

# Edmonton Metropolitan Region Board Regional Evaluation Framework Statutory Plan Review

## Camrose County / Leduc County Intermunicipal Development Plan

**New Plan**    **Amendment**

**Board Reference Number:** REF 2018-001

**Proposed Municipality Bylaw No.:** Camrose County Bylaw 06-18

### Introduction

The Province has adopted the Regional Evaluation Framework (REF) 2.0 as the criteria for the Edmonton Metropolitan Region Board's evaluation of statutory plans. The purpose of the REF is to allow the Edmonton Metropolitan Region Board (EMRB) to evaluate new statutory plans and statutory plan amendments to ensure consistency with the *Edmonton Metropolitan Region Growth Plan* (EMRGP) and policies and directions it sets out.

Pursuant to Section 4.1 of the REF:

*A municipality must refer to the Board any proposed new statutory plan, except for*

- a) a new sub-area structure plan that is subordinate to and consistent with its higher order area structure plan or area redevelopment plan;*
- b) a new area structure plan for country residential development within the zoned and/or designated country residential areas as depicted on Schedule 2: Edmonton Metropolitan Regional Structure to 2044 in the Edmonton Metropolitan Region Growth Plan; or,*
- c) a new area structure plan in a town or village with a population of less than 5000 that is consistent with the town or village municipal development plan.*

An application to adopt a new statutory plan, "**Camrose County / Leduc County Intermunicipal Development Plan**" (IDP) by Leduc County and Camrose County has been submitted to the EMRB for a REF review and evaluation.

## Background and Purpose

<b>Municipality:</b>	Leduc County and Camrose County
<b>Applicant:</b>	Leduc County
<b>Land Owner(s):</b>	N/A
<b>First Reading Date:</b>	February 13, 2018
<b>Area of Municipality:</b>	Leduc County – 266,571 hectares Camrose County – 338,900 hectares
<b>Current Population (2016):</b>	Leduc County – 13,780 Camrose County – 8,558
<b>Population Projection (2044):</b>	Leduc County – 19,300 to 23,200 Camrose County – No EMRB projection
<b>Proposed Changes: (Amendments Only)</b>	N/A

**Purpose:** The purpose of the IDP is to comply with the Municipal Government Plan (MGA) requirements for municipalities to develop and adopt an Intermunicipal Development Plan.

## Recommendation

That the *Camrose County / Leduc County Intermunicipal Development Plan* be **APPROVED**.

## Summary/Discussion

The *Camrose County / Leduc County Intermunicipal Development Plan* (the IDP) area as identified in **Map 1 – Plan Area Boundaries** of the IDP is exclusively of a rural agricultural nature and falls under the Rural Area Tier in **Table 1A: Rural Area** of the EMRGP. In particular, it would be described under the last bullet of this table as containing “*rural working landscapes, natural resources assets, agricultural lands and pipeline, power and recreation corridors and natural living systems*”. There are no employment areas located within the Plan Area and the residential that does exist is solely agricultural style single or small groups of dwellings on large parcels spaced far apart. With this configuration coupled with the intent to maintain this land use pattern, many of the EMRGP policies relating to housing options, market and affordable housing, greenfield and built-up areas, mixed use development, and transit systems are not applicable.

## Economic Competitiveness & Employment

The proposed IDP is a rural area on the edge of the EMRGP boundary. All of the Plan Area is agricultural use with some small pockets of resource extraction. There are no population centres (towns, villages, hamlets) and no employment centres as identified by **Schedules 3A and 3B** of the EMRGP. The IDP recognizes this and is supportive of the continuation of agricultural related employment suitable to the rural character. It does support the diversification of the regional economy by encouraging renewable energy developments within the Plan Area.

## Natural Living Systems

A good portion of the Plan Area is designated as Environmentally Significant Areas (**Map 3 – Environmental Sensitive Areas**) or as watershed protection area in the respective Land Use Bylaws. One of the goals outlined in **Section E** is to identify and protect these physical features and environmentally sensitive areas. The IDP policies cover a wide range of protections for these areas including sharing of technical studies, supporting the work of the Battle River and North Saskatchewan River Watershed Alliances, minimize impacts of development, and consideration of impacts when evaluating extractive activities in the Plan Area.

