
Red Deer: Intermunicipal Development Plan



City of Red Deer
3733/2025
Adopted July 7, 2025



Red Deer County
1008/2025
Adopted July 8, 2025

1 TABLE OF CONTENTS

1	TABLE OF CONTENTS	i
1.1	List of Maps.....	ii
1.2	List of Tables	iii
1.3	Definitions & Acronyms.....	iii
1.4	Acronyms.....	iii
2	LAND ACKNOWLEDGEMENT.....	1
3	INTRODUCTION.....	3
3.1	Municipal Partnership.....	3
3.2	Enabling Legislation.....	3
3.3	IDP Vision	3
3.4	IDP Principles	3
3.5	IDP Goals.....	4
4	IDP BOUNDARY	5
4.1	IDP Boundary.....	5
5	LAND USE	9
5.1	Land Use Policy Areas	9
5.2	General Land Use Policy	9
5.3	City Growth Area	10
5.4	County Growth Areas	11
5.5	Agriculture and Rural Area	11
6	INDIGENOUS CONSULTATION	17
6.1	Calls to Action.....	17
6.2	Truth and Reconciliation.....	17
6.3	Red Deer Indian Industrial School & Burial Sites	18
7	SERVICES.....	19
7.1	Policies.....	19
8	TRANSPORTATION	21
8.1	General Policy.....	21
9	ECONOMIC DEVELOPMENT	25
9.1	Economic Development.....	25
9.2	Joint Economic Development.....	25

10	FEATURES & CONSTRAINTS	27
10.1	Environmentally Significant Area	27
10.2	Red Deer Regional Airport	27
10.3	Historically Important Sites.....	27
11	URBAN EXPANSION	31
11.1	Annexation	31
11.2	Annexation Negotiations.....	31
12	COMMUNICATION	33
12.1	Communications and Referral Process	33
12.2	IDP Dispute Resolution Process.....	33
13	PLAN ADMINISTRATION	37
13.1	Interpretation	37
13.2	Implementation	37
13.3	Approving Authority.....	38
13.4	Regional Collaboration Committee	38
13.5	Joint Planning Committee	38
13.6	IDP Document Review.....	39
13.7	Joint Council Meetings & Workshops.....	39
13.8	IDP Amendment Process.....	39
13.9	IDP External Amendment Application Process	40
13.10	Intermunicipal Subdivision and Development Appeal Board	40
13.11	Amending or Adopting a Plan	41
13.12	IDP Repeal Process	41
14	APPENDIX	43
14.1	MGB Order No. 123/06.....	43
14.2	TRCC Calls to Action Referenced in this IDP	45

1.1 LIST OF MAPS

Map 1- IDP Boundary.....	7
Map 2 - Policy Areas	13
Map 3 - Existing Area Structure Plans	15
Map 4 - Transportation.....	23
Map 5 - Features and Constraints.....	29

1.2 LIST OF TABLES

Table 1 - IDP Land Use Policy Area Statistics for Plan Area	9
---	---

1.3 DEFINITIONS & ACRONYMS

1.3.1 All terms must be interpreted as defined within the MGA unless otherwise defined herein.

1.3.2 In this Plan the word:

“City” refers to the City of Red Deer,

“County” refers to Red Deer County,

“Plan” refers to this Intermunicipal Development Plan, and

“Municipalities” refers to the City of Red Deer and Red Deer County.

1.4 ACRONYMS

1.4.1 In this plan the acronym:

ARP means Area Redevelopment Plan,

ASP means Area Structure Plan,

CAO means Chief Administrative Officer,

CFO means Confined Feeding Operations,

ESA means Environmentally Significant Areas,

ICF means Intermunicipal Collaboration Framework,

IDP means Intermunicipal Development Plan,

ISDAB means Intermunicipal Subdivision and Development Appeal Board,

JPC means Joint Planning Committee,

LPRT means the Land and Property Rights Tribunal,

LUB means Land Use Bylaw,

MDP means Municipal Development Plan,

MGA means Municipal Government Act,

MGB means Municipal Government Board,

MPC means Municipal Planning Commission,

NEF means Noise Exposure Forecast,

RCC means Regional Collaboration Committee,

RTCS means Remembering the Children Society, and

TRCC means Truth and Reconciliation Commission of Canada.

2 LAND ACKNOWLEDGEMENT

The City of Red Deer and Red Deer County acknowledge the Indigenous ancestral lands represented by Treaty 6 and Treaty 7 as the land the IDP area is situated on. This land is also acknowledged by the City and the County as a historic Métis gathering site within the Otipemisiwak Battle River Territory. The Municipalities commit to ongoing engagement, collaboration, and partnership with Indigenous communities to build a welcoming and inclusive community that respects and honours Indigenous histories, cultures, and contributions.

3 INTRODUCTION

This Plan is based upon a shared vision of a future growth framework and reflects the mutual agreement for the IDP area. The Red Deer Intermunicipal Development Plan has evolved from a series of intermunicipal discussions, workshops, and public input.

This Plan establishes a broad growth framework and policies to be further implemented through amendments to this Plan or the ICF. It provides policy direction for areas of common land use planning interest, long-range planning, joint economic development, services provision, annexation, and other opportunities for cooperation.

3.1 MUNICIPAL PARTNERSHIP

- 3.1.1 The Municipalities recognize the IDP is a tool that can help the Municipalities partner and work together on issues of mutual interest. This Plan has been developed by the RCC in the spirit of partnership and collaboration. The Municipalities recognize their mutual importance at the centre of the Red Deer region.
- 3.1.2 In preparing the IDP, the Municipalities recognize the mutual right to grow and develop; to have the responsibility to build the type of community desired by their residents and ratepayers in accordance with their respective MDP.

3.2 ENABLING LEGISLATION

- 3.2.1 This Plan was undertaken and adopted pursuant to section 631 of the MGA.
- 3.2.2 The Municipalities have agreed to prepare and adopt an IDP as described in the MGA.

3.3 IDP VISION

- 3.3.1 The IDP between the City of Red Deer and Red Deer County fosters prosperity; growth that brings many benefits to the region as a whole; and mutually beneficial partnership opportunities while respecting each municipality's autonomy, individual culture, character, and development preferences. Together we will provide a good quality of life to our regional citizens.

3.4 IDP PRINCIPLES

- 3.4.1 The guiding principles of this Plan are:
 - a. **Mutual respect and understanding:** We are different Municipalities with a common vision, and we continuously strengthen our relationship by seeking to understand each other's expectations and shared beneficial outcomes.

- b. **Collaborative mindset and open communication:** We know we can accomplish more together than apart. We communicate proactively and genuinely; work through hard conversations when needed; and bring new ideas and opportunities to our partners for consideration.
- c. **Red Deer region focused:** Regional citizen issues are jointly considered by each municipality where infrastructure and servicing efficiencies are maximized to the mutual benefit of the citizens.
- d. **Equal voice:** Each municipality's voice is heard and considered equally when discussing IDP matters.
- e. **Trade-offs:** The Municipalities recognize that there are trade-offs when considering regional issues.

3.5 IDP GOALS

3.5.1 The goals of this Plan are to continue:

- a. To be clear and transparent for the direction of future growth and annexation areas.
- b. To coordinate the provision of infrastructure and services across jurisdictional boundaries.
- c. To collectively attract new businesses and residents to the region.
- d. To be innovative, future-ready, and adaptable to change.

4 IDP BOUNDARY

The Municipalities share common geography, demographics, social structure, economic base, and the unique opportunities offered by their location along the Calgary-Red Deer-Edmonton corridor.

The Plan area encompasses $\pm 230 \text{ km}^2$ surrounding the City of Red Deer. This area has a mix of uses ranging from farmlands to complete communities.

4.1 IDP BOUNDARY

- 4.1.1 *Map 1 – IDP Boundary* defines the IDP boundary, within which the policies of this Plan must apply.
- 4.1.2 The IDP boundary includes the City Growth Area, County Growth Area, and Agriculture and Rural Area.
- 4.1.3 This IDP does not include the lands within the City municipal boundary. Planning policies within the City municipal boundary are directed by the City's MDP, plans, bylaws, and policies, including annexed lands following an approved annexation.

5 LAND USE

This section outlines the policies for the different IDP Policy Areas. The general intent is to find a balance between development and the continuance of a rural lifestyle, the protection of the agricultural economy, and the preservation of environmental systems, while also limiting development in the City Growth Area until the lands are annexed for future urban development.

5.1 LAND USE POLICY AREAS

5.1.1 The future land use concept shown on *Map 2 –Policy Areas* divides the Plan area into Land Use Policy Areas. These policy areas include:

- a. City Growth Area,
- b. County Growth Areas, and
 - i Gasoline Alley East,
 - ii Gasoline Alley West,
 - iii Springbrook.
- c. Agriculture and Rural Area.

Table 1 - IDP Land Use Policy Area Statistics for Plan Area

	Area (ha)	Percentage of IDP Area (%)
City Growth Area	14,736	64.7
County Growth Areas	2,670	11.7
Gasoline Alley (1,487 ha)		
Springbrook (1,183 ha)		
Agriculture and Rural Area	5,329	23.4
Rivers & Highways	46	0.2
Total IDP Plan Area	22,781	100.0

5.2 GENERAL LAND USE POLICY

5.2.1 The General Land Use Policies apply to all Land Use Policy Areas.

- 5.2.2 The subdivision of agricultural land within the entire Plan area must be in accordance with the County MDP.
- 5.2.3 The County, through its LUB, may adopt standards that apply to the airport lands and lands surrounding the airport to ensure development is compatible with airport regulations and operations.
- 5.2.4 The Municipalities do not support new CFO applications within the growth areas of this Plan, unless otherwise already identified in an ASP.

5.3 CITY GROWTH AREA

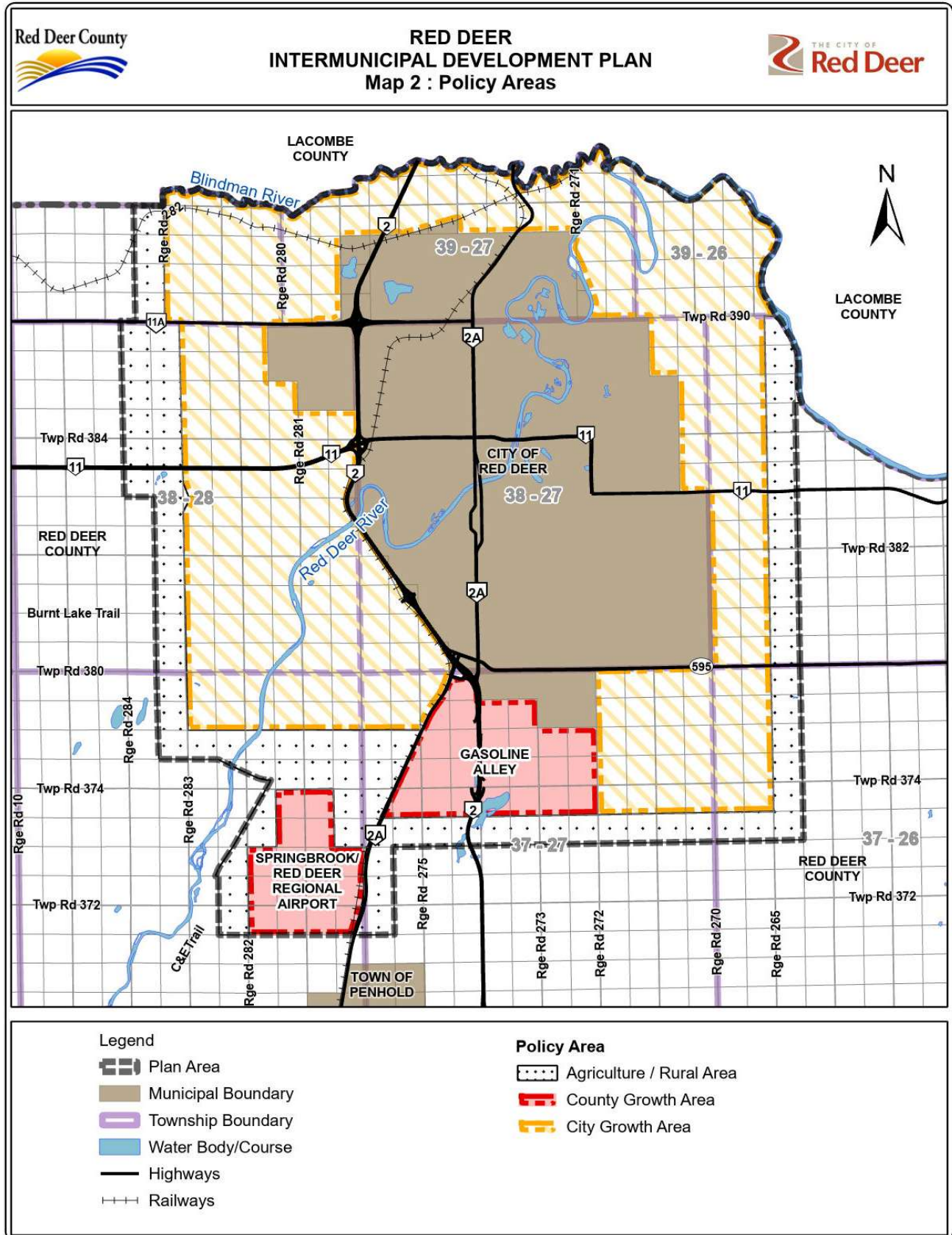
- 5.3.1 The City Growth Area on *Map 2 – Policy Areas* is intended for the City’s long-term urban growth, with mixed land uses including, but not limited to, residential, commercial, industrial, public services, and parks.
- 5.3.2 New ARPs and ASPs are discouraged within the City Growth Area unless the Municipalities agree that the ARP or ASP provides a mutual benefit to both Municipalities.
- 5.3.3 The County must limit the fragmentation of lands within the City Growth Area to retain them in an undeveloped state until annexation or joint economic development can occur, by discouraging the subdivision and development of land for non-agricultural purposes.
- 5.3.4 After annexation, the form, timing, and financing of development in the City Growth Area will be determined as part of the City’s normal planning and budgeting processes.
- 5.3.5 The County, with mutual agreement from the City, must require either the dedication of municipal reserve land, money-in-lieu, or defer the dedication of reserve land for subdivision applications within the City Growth Area.
- 5.3.6 The County must consult with the City prior to the disposition of reserve lands within the City Growth Area.
- 5.3.7 The Municipalities must agree to the required registration of caveats on land titles in respect of deferred servicing agreements for subdivision and development within the City Growth Area prior to annexation.
- 5.3.8 The development intensity within this area is confined to and directed by existing ASPs until such time that the land is annexed by the City.
- 5.3.9 All ASPs that exist at the time of the adoption of this IDP as identified on *Map 3 – Existing Area Structure Plans* that are in the City Growth Area must continue to be recognized and implemented.

5.4 COUNTY GROWTH AREAS

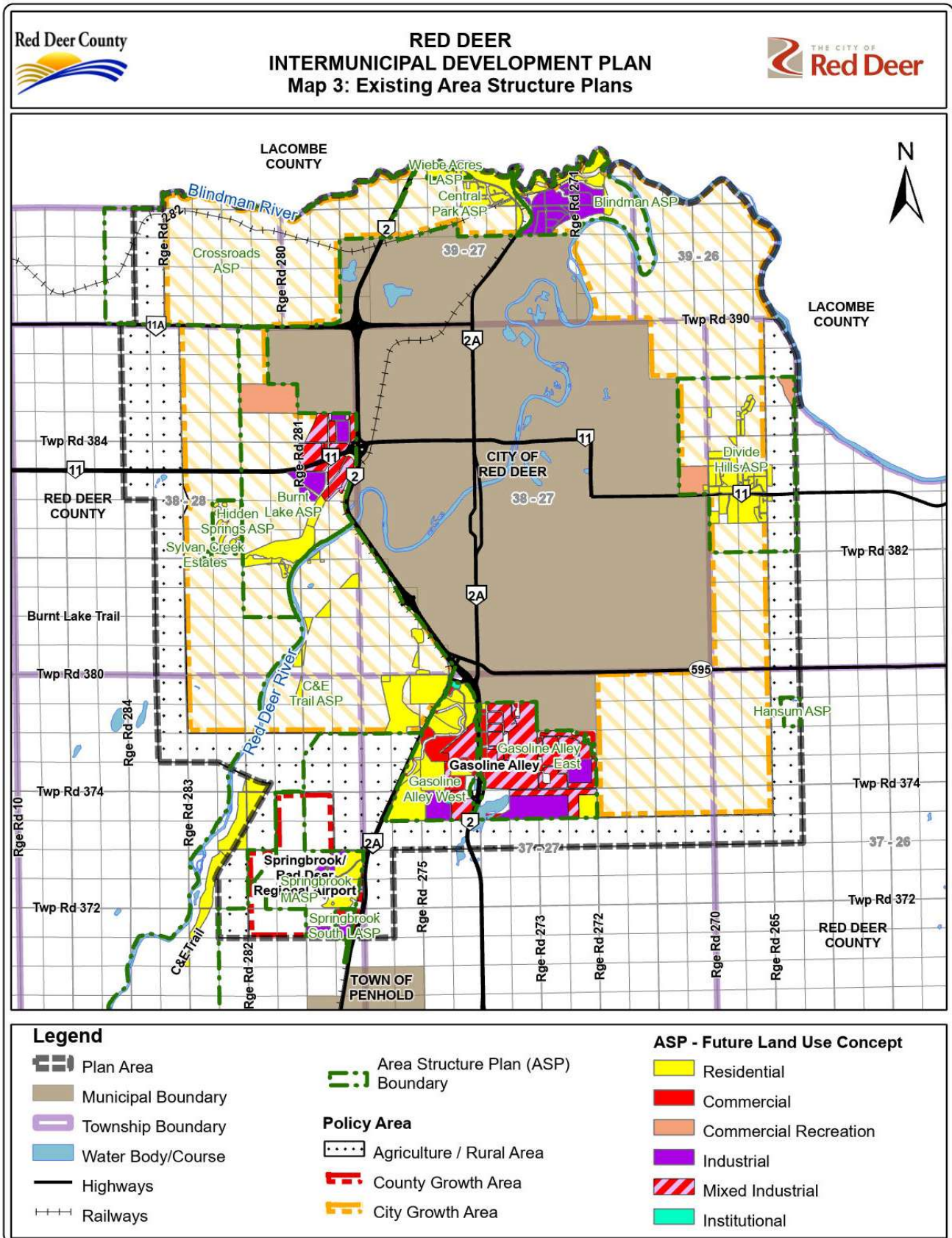
- 5.4.1 The County Growth Area on *Map 2* is intended for urban development in accordance with the policies of the IDP, concentrated long-term growth within the County MDP, County statutory plans, and the County LUB.

5.5 AGRICULTURE AND RURAL AREA

- 5.5.1 The Agriculture and Rural Area on *Map 2* is characterized primarily by a variety of agricultural uses, farm-style residences, acreage, and small-scale home-based businesses. The policies for this area are intended to allow the area to continue as a rural landscape and protect the livelihood of agricultural operators in the area and their ability to continue farming as outlined in the Agricultural Operation Practices Act.
- 5.5.2 Development of this area must be in conformance with the County MDP.
- 5.5.3 Development and subdivision applications within the Agriculture and Rural Area must be determined by the County based on compliance with this IDP and the County MDP, Plans, and bylaws.
- 5.5.4 New ARPs or ASPs are discouraged within the Agriculture and Rural Area unless the Municipalities agree that the ARP or ASP provides a mutual benefit to the Municipalities.
- 5.5.5 Despite any inconsistency within this IDP, all ASPs that exist at the time of the adoption of this IDP as identified on *Map 3 – Existing Area Structure Plans* that are in the Agriculture and Rural Area must continue to be recognized and implemented.



Map 2 - Policy Areas



Map 3 - Existing Area Structure Plans

6 INDIGENOUS CONSULTATION

The Municipalities have only recently engaged in reconciliation. This work will take time to carry out in a good way. This is the first occasion where the Municipalities have collaborated on an IDP with guidance from Indigenous peoples. They wish to ensure Indigenous perspectives shape the final outcome.

Previous planning projects were initiated too late to fully engage in partnership with, or consider the perspectives of, Indigenous peoples from Treaty Six, Treaty Seven, the Otipemisiwak Métis of District 3, and other Indigenous governance bodies.

This IDP incorporates knowledge that was shared with the Municipalities during Indigenous engagement for this IDP. The Municipalities want this IDP to be better aligned with the Truth and Reconciliation Commission's Calls to Action.

6.1 CALLS TO ACTION

- 6.1.1 The Truth and Reconciliation Commission has identified 94 Calls to Action in the *Truth and Reconciliation Commission of Canada: Calls to Action (2015)*. All orders of government have a responsibility to work towards reconciliation with Indigenous peoples.
- 6.1.2 The Municipalities recognize the importance of governance-to-governance engagement, acknowledging the treaty relationship of Treaty Six, Treaty Seven, the Otipemisiwak Métis Government, and other Indigenous governance bodies to acknowledge their perspectives and rights.

6.2 TRUTH AND RECONCILIATION

- 6.2.1 In alignment with the Call to Action 79, the Municipalities will separately explore how to honour and integrate historic and traditional Indigenous histories and cultures into place names, and in cultural and historic interpretive elements.
- 6.2.2 The Municipalities commit to protecting cultural spaces and natural environments in the IDP area that are important to Indigenous communities.
- 6.2.3 The Municipalities recognize the importance of ensuring Indigenous engagement and collaboration are conducted at the onset of engagement activities.
- 6.2.4 The Municipalities are committed to respecting all voices, conducting themselves with honesty, and valuing the unique needs and traditional teachings of Indigenous peoples, including the wisdom of Elders and Knowledge Keepers.

6.3 RED DEER INDIAN INDUSTRIAL SCHOOL & BURIAL SITES

- 6.3.1 The Municipalities acknowledge and continue to learn about the history and legacy of residential schools. The historically named Red Deer Indian Industrial School¹ (RDIIS), which is more recently referred to as Red Deer Industrial School, and burial sites are located in the IDP area.
- 6.3.2 The Remembering the Children Society (RTCS) has been instrumental in preserving and raising public awareness of the RDIIS. The Municipalities encourage the RTCS in their efforts to:
- a. facilitate future public access and Indigenous access for ceremonies,
 - b. locate known and unknown gravesite sites, and
 - c. preserve the gravesites.
- 6.3.3 The site is privately owned. When the opportunity arises, the Municipalities are committed to:
- a. supporting Indigenous organizations and Indigenous peoples on matters related to the RDIIS and the burial sites in the way they want to be supported and in alignment with the Calls to Action 75, 76, and 77,
 - b. ensuring transparency and ongoing engagement with Indigenous communities regarding the sites' future and being meaningful allies in developing a plan for the site to understand who belongs to that land, and
 - c. adopt a plan for the residential school site to commemorate, protect, and honour the history and legacy of the residential school system.

¹ The use of the word Indian is requested by the Remember the Children Society. The word Indian comes from the 1867 John A. MacDonald speech. This Plan uses the recommended and historical name Red Deer Indian Industrial School.

7 SERVICES

The Municipalities have a history of cooperating in the planning and provision of utilities and services. The Municipalities support the efficient provision of services in the region to provide a high quality of life and to meet the needs of residents and businesses. Servicing agreements between the Municipalities are negotiated and consolidated within the shared ICF.

7.1 POLICIES

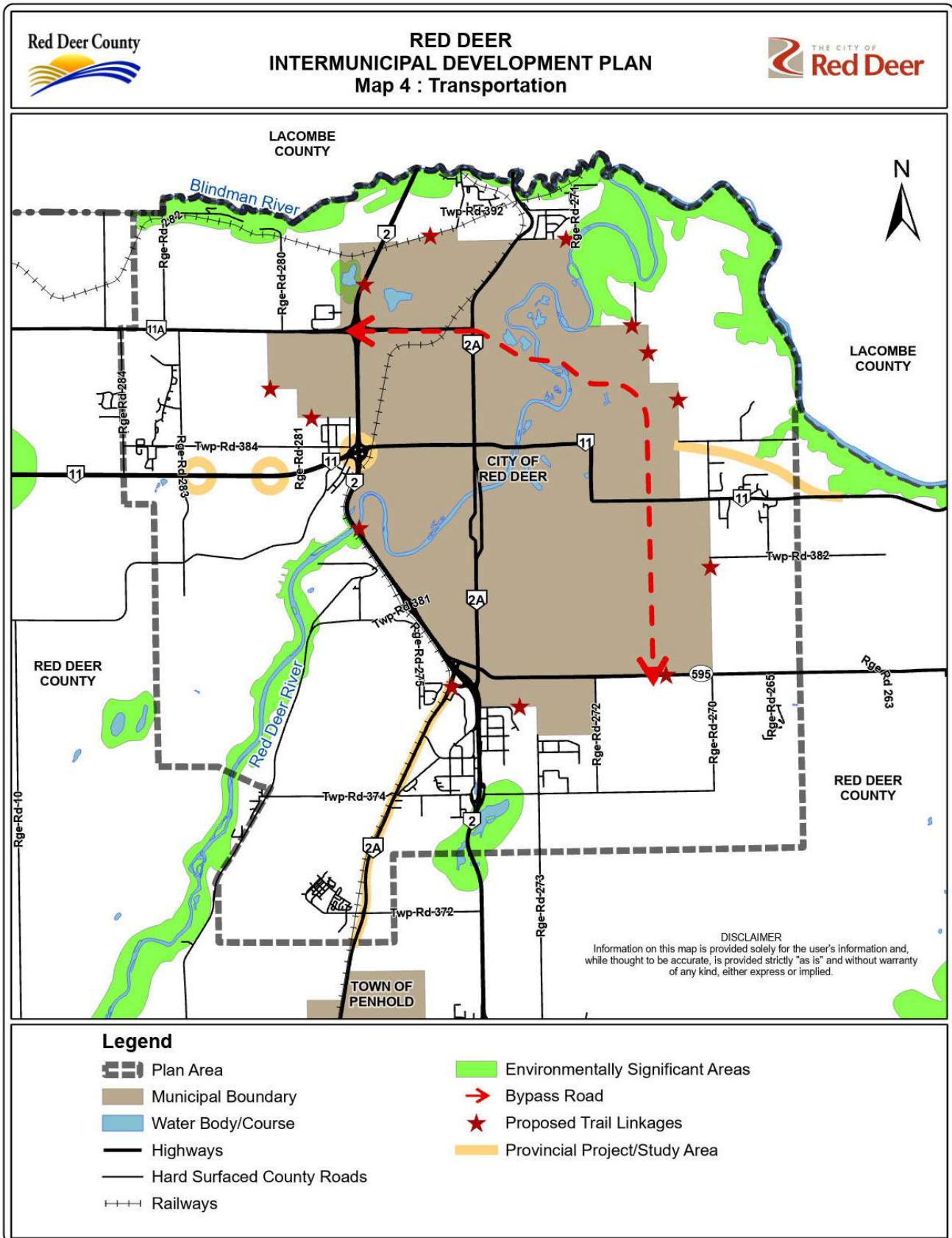
- 7.1.1 The Municipalities may coordinate, where mutually agreed, in the intermunicipal planning and provision of services.
- 7.1.2 “Services” refers to infrastructure utilities, including but not limited to water, sanitary, stormwater, drainage, and shallow utilities, as well as social and cultural services such as recreation, arts, culture, transit, waste management, emergency services, and social supports.
- 7.1.3 The provision of services through joint agreements is described within the Municipalities’ ICF.
- 7.1.4 Current and future agreements under the ICF must be negotiated under the policies of the ICF.
- 7.1.5 The Municipalities may coordinate effective, efficient, and regionally beneficial infrastructure through development and subdivision processes.
- 7.1.6 The Municipalities acknowledge that future development within the IDP area is dependent on access to regional infrastructure service corridors and agree to work together to ensure the regional corridors are protected.
- 7.1.7 The cost of infrastructure and services are covered by each municipality within their boundaries unless the Municipalities agree to share the cost.
- 7.1.8 The Municipalities agree to jointly discuss ways to cooperate with provincial agencies and utility service providers to facilitate efficient intermunicipal infrastructure and services.
- 7.1.9 The Municipalities support the development of energy projects and infrastructure within the IDP area and endeavour to work with industry and applicants to ensure orderly development that does not excessively encumber the development and urbanization of lands needed for future growth.

8 TRANSPORTATION

Map 4 – Transportation provides information on future transportation infrastructure. The intent is to communicate the existing knowledge of future transportation in the Plan area at the time of this Plan's adoption and may change over time.

8.1 GENERAL POLICY

- 8.1.1 The Municipalities must continue to accommodate transportation opportunities and corridors for the movement of people and goods in a safe, reliable, and efficient manner.
- 8.1.2 The Municipalities must consider transportation and land use in all decision-making.
- 8.1.3 The Municipalities must cooperate and consult with each other, other orders of government, and other transportation stakeholder groups when applicable.
- 8.1.4 The Municipalities may work together to protect major transportation corridors within the Plan area.
- 8.1.5 The Municipalities may work together to implement and develop trails within the IDP area in consideration of plans such as the River Valley and Tributaries Park Concept Plan.
- 8.1.6 Within 10 years of this Plan's adoption, the Municipalities may work together on a detailed transportation study for the IDP area. Topics may include, but are not limited to, a potential ring road, regional trail development, and highspeed rail.



Map 4 - Transportation

9 ECONOMIC DEVELOPMENT

The central Alberta region is located equidistant to the province's two major metropolitan areas and has immediate access to over 81 percent of Alberta's 4.4 million population in a two-hour drive, making its central location an ideal place for many businesses.

The Municipalities are excited to collaborate to attract businesses that neither can accommodate individually. The Red Deer region can offer access to lands that are connected to several modes of transportation, including the Highway 2 commercial corridor, the Red Deer Regional Airport, current rail, and future high-speed rail services.

The Municipalities support growth and development that provides long-term sustainability of the Municipalities.

9.1 ECONOMIC DEVELOPMENT

- 9.1.1 The Municipalities may work together and with the Government of Alberta to attract economic development to the Red Deer region.
- 9.1.2 The Municipalities understand they may sometimes compete directly with each other when attracting and retaining businesses. Additionally, the Municipalities agree not to intentionally lure businesses away from each other.

9.2 JOINT ECONOMIC DEVELOPMENT

- 9.2.1 The Municipalities may work together to attract large-scale land-intensive commercial and industrial developments that require lands, access, and servicing that can only be satisfied by combining their resources.
- 9.2.2 The Municipalities may work together within 5 years of this Plan's adoption to identify:
 - a. lands that are suitable for large-scale development,
 - b. lands that facilitate access to a range of transportation modes, including highways, rail, and the airport, or
 - c. the typical servicing requirements for businesses identified for joint economic development.
- 9.2.3 The Municipalities may consider joint economic development in any Land Use Policy Area of this IDP.
- 9.2.4 Areas being considered for joint economic development:
 - a. must be subject to a land-use study jointly accepted by the Municipalities,

- b. must be implemented by a plan that ensures the orderly development of land uses for both Municipalities, and
 - c. may be serviced by the City, the County, or a combination thereof.
- 9.2.5 The Municipalities may negotiate a financial arrangement for the sharing of costs and revenues to facilitate the development in joint economic development areas. These agreements serve to minimize the impact of municipal jurisdictional boundaries in locating joint economic development and to ensure the Municipalities both benefit from such developments.

10 FEATURES & CONSTRAINTS

This section identifies and recognizes major features and constraints in the Plan area. These features and constraints on *Map 5 – Features and Constraints* should be considered in land use decisions.

10.1 ENVIRONMENTALLY SIGNIFICANT AREA

The Environmentally Significant Area illustrated on *Map 5 – Features and Constraints* is based on the County Environmentally Significant Areas Inventory (2011) embedded in its MDP. ESAs include bodies of water, areas adjacent to water courses, and a diversity of ecosystems that potentially exist.

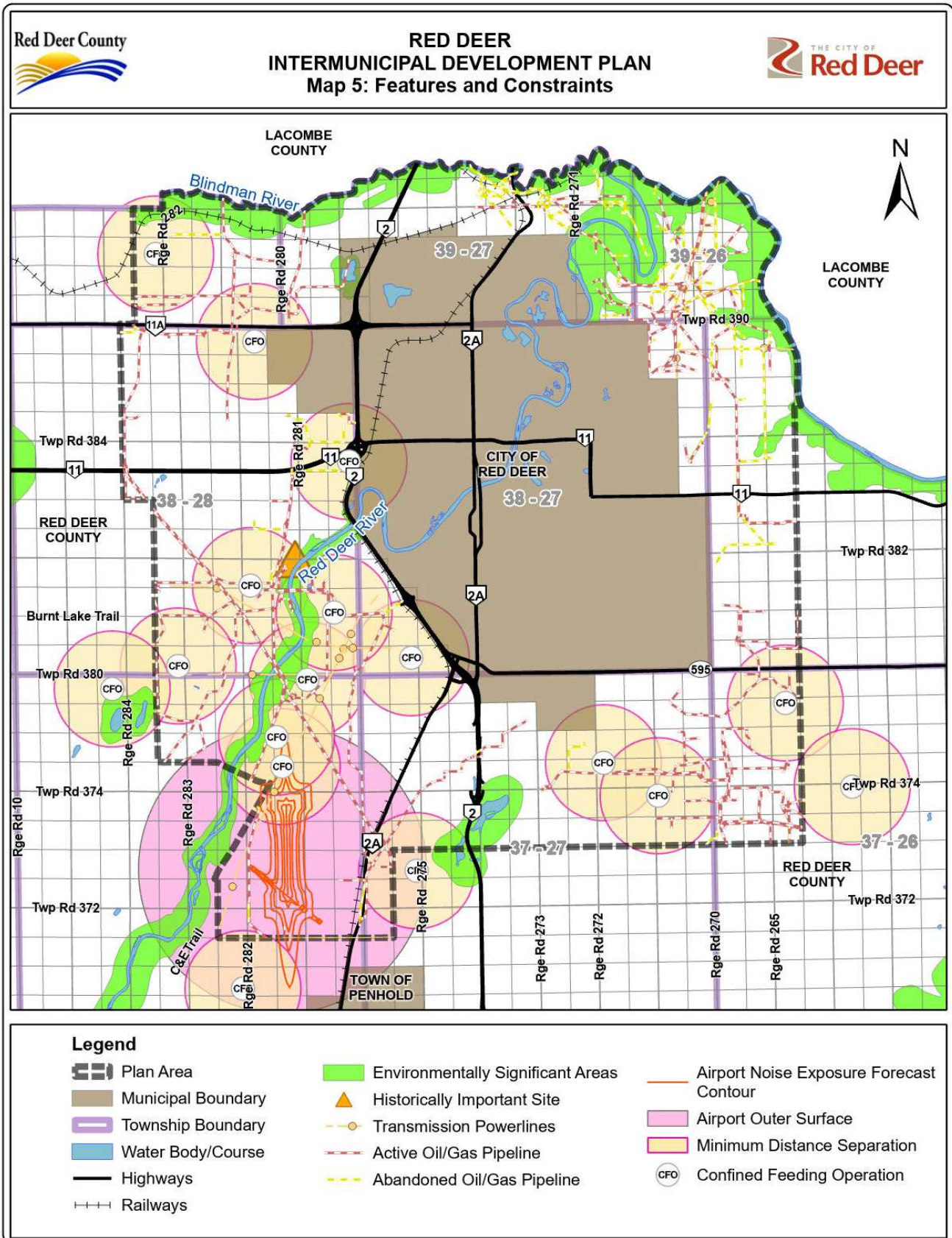
- 10.1.1 The Environmentally Significant Areas falling within the City Growth Area are subject to the County MDP and The River Valley and Tributaries Park Concept Plan.
- 10.1.2 Changes to the ESA do not require an amendment to this plan. They may be updated from time to time to reflect amendments in the County MDP.

10.2 RED DEER REGIONAL AIRPORT

- 10.2.1 The Municipalities must comply with federal airport regulations. This may include restrictions to future development within the applicable IDP area.

10.3 HISTORICALLY IMPORTANT SITES

- 10.3.1 Red Deer Indian Industrial School & Burial Sites (see 6.3 of this IDP).
- 10.3.2 The Municipalities recognize the importance of ensuring continued access to the traditional sweat lodge site at Fort Normandeau Historic Site, formalized under an MOU between Red Deer's Urban Indigenous Voices Society and the Waskasoo Environmental Education Society.



Map 5 - Features and Constraints

11 URBAN EXPANSION

This section provides policy for future City annexations of land from the County as well as guidance for annexation negotiations.

11.1 ANNEXATION

- 11.1.1 The County recognizes and agrees the City must maintain an adequate land supply and may annex land from the County from time to time to accommodate future growth.
- 11.1.2 The City must only annex lands from the City Growth Area as identified on *Map 2 – Policy Areas*. The City must not annex lands outside of the City Growth Area unless this Plan is amended.
- 11.1.3 Annexation proposals must be reviewed by the RCC before a Notice of Intent to Annex is submitted to the LPRT.
- 11.1.4 Annexation proposals must consider the applicable rules set out in the MGA.
- 11.1.5 The evaluation of annexation proposals by the Municipalities and the RCC must reflect the Annexation Principles established by *MGB Order No. 123/06*, attached as 14.1 in this Plan.

11.2 ANNEXATION NEGOTIATIONS

- 11.2.1 The Municipalities must endeavour to reach an intermunicipal agreement on the annexation before submitting the Annexation Application to the LPRT.
- 11.2.2 The County must transfer all public reserve lands within the annexed area, together with funds equal to the value of cash in lieu of reserves, plus the proceeds of the disposition of any reserve lands within the annexed area received by the County after July 7, 2007 (adoption date of the previous IDP).
- 11.2.3 Municipal annexation compensation negotiations may consider the historic compensation practices as well as more recent annexation orders issued in the region.
- 11.2.4 The Municipalities recognize the annexation application is only a recommendation to the LPRT and that the tax and assessment transition period is determined by the LPRT. The Municipalities must consider the LPRT's typical practice of increasing the recommended tax and assessment transition period to mitigate landowner concerns.
- 11.2.5 The Municipalities may also consider the past annexation board orders issued to the City and the more recent annexation orders issued in the region when negotiating the tax and assessment transition period for landowners.

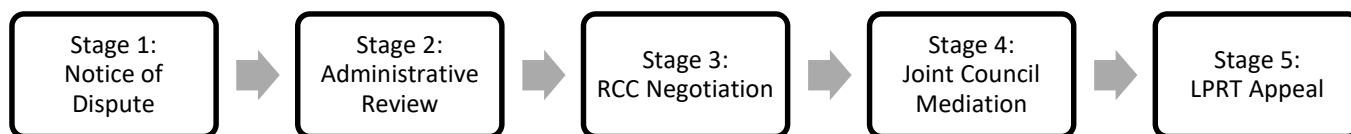
12 COMMUNICATION

12.1 COMMUNICATIONS AND REFERRAL PROCESS

- 12.1.1 Each municipality must share with the other information, data, or studies that may have implications for the Plan area.
- 12.1.2 Any proposed land use planning documents such as statutory plans, outline plans, LUBs, and amendments thereto must be referred to the other municipality affecting the areas prescribed by and in accordance with the MGA.
- 12.1.3 The responding municipality must be provided 30 days to review and provide comments regarding the referral, which may be extended upon request and mutual agreement.
- 12.1.4 Comments may have regard to the likelihood of potential negative impacts on municipal land use planning and provision of municipal services and infrastructure.
- 12.1.5 The municipality may refer any application to the other if they believe it may have a potential impact on or may be of interest to the other municipality.

12.2 IDP DISPUTE RESOLUTION PROCESS

- 12.2.1 An IDP dispute is a disagreement between the Municipalities on the interpretation, implementation, or application of this Plan. This may include, but not limited to, amendments to existing or adoption of a new statutory plan, bylaw, development, or subdivision.
- 12.2.2 The Municipalities are committed to resolving disputes in good faith in an honest, non-adversarial, informal, fair, equitable, and efficient manner.
- 12.2.3 The Municipalities must make all reasonable efforts to negotiate impartially and to resolve all disputes without prejudice.
- 12.2.4 The Municipalities must be transparent by promptly disclosing relevant facts, information, and documents to facilitate a resolution.
- 12.2.5 If the dispute resolution process is invoked the municipality engaged in the disputed process must halt and the Municipalities must otherwise continue to perform their obligations described in this Plan until the IDP Dispute Resolution Process is complete.



12.2.6 The following process must be followed to resolve an IDP dispute:

Stage 1 – Notice of Dispute

- a. Written notification (“Dispute Notice”) must be provided by the initiating municipality to the other municipality. The Dispute Notice must outline in reasonable detail, the relevant information, and documentation concerning the dispute.
- b. The initiating municipality may withdraw the notice of dispute at any time throughout the process by providing a notice of withdrawal to the other in writing, indicating the dispute is resolved.

Stage 2 – Administrative Review

- a. Within 30 days following receipt of the Dispute Notice, the municipal administrations must meet and attempt to resolve the dispute, unless a different time period is mutually agreed to by the CAOs.
- b. The written outcome must be provided for the record by the CAO within one week of concluding the meeting.
- c. If the municipal administrations are unsuccessful in resolving the dispute within the prescribed time period, then the disputed matter must be referred to the RCC for resolution.

Stage 3 – Regional Collaboration Committee Negotiations

- a. Within 30 days following a failed resolution, the RCC must meet and attempt to resolve the dispute, unless a time extension is mutually agreed upon by the joint RCC chairpersons.
- b. The outcome must be provided in writing to the municipal administrations for the record by the RCC within one week of concluding the meeting.
- c. If the RCC is unsuccessful in resolving the dispute through negotiation within the prescribed time period, then the dispute must be referred to a joint council mediation.

- d. If the RCC is unsuccessful in resolving the dispute, either party shall be entitled to provide the other party with a written notice (“Mediation Notice”) specifying the subject matters remaining in dispute, the details of the matters in dispute that are to be mediated, and the nomination of an individual to act as the mediator.

Stage 4 – Joint Council Mediation

- a. Within 30 days following a failed resolution from the RCC or receipt of a Mediation Notice, Joint Council Mediation must commence to attempt to resolve the dispute, unless a time extension is mutually agreed to by the mayors.
- b. The Municipalities must appoint a minimum of one representative from their council and their CAO to represent the interest of their municipality in the mediation.
- c. The Municipalities shall, within 30 days of the Mediation Notice, jointly nominate or agree upon a mediator.
- d. Where a mediator is appointed, the Municipalities shall submit in writing their dispute to the mediator and afford the mediator access to all records, documents, and information the mediator requests. The Municipalities shall meet with the mediator at such reasonable times as may be required and shall, through the intervention of the mediator, negotiate in good faith to resolve their dispute. All proceedings involving a mediator are agreed to be without prejudice and the fees and expenses of the mediator and the cost of the facilities required for mediation shall be shared equally between the Municipalities.
- e. If the Municipalities do not agree on the appointment of a mediator within 30 days of the Mediation Notice, the mediation is not completed within 60 days after the appointment of the mediator, or the dispute has not been resolved within 90 days from the date of receipt of the Mediation Notice, either party may, by notice to the other, withdraw from the mediation process and in such event the dispute shall be deemed to have failed to be resolved by mediation.
- f. The outcome must be provided for the record in writing.

Stage 5 – Land and Property Rights Tribunal Appeal

- a. If mediation fails, matters must be appealed to the LPRT in accordance with the MGA.

13 PLAN ADMINISTRATION

This section ensures this Plan is interpreted and implemented in the way it was intended.

13.1 INTERPRETATION

- 13.1.1 In the event of a conflict between this IDP and the ICF, the ICF governs service delivery and intermunicipal cooperation matters, while the IDP governs land use planning matters within the IDP area.
- 13.1.2 *Map 1 – IDP Boundary* identifies the boundary of the IDP. The policies in this plan are limited to the Plan area.
- 13.1.3 *Map 2 – Policy Areas* is intended as a conceptual indication of future development within the Plan area. The policies describing future development are generalized. Further guidance and direction may be offered by a statutory plan without the need for amendments to this Plan if the intent of the Plan is preserved.
- 13.1.4 *Map 3 – Existing Area Structure Plans, Map 4 – Transportation, and Map 5 – Features and Constraints*, do not form part of this IDP statutory document. These maps and appendices may be updated from time to time by the JPC without an amendment to maintain consistency between this Plan and the Municipalities' statutory documents.
- 13.1.5 Appendix 14.1 MGB Order NO. 123/06 may be replaced if the LPRT makes changes without an amendment to this IDP to ensure consistency between this Plan and LPRT annexation requirements.

13.2 IMPLEMENTATION

- 13.2.1 By adopting this Plan, the Municipalities must follow and implement the Vision, Goals, Principles, and policies of this Plan.
- 13.2.2 This Plan supersedes the provision of all past policies, council resolutions, studies or reports which are inconsistent with the matters dealt with in this Plan.
- 13.2.3 The policies within this IDP prevail over all other municipal statutory plans where there are inconsistencies between the documents concerning the IDP area.
- 13.2.4 The Municipalities must ensure that their planning procedures, statutory plans, concept plans, outline plans, and bylaws comply with this Plan.
- 13.2.5 The Municipalities agree by adopting this Plan it is their mutual intention for the policies of this Plan to govern future development, growth, and land use planning in the IDP area.

13.3 APPROVING AUTHORITY

- 13.3.1 The Municipalities must be responsible for the administration and decisions on all statutory plans, LUBs, any amendments thereto, and subdivisions within their respective boundaries.
- 13.3.2 The Municipalities have established the RCC to discuss matters of mutual interest and relevant IDