption, amendment or repeal of ASP's, ARP's, ACP's, Outline Plans, Subdivision applications and Development Permit applications) that are located within the Plan area outside of the town boundary.

The focus of comment will be on any matter that may have an impact on the Town's interests as outlined in **Section 6.3.5 – Interface Planning**. In addition, the MD may refer any other planning proposal to the Town, including proposals in the pre-application stage that relates to land outside the Plan area, if the MD considers that the Town's interest may be affected.

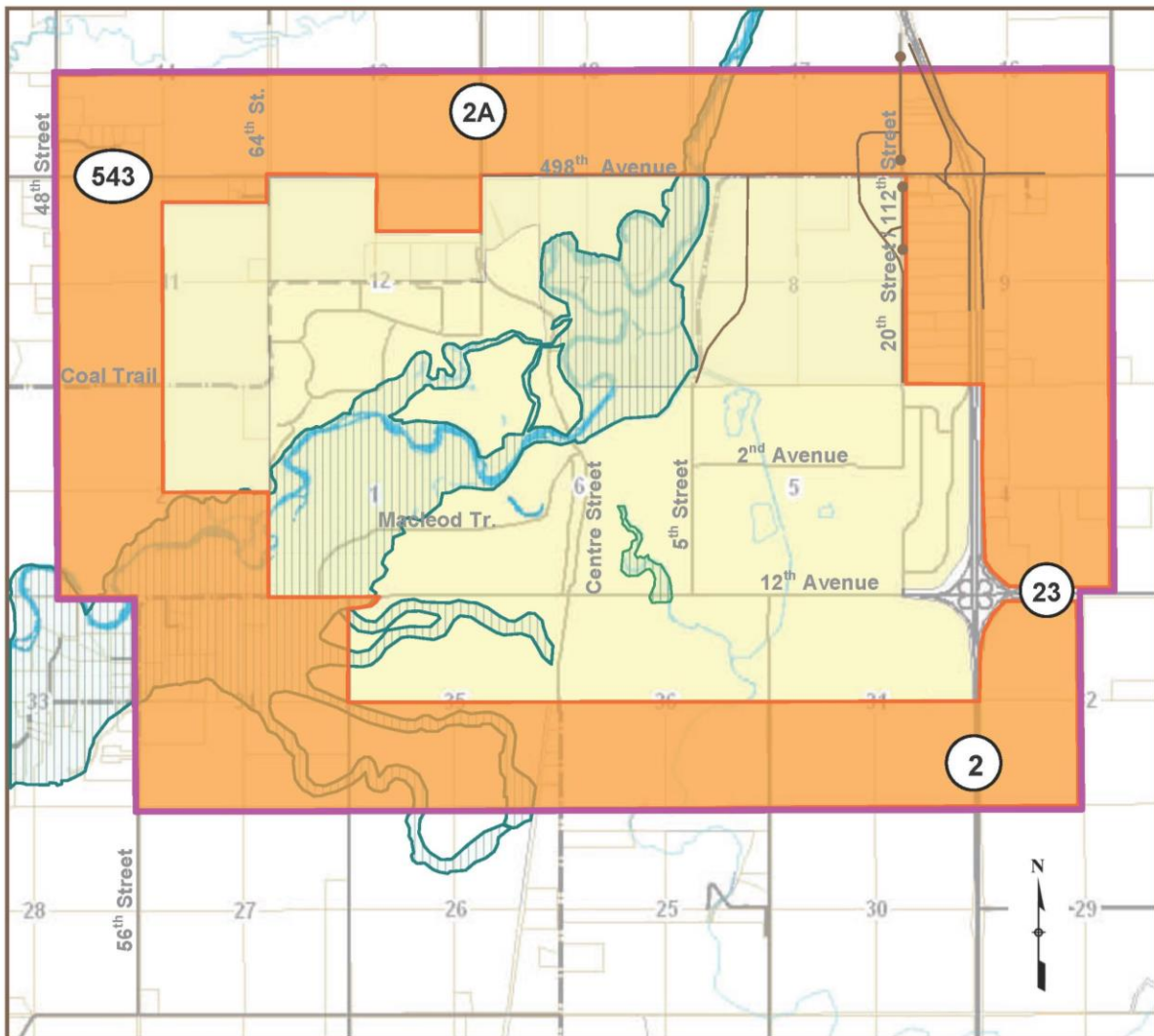
7.7.3 Circulation Response Times

Having a pre-determined response time for referrals is important in order to facilitate expedient handling of applications by both municipalities. Unless otherwise agreed to by the administrations of both municipalities, the responding municipality shall have 30 days to reply to proposals relating to ASP's, ARP's and ACP's and 14 days in all other cases.





In the event that either municipality does not reply within the time periods referred to above or has not requested an extension of the time period, it may be assumed that the responding municipality has no comment or objection to the referred planning proposal.

Policy 7.7.1 The Town of High River and the MD of Foothills shall refer planning proposals to one another for comment as outlined in sections 7.7.1, 7.7.2 and 7.7.3 of this Plan.

Map 7.2 MD Referral Areas



LEGEND

-  Highwood River and Little Bow Floodways
-  MD of Foothills Area for Referrals under Section 7.7.2
-  Intermunicipal Development Plan area
-  Town of High River



Referral Area
MD to Town
Intermunicipal
Development Plan
Review 2011/12



Policy 7.7.2 In the event that either municipality fails to respond to a referral within the time period designated in section 7.7.3, it may be assumed that the responding municipality has no comment or objection.

7.8 Communication and Dispute Resolution Protocol

The Town and MD agree that disputes relating to the IDP shall be restricted to the following:

- a) Lack of agreement on proposed amendments to the Plan;
- b) Lack of agreement on any proposed statutory plan, land use bylaw or amendment to either located within or affecting the Plan area; or
- c) Lack of agreement on an interpretation of this Plan.

By its nature, the policies of this Plan are general and make each municipality responsible for decisions made in their own jurisdiction. Despite the best efforts on the part of both municipalities it is understood that disputes may arise from time to time affecting land use within the Plan boundaries. The following framework is provided with the hope that disputes can largely be avoided or at least settled locally.

The following process has five stages; the first three are designed to encourage communication and discussion in order to prevent disagreements from occurring. Stages 4 and 5 may be implemented when the two municipalities are unable to come to an agreement without outside assistance.

- Stage 1: Administrative Review**
- Stage 2: Intermunicipal Committee Review**
- Stage 3: Municipal Councils**
- Stage 4: Mediation Process**
- Stage 5: Appeal Process**

7.8.1 Administrative Review

The administrative review stage refers to the normal communication and referral process that is described in **Section 7.7** of this document. Compliance with the following points will ensure that this stage of the process has the best chance for success.



- a) The initiating municipality will ensure that complete information addressing the relevant criteria as outlined in the IDP is provided in support of all site-specific applications or that all statutory plan processes are sufficiently documented.
- b) Upon circulation of a proposal, the administration of the responding municipality will undertake a technical evaluation of the proposal and will provide any necessary comments back to the administration of the initiating municipality. The response will clearly express whether the responding municipality supports or cannot support the application, or if further information is required.
- c) If the responding Municipality has concerns with an application, a response which notes the specific concerns along with suggestions as to how these concerns may be overcome, and/or, a request for the matter to be discussed by the CAO's and if not satisfactorily resolved, the IMC prior to a decision of the Approving Authority being rendered on the application.
- d) On the basis of a request of responding Municipality, the Chief Administrative Officers of both municipalities will meet in an attempt to resolve the issue first. In the event a resolution cannot be achieved by the Chief Administrative Officers the disputed matter will be referred to the Inter-municipal Committee.

7.8.2 Intermunicipal Committee Review

If administrations of the two municipalities are unable to determine a solution to a concern related from an intermunicipal circulation the matter is to be referred to the Intermunicipal Committee for review and discussion. In the event that a proposal is referred to the IMC, a Committee meeting will be scheduled and the administration of both municipalities will present their positions on the proposal to the Committee.

After consideration of a proposal, the Intermunicipal Committee may:

- a. Provide suggestions back to both municipalities with respect to revisions to the proposal, which should be considered to make it more acceptable to both municipalities;
- b. If possible, agree on a consensus position of the Intermunicipal Committee, either in support of or in opposition to the proposal, to be presented to both municipalities; or

- c. Conclude that no initial agreement can be reached and that a consensus position of the Intermunicipal Committee will not be presented to the respective Councils;

If a proposal cannot be satisfactorily processed following Intermunicipal Committee review, then that proposal will be referred to both municipal Councils.

7.8.3 Municipal Councils

After receiving the recommendations of the Intermunicipal Committee and the respective municipal administrations with respect to a particular proposal, each municipal Council will clarify their interests and establish a position on the proposal.

If both municipal Councils support the proposal; then the approval may proceed along with any amendments to the IDP that may be required to allow the proposal to go forward. If neither Council supports the proposal, then there is agreement and no further action will be required.

If the two Councils cannot agree on a proposal, and if agreed by both municipalities, the dispute will then be referred to mediation to assist both Councils in working toward a satisfactory solution.

In the event that the two municipalities decide that they need to resort to mediation, the initiating municipality will not give approval in the form of second or third readings to the bylaws in dispute until the mediation process has been brought to a conclusion.

7.8.4 Mediation Process

The mediation process is designed to assist the two municipalities in reaching a mutually acceptable compromise when there is a dispute situation by providing a neutral third party to assist with negotiations.

The following will be required before a mediation process can be established:

- a) agreement by both Councils that mediation is necessary;
- b) agreement by both Councils as to the number of participants in the mediation process; and
- c) engagement, at equal cost to both municipalities, of an impartial and independent mediator agreed to by both municipalities.

At the conclusion of the mediation, the mediator will submit a mediator's report to both municipalities.

If a mediated agreement is reached, then that agreement will be recommended back to both Municipal Councils for action. Both Councils will also consider the mediator's report and the respective positions of the municipal administrations with respect to the mediated agreement. Any mediated agreement will not be binding on either municipality and will be subject to the approval of both Municipal Councils.

If no mediated agreement can be reached or if a mediated agreement is not approved by both Councils, then the appeal process may be initiated.

7.8.5 Appeal Process

In the event that the mediation process fails, the initiating municipality may pass a bylaw and in accordance with the MGA to implement the planning proposal (i.e., a land use bylaw amendment, an area structure plan or an area structure plan amendment) in spite of the lack of support for the proposal by the responding municipality.

If the initiating municipality passes a bylaw to implement the planning proposal, then the responding municipality may appeal that action to the Municipal Government Board in accordance with the provisions of Section 690 of the MGA.

The responding municipality must file a notice of appeal with the Municipal Government Board and give a copy of the notice of appeal to the initiating municipality within thirty days of the approval of the disputed bylaw.

7.9 Annexation

Although it is acknowledged through the North Annexation Agreement (2010/2011) that as of January 1, 2012 the Town had enough land within its corporate boundary to accommodate future growth for the next 30 years, there will continue to be pressures for certain other lands to be annexed by the Town. Therefore it is important that the IDP recognize future urban growth areas and attempt to identify lands for possible future annexation from the MD to the Town. The policies in this section are intended to augment the MGA annexation provisions in order to facilitate any future annexation process between the Town and the MD.

The Town anticipates eventual annexation of those lands that are referred to as Future Annexation Areas (FAA) located within the plan area. The timing of the annexation will depend, among other considerations, on the rate of growth and willingness of landowners to participate in the annexation process and the development needs of the Town. Any future annexation application will be based on further technical analysis and public consultation.

- Policy 7.9.1** The Town and the MD shall endeavour to reach an intermunicipal agreement on annexation before any annexation application is submitted to the Municipal Government Board.
- Policy 7.9.2** Through the provisions of this Intermunicipal Development Plan, the municipalities agree to protect and manage those lands identified for future annexation by Town of High River from land uses and development that may interfere with urban expansion.
- Policy 7.9.3** All annexation applications shall be preceded by a meeting of the Intermunicipal Committee.
- Policy 7.9.4** The discussions and approach agreed to by the Intermunicipal Committee in regard to an annexation application shall be shared with the respective municipal Councils.
- Policy 7.9.5** A joint meeting of both Councils may be held to review the need and rationale for a proposed annexation.
- Policy 7.9.6** The particulars of any annexation agreement shall be negotiated in good faith by an Annexation Negotiation Committee with an equal number of representatives appointed from each municipality.
- Policy 7.9.7** The Annexation Negotiation Committee may be made up of the same members of the Municipal Councils as the Intermunicipal Committee or may be comprised as mutually agreed to by both Councils.

8.0 Policy Summary

- Policy 2.1.1** When the South Saskatchewan Regional Plan is adopted, any matters in this Intermunicipal Development Plan that are in conflict with it shall be amended according to the process laid out in the MGA.
- Policy 3.4.1** The Town and the MD agree that protecting and preserving historical and cultural resources in the IDP area is important and should be supported.
- Policy 4.1.1** The Town of High River and the MD of Foothills agree to be ever mindful of the impact on future generations of the decisions we make today.
- Policy 4.1.2** The Town of High River and the MD of Foothills agree to cooperate to mitigate negative impacts of development on the sustainability of the region's environment, economy, society, culture and government.
- Policy 4.2.2** The Town of High River and the MD of Foothills agree to work together to preserve and protect environmentally significant areas within the intermunicipal plan area for the benefit of future generations.
- Policy 5.1.1** Any proposed rezoning which is not consistent with the uses indicated in Map 5.1 - Future Land Use Scenario shall require an amendment to the IDP.
- Policy 5.1.2** Re-zoning for the purpose of mining gravel deposits shall not be considered inconsistent and thus shall not require an IDP amendment.
- Policy 5.2.1** Subdivision of lands designated as (A) in the Future Land Use Scenario should not be supported other than to remove a first parcel out from an un-subdivided quarter section.
- Policy 5.2.2** Annexation by the Town of lands designated as (A) – Agricultural Areas in the Future Land Use Scenario may be considered in the future if other potential annexation areas are deemed unsuitable due to flood risk.
- Policy 5.2.3** Annexation of lands designated A in the Future Land Use Scenario shall require an amendment to this plan.
- Policy 5.4.1** Subdivision and development should not be supported on lands with the (A/CR) designation that are determined through mutually supported study to be in the floodplain of the Highwood River.

- Policy 5.5.1** The Town and the MD agree to work cooperatively to undertake the necessary study to determine the most appropriate future use of the (ATL) lands in the IDP area.
- Policy 5.5.2** Until such time as appropriate study and planning has been undertaken for the (ATL) lands IDP area, only low density subdivision will be considered appropriate.
- Policy 5.6.1** Until such time as a policy framework is put in place only low density country residential development should be supported in the (CR) area.
- Policy 5.7.1** The Town and the MD agree that in order to preserve some areas for future growth of the Town, any development proposed for the (FAA) lands in the existing country residential area east of 112th Street should be compatible with future urban development.
- Policy 5.7.2** A comprehensive application in the country residential (FAA) area shall require appropriate technical study addressing transportation, servicing and stormwater management.
- Policy 5.7.3** For (FAA) Future Annexation Areas adjacent to the (LIC) Light Industrial Campus area, only those uses consistent with the (A) Agriculture area policy shall be considered appropriate until jointly determined otherwise by both municipalities or until the land is annexed by the Town.
- Policy 5.8.1** The Town and the MD recognize that the (GI) area of the IDP is also part of the Highway 2A Industrial ASP a statutory plan, and are subject to the policy framework provided in that document in addition to any relevant policy in this Intermunicipal Plan.
- Policy 5.9.1** The Town and the MD agree that there exists an opportunity for some type of commercial development along the east side of Highway #2 between Highway #23 and Highway #543 (498th Avenue).
- Policy 5.9.2** The Town and the MD agree that residential development should not be supported in the (HC) portion of the IDP area.
- Policy 5.9.3** The Town and the MD shall undertake a joint planning initiative to be described in section 6.3.2 of this plan to facilitate the development of a mutually beneficial commercial development in the (HC) area.

- Policy 5.9.4** Subdivision and development of the HC area should not be supported until mutually acceptable joint planning has been undertaken.
- Policy 5.10.1** The (LIC) portion of the IDP area is considered by both municipalities to be an appropriate location for a future light industrial or commercial campus or for a post secondary institution.
- Policy 5.10.2** Heavy industrial uses shall not considered appropriate for the (LIC) portion of the IDP area.
- Policy 5.10.3** Development in the (LIC) portion of the IDP area shall be subject to design guidelines to recognize the importance of this area as a gateway to and from the town.
- Policy 5.11.1** The portions of the IDP area that are designated (RMU) shall be planned by the Town of High River as predominantly residential areas with contextual supporting land uses as deemed appropriate by the Town through due planning process.
- Policy 5.12.1** The Town of High River and the MD of Foothills agree to cooperate to protect and preserve the riparian areas of the Highwood and Little Bow Rivers.
- Policy 5.12.2** The (SE) area of the Intermunicipal Development Plan area is comprised of the floodway lands in the Plan area as delineated in Map 5.2 – Flood Mapping which may be amended from time to time as mutually acceptable updated study becomes available.
- Policy 5.12.3** Planning and development in the (SE) area under the jurisdiction of either municipality shall require a referral process as outlined in Section 7.7 of the IDP.
- Policy 5.12.4** The Town and the MD may undertake a joint planning initiative to be described in section 6.3.1 of this plan to facilitate future development of interconnected pathway and open space systems in the (SE) area.
- Policy 5.13.1** The MD of Foothills and the Town of High River agree to seek opportunities for cooperation and collaboration where ever possible in the development of open space and recreation facilities.
- Policy 6.1.1** The MD of Foothills and the Town of High River agree that it is mutually beneficial to undertake joint initiatives where deemed appropriate by the Intermunicipal Committee.

- Policy 6.1.2** Both municipalities agree that joint initiatives are appropriate in response to situations where at least one municipality has identified specific interests relative to an area within the other's jurisdiction.
- Policy 7.0.1** The Town and the MD agree that they shall jointly ensure that the policies of this plan are properly, fairly and reasonably implemented.
- Policy 7.1.1** Each municipality shall follow and implement the principles, goals, objectives and policies of this Plan.
- Policy 7.1.2** Development of new policies by either the Town or the MD within the Plan area of the IDP should be consistent with the policies of this Plan as may be amended from time to time.
- Policy 7.2.1** The IDP shall be adopted by individual bylaws by the Town and the MD and in accordance with the MGA.
- Policy 7.2.2** Any amendments to the Municipal Development Plans and Land Use Bylaws of the Town and the MD required to implement the policies of the IDP shall occur within one year of the adoption of the plan.
- Policy 7.2.3** This Plan shall remain in force until repealed.
- Policy 7.4.1** Town and the MD planning staff shall undertake a limited scope review this Plan every two years to determine the advisability of an amendment and shall present the results of this review to the IMC.
- Policy 7.4.2** When presented with the results of a limited scope review the Intermunicipal Committee shall direct if amendments to the IDP are to be undertaken.
- Policy 7.5.1** In addition to the established scheduled review processes, the municipalities may agree to amend this Plan at any other time as may be required.
- Policy 7.5.2** In order to come into effect, amendments to the IDP shall be adopted by both councils according to procedure outlined in the MGA.
- Policy 7.6.1** Either the Town or the MD may initiate the repeal of this Intermunicipal Development Plan by following the procedure outlined in Section 7.6 of the Plan.

- Policy 7.7.1** The Town of High River and the MD of Foothills shall refer planning proposals to one another for comment as outlined in sections 7.7.1, 7.7.2 and 7.7.3 of this Plan.
- Policy 7.7.2** In the event that either municipality fails to respond to a referral within the time period designated in section 7.7.3, it may be assumed that the responding municipality has no comment or objection.
- Policy 7.9.1** The Town and the MD shall endeavour to reach an intermunicipal agreement on annexation before any annexation application is submitted to the Municipal Government Board.
- Policy 7.9.2** Through the provisions of this Intermunicipal Development Plan, the municipalities agree to protect and manage those lands identified for future annexation by Town of High River from land uses and development that may interfere with urban expansion.
- Policy 7.9.3** All annexation applications shall be preceded by a meeting of the Intermunicipal Committee.
- Policy 7.9.4** The discussions and approach agreed to by the Intermunicipal Committee in regard to an annexation application shall be shared with the respective municipal Councils.
- Policy 7.9.5** A joint meeting of both Councils may be held to review the need and rationale for a proposed annexation.
- Policy 7.9.6** The particulars of any annexation agreement shall be negotiated in good faith by an Annexation Negotiation Committee with an equal number of representatives appointed from each municipality.
- Policy 7.9.7** The Annexation Negotiation Committee may be made up of the same members of the Municipal Councils as the Intermunicipal Committee or may be comprised as mutually agreed to by both Councils.

Appendix A – Memorandum of Understanding



Appendix B - Planning for Growth Workshop Summary



Appendix C – The Accord



Appendix D - Public Consultation Plan



Appendix E – Guidelines for IDP Reviews

This section is currently under development.