## Communities and Housing

Being in the Rural Area under **Table 1A** in the EMRGP and being comprised mainly of a rural working landscape, natural resources assets, and agricultural lands; the Plan Area has no population or employment centres and is mainly agricultural dwellings spread far apart. The IDP calls for any subdivision and development in the Plan Area to be consistent in scale and character to these existing land uses and development. The policies within the EMRGP regarding densities, market affordable housing and non-market housing, and phasing to accommodate population and employment projections are not applicable because of this rural character. In addition, there are no country residential areas within the Plan Area.

## Integration of Land Use & Infrastructure

Similarly to a number of the Communities and Housing policies, because of the rural character and predominance of a working agricultural landscape some policies within this policy area are not applicable to the Plan Area. These include enabling growth within built-up urban areas, developing mixed use and higher density centres, and accommodating residential intensification targets. **Section E. 1d** outlines one of the goals for the IDP is to plan for the provision of utility corridors and to ensure pipelines to not restrict the future development of the region. A key policy calls for subdivision and development in the Plan area to be consistent in scale and character to neighbouring land uses and the agricultural nature of the Plan Area. The IDP does require that any subdivision and development represent a logical and contiguous extension of servicing to make the most efficient use of infrastructure by prioritizing growth around any existing infrastructure. There are also policies within the IDP that discuss the need to co-locate telecommunications towers where feasible and to cooperate with provincial and federal agencies to facilitate the efficient development of infrastructure and services.

## Transportation Systems

One of the goals of the IDP is for the Counties to have effective coordination of transportation systems along with the protection of land for future network development (**Section E. 1b**). This is achieved by having both Counties working together (**Section M1**) and by taking rights-of-way when subdivisions are approved to ensure long term transportation systems can be implemented (**Section M.2**). **Map 2 - Current Land Use Concept** and **Map 4 – Transportation** align with the transportation network in **Schedules 10A-C** of the EMRGP. It was noted that there is a high load corridor depicted on **Schedule 10C** that was not mentioned in the IDP. While no immediate development plans pose any conflict with this corridor, future overhead utility lines or developments may introduce issues. It would be useful to have

a provision in the IDP that speaks to this and how the Counties might ensure any future development won't impede this corridor.

In **Schedule 8A** of the EMRGP a regional water line is shown to cross through the plan area. Some recognition of this line would be prudent in the IDP. Including policies to protect the water line and perhaps incorporate it into the creation of a multi-user utility corridor through the Plan Area would align the policies outlined in the IDP and the EMRGP and ensure no conflicts arise in the future.

## Agriculture

The IDP Plan Area, being comprised of mainly agricultural uses, states one of the goals is to develop “*land use policies to protect prime agricultural lands from premature re-designation, subdivision, and non-farm development*” (**Section E. 1a**). Both Counties agree that agriculture will remain the primary land use in the Plan area and they will work collaboratively to encourage good neighbour farming practices (**Section H. 10**). **Map 2 – Land Use Concept** depicts the majority of the Plan area to remain as agricultural use.

## Evaluation Criteria

Section 8.1 of the REF states that “*When evaluating a statutory plan or statutory plan amendment, the Board must consider whether approval and full implementation of the statutory plan or statutory plan amendment would result in development that is consistent with the Edmonton Metropolitan Region Growth Plan.*”

## Policy Tiers

Edmonton Metropolitan Regional Structure	Applicable Policy Tier(s)
Metropolitan Core	N/A
Metropolitan Area	N/A
Rural Area	Applicable

## Policies

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
<p>Guiding Principle</p>  <p><b>Promote global economic competitiveness and regional prosperity.</b></p>		
<p>1.1: Promote global economic competitiveness and diversification of the regional economy</p>	<p>✓</p>	<p><b>Section I. Resource Extraction</b> discusses the recognition by both Counties of the importance of resource extraction to the economy. It proposes that both counties will notify each other of any resource development proposal, impacts caused by resource development, or Alberta Transportation Gravel Pit within the Plan Area.</p> <p><b>Section H 2a</b> states that the predominate land use shall remain agricultural.</p> <p><b>Section J</b> recognizes the importance of industry and energy development in the region and encourages the location of renewable energy developments in the Plan Area.</p> <p><b>Section J. 3</b> encourages the location of Renewable Energy developments in the Plan Area where they are compatible with existing land uses.</p> <p><b>Section N. 2</b> recognizes the integral part of the Oil and Gas industry in the regional economy and calls for both Counties to work with the industry to ensure orderly development.</p>
<p>1.2: Promote job growth and the competitiveness of the region’s employment base</p>	<p>✓</p>	<p><b>Section H. 10</b> has both Counties agreeing that agriculture will remain the primary land use in the Plan Area.</p> <p><b>Section I</b> discusses resource extraction as an important part of the regional economy and contains policies that support the development of these industries.</p> <p><b>Section J</b> recognizes the importance of industry and energy development in the region and encourages the location of renewable energy developments in the Plan Area.</p> <p><b>Section N. 2</b> recognizes the integral part of the Oil and Gas industry in the regional economy and calls for both Counties to work with the industry to ensure orderly development.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
1.3: Enhance competitiveness through the efficient movement of people, goods and services to, from and within the Region	✓	<p><b>Section E 1b</b> states one of the goals of the IDP is for effective coordination of transportation systems and protection of land for future road network development.</p> <p><b>Section M. 1</b> has both Counties working together to develop and maintain a safe and efficient transportation system for service all land uses.</p> <p><b>Section M. 2</b> states that when subdivision plans are approved in the Plan area, all rights-of-way will be secured to ensure long term transportation systems can be implemented.</p> <p><b>Map 4 – Transportation</b> depicts the classes of roadways in the Plan Area and surrounding area as well as the location of railways and airports.</p>
1.4: Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce	✓	<p><b>Section J</b> recognizes the importance of industry and energy development in the region and encourages the location of renewable energy developments in the Plan Area.</p> <p><b>Section H. 10</b> has both Counties agreeing that agriculture will remain the primary land use in the Plan Area and that they will work cooperatively to encourage good neighbour farming practices.</p>
Provides an appropriate service and amenity level in accordance with Table 1A-C	✓	Throughout the IDP, there are references to providing employment and residential development that aligns with Table 1A – Rural Area; especially the “Rural Working Landscape” that makes up the entirety of the Plan Area.
Developing infrastructure that aligns with Schedule 8A and 8B	✓	<b>Map 4 – Transportation</b> depicts the classes of roadways in the Plan Area and surrounding area as well as the location of railways and airports.
Employment Growth is accommodated in Employment Areas outlined in Schedule 3A, 3B, and 3C	N/A	

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
<p>Guiding Principle</p>  <p><b>Protect natural living systems and environmental assets.</b></p>		
<p>2.1: Conserve and restore natural living systems through an ecological network approach</p>	<p>✓</p>	<p><b>Section E. 1e</b> states one of the goals of the IDP is to identify and protect physical features and environmentally sensitive areas.</p> <p><b>Section H. 7</b> encourages both Counties to share publicly available technical studies where there are potential impacts on land and bodies of water within the adjacent County.</p> <p><b>Section K.</b> deals with the preservation and protection and includes the following policies:</p> <ol style="list-style-type: none"> <li>1. The Counties will promote stewardship of environmentally significant areas.</li> <li>2. Support the work of the Battle River and North Saskatchewan Watershed Alliance.</li> <li>4. The Counties will encourage agricultural operations to maintain high water quality in the watersheds.</li> <li>5. Development located next to the Beaverhills Biosphere shall incorporate features to mitigate and minimize adverse impacts.</li> <li>7. Residents are encouraged to follow water conservation practices.</li> <li>8. Development that may impact environmentally sensitive areas may be required to conduct an EIA and contact Alberta Environment and Parks.</li> <li>9. Both Counties agree that cumulative impact analysis may be required for development around lakes in the Plan Area.</li> </ol> <p><b>Map 2 – Current and Use Concept</b> depicts areas designated for watershed protection under both County’s Land Use Bylaws.</p> <p><b>Map 3 Environmental Sensitive Areas</b> depicts the identified Environmentally Significant areas in both Counties.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
2.2: Protect regional watershed health, water quality and quantity	✓	<p><b>Section K.</b> deals with of watersheds in the following policies:</p> <p><b>2.</b> Support the work of the Battle River and North Saskatchewan Watershed Alliance.</p> <p><b>4.</b> The Counties will encourage agricultural operations to maintain high water quality in the watersheds.</p> <p><b>7.</b> Residents are encouraged to follow water conservation practices.</p> <p><b>9.</b> Both Counties agree that cumulative impact analysis may be required for development around lakes in the Plan Area.</p> <p><b>Section G. 12</b> mentions that a cumulative impact analysis may be required when considering future development around Joeseph Lake, Big Hay Lake, and Oliver Lake.</p> <p><b>Section H. 7</b> encourages both Counties to share publicly available technical studies where there are potential impacts on land and bodies of water within the adjacent County.</p> <p><b>Section H. 8</b> has both Counties supporting watershed management best practices.</p> <p><b>Map 2 – Current and Use Concept</b> depicts areas designated for watershed protection under both County’s Land Use Bylaws.</p> <p><b>Map 3 Environmental Sensitive Areas</b> depicts the identified Environmentally Significant areas in both Counties.</p>
2.3: Plan development to promote clean air, land and water and address climate change impacts	✓	<p><b>Section I2</b> discusses the Counties’ consideration of dust, air, water, and noise pollution when evaluating applications for extractive activities.</p> <p><b>Map 2 – Current and Use Concept</b> depicts areas designated for watershed protection under both County’s Land Use Bylaws.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
2.4: Minimize and mitigate the impacts of regional growth on natural living systems	✓	<p><b>Section E. 1e</b> states one of the goals of the IDP is to identify and protect physical features and environmentally sensitive areas.</p> <p><b>Section H. 7</b> encourages both Counties to share publicly available technical studies where there are potential impacts on land and bodies of water within the adjacent County.</p> <p><b>Section K.</b> deals with the preservation and protection and includes the following policies:</p> <ol style="list-style-type: none"> <li>1. The Counties will promote stewardship of environmentally significant areas.</li> <li>2. Support the work of the Battle River and North Saskatchewan Watershed Alliance.</li> <li>4. The Counties will encourage agricultural operations to maintain high water quality in watersheds.</li> <li>5. Development located next to the Beaverhills Biosphere shall incorporate features to mitigate and minimize adverse impacts.</li> <li>7. Residents are encouraged to follow water conservation practices.</li> <li>8. Development that may impact environmentally sensitive areas may be required to conduct an EIA and contact Alberta Environment and Parks.</li> <li>9. Both Counties agree that cumulative impact analysis may be required for development around lakes in the Plan Area.</li> </ol>
Identifies and incorporates features to protect ESA that aligns with Schedule 4.	✓	<p><b>Map 2 – Current Land Use Concept</b> identifies the land use designations in each County that relate to watershed protection and environmentally sensitive areas including some not identified in Schedule 4.</p> <p><b>Map 3 Environmental Sensitive Areas</b> depicts the identified Environmentally Significant areas in both Counties.</p>
Achieve the minimum densities in accordance with Schedule 6.	N/A	
Complete a housing needs assessment for each Sub-Region in Schedule 5.		

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
<p>Guiding Principle</p>  <p><b>Recognize and celebrate the diversity of communities and promote an excellent quality of life across the Region.</b></p>		
<p>3.1: Plan and develop complete communities within each policy tier to accommodate people’s daily needs for living at all ages</p>	✓	<p><b>Section E. 1c</b> states one of the goals of the IDP is to develop land use policies to ensure future sites for recreation.</p> <p><b>Section H 11a-d</b> has subdivision and development in the Plan Area be consistent in scale and character to neighbouring land uses and not exert adverse impact on neighbouring land uses.</p>
<p>3.2: Plan for and promote a range of housing options</p>	✓	<p><b>Section H 11a-d</b> has subdivision and development in the Plan Area be consistent in scale and character to neighbouring land uses and not exert adverse impact on neighbouring land uses.</p>
<p>3.3: Plan for and promote market affordable and non-market housing to address core housing need</p>	N/A	
<p>Plan and phase to accommodate projections in Schedule 1 – Population and Employment Projections and in accordance with Schedule 2 – Edmonton Metropolitan Regional Structure.</p>	N/A	

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
<p>Guiding Principle</p>  <p><b>Achieve compact growth that optimizes infrastructure investment.</b></p>		
<p>4.1: Establish a compact and contiguous development pattern to accommodate employment and population growth</p>	✓	<p><b>Section H. 11b</b> has subdivision and development in the Plan Area represent a logical and contiguous extension of existing development.</p> <p><b>Section L. 2</b> will help make the most efficient use of existing infrastructure by prioritizing growth around existing infrastructure.</p>
<p>4.2: Enable growth within built-up urban areas to optimize existing infrastructure and minimize the expansion of the development footprint</p>	N/A	
<p>4.3: Plan and develop greenfield areas in an orderly and phased manner to contribute to complete communities</p>	✓	<p><b>Section L. 2</b> will help make the most efficient use of existing infrastructure by prioritizing growth around existing infrastructure.</p>
<p>4.4: Plan for and accommodate rural growth in appropriate locations with sustainable levels of local servicing</p>	✓	<p><b>Section E. 1d</b> states one of the goals of the IDP is to develop a plan for the provision of utility corridors and ensure pipelines to not inhibit or restrict development in the plan area.</p> <p><b>Section H 11a-d</b> has subdivision and development in the Plan Area be consistent in scale and character to neighbouring land uses and not exert adverse impact on neighbouring land uses.</p>
<p>4.5: Plan and develop mixed use and higher density centres as areas to concentrate growth of both people and jobs</p>	N/A	

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
4.6: Prioritize investment and funding of regional infrastructure to support planned growth	✓	<p><b>Section H. 5</b> discusses both Counties’ agreement to discuss cooperation with provincial and federal agencies and utility providers to facilitate the efficient delivery of infrastructure and services.</p> <p><b>Section L. 1</b> has both Counties agreeing to work together to support the municipal infrastructure needed to service development in the Plan Area.</p> <p><b>Section N 1 and 2</b> policies discuss the need to co-locate telecommunications towers in the Plan area where feasible and that the establishment of utility corridors be considered where multiple users want to create lines.</p>
4.7: Ensure compatible land use patterns to minimize risks to public safety and health	✓	<p><b>Section E. 1d</b> states one of the goals of the IDP is to develop a plan for the provision of utility corridors and ensure pipelines to not inhibit or restrict development in the plan area.</p> <p><b>Section J. 3</b> encourages the location of Renewable Energy developments in the Plan Area where they are compatible with existing land uses.</p>
Accommodate residential growth to meet intensification targets in Schedule 6 – Greenfield Density, Centres, and Intensification Targets.	N/A	
Country residential development is not on prime agricultural land identified in Schedule 11 – Agricultural Land Suitability Ratings and is not within the regional commuter shed identified in Schedule 7 – Regional Commuter Shed.	✓	<p><b>Section H. 11 a and d</b> call for subdivision and development in the Plan area to be consistent in scale and character to neighbouring land uses and not have an adverse impact on neighbouring land uses.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
Develop areas that align with the appropriate Tier characteristics in Table 1A-C.	✓	<b>Section J. 2</b> states that lands for industrial development will need to be designated as a suitable land district to that allows the proposed use.
Advocate for future infrastructure lines to co-locate in existing and planned multi-use corridors identified on Schedule 8A and 8B.	✓	<p><b>Section L. 2</b> will help make the most efficient use of existing infrastructure by prioritizing growth around existing infrastructure.</p> <p><b>Section N 1 and 2</b> policies discuss the need to co-locate telecommunications towers in the Plan area where feasible and that the establishment of utility corridors be considered where multiple users want to create lines.</p>
<p>Protects resource extraction areas identified on Schedule – 9 Land Use Buffers.</p> <p>Respect and identify recommendations for safety and risk management within the land use buffers identified in Schedule 9 – Land Use Buffers.</p>	✓	<b>Section H. 11 a and d</b> call for subdivision and development in the Plan area to be consistent in scale and character to neighbouring land uses and not have an adverse impact on neighbouring land uses.

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
<p>Guiding Principle</p>  <p><b>Ensure effective regional mobility.</b></p>		
<p>5.1: Develop a regional transportation system to support the growth of the Region and enhance its regional and global connectivity</p>	✓	<p><b>Section E 1b</b> states one of the goals of the IDP is for effective coordination of transportation systems and protection of land for future road network development.</p> <p><b>Section M. 1</b> has both Counties working together to develop and maintain a safe and efficient transportation system for service all land uses.</p> <p><b>Section M. 2</b> states that when subdivision plans are approved in the Plan area, all rights-of-way will be secured to ensure long term transportation systems can be implemented.</p> <p><b>Map 4 – Transportation</b> depicts the classes of roadways in the Plan Area and surrounding area as well as the location of railways and airports.</p>
<p>5.2: Encourage a mode shift to transit, high occupancy vehicles and active transportation modes as viable alternatives to private automobile travel, appropriate to the scale of the community</p>	N/A	
<p>5.3: Coordinate and integrate land use and transportation facilities and services to support the efficient and safe movement of people, goods and services in both urban and rural areas</p>	✓	<p><b>Section M. 1</b> has both Counties working together to develop and maintain a safe and efficient transportation system for service all land uses.</p> <p><b>Section M. 2</b> states that when subdivision plans are approved in the Plan area, all rights-of-way will be secured to ensure long term transportation systems can be implemented.</p> <p><b>Map 4 – Transportation</b> depicts the classes of roadways in the Plan Area and surrounding area as well as the location of railways and airports.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
5.4: Support the Edmonton International Airport as northern Alberta’s primary air gateway to the world	N/A	
5.5: Ensure effective coordination and alignment of regional transportation policies and initiatives between all jurisdictions	✓	<p><b>Section M. 1</b> has both Counties working together to develop and maintain a safe and efficient transportation system for service all land uses.</p> <p><b>Section M. 2</b> states that when subdivision plans are approved in the Plan area, all rights-of-way will be secured to ensure long term transportation systems can be implemented.</p> <p><b>Map 4 – Transportation</b> depicts the classes of roadways in the Plan Area and surrounding area as well as the location of railways and airports.</p>
Plan and develop transportation systems that align with Schedule 10A-C.	✓	<p><b>Map 2 – Current Land Use Concept</b> aligns with Schedules 10A-C.</p> <p><b>Map 4 – Transportation</b> depicts the classes of roadways in the Plan Area and surrounding area as well as the location of railways and airports.</p>
<p>Guiding Principle</p>  <p><b>Ensure the wise management of prime agricultural resources.</b></p>		
6.1: Identify and conserve an adequate supply of prime agricultural lands to provide a secure local source of food security for future generations	✓	<p><b>Section E. 1a</b> states one of the goals of the IDP is to develop land use policies to protect prime agricultural land from premature re-designation, subdivision, and non-farm development.</p> <p><b>Section H2</b> has the predominate land use in the Plan Area remain agricultural as depicted on <b>Map 2 – Land Use Concept</b>.</p> <p><b>Section H. 10</b> has both Counties agreeing that agriculture will remain the primary land use in the Plan Area and that they will work cooperatively to encourage good neighbour farming practices.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
6.2: Minimize the fragmentation and conversion of prime agricultural lands to non-agricultural uses	✓	<b>Section E. 1a</b> states one of the goals of the IDP is to develop land use policies to protect prime agricultural land from premature re-designation, subdivision, and non-farm development.
6.3: Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system	✓	<b>Section H. 10</b> has both Counties agreeing that agriculture will remain the primary land use in the Plan Area and that they will work cooperatively to encourage good neighbour farming practices.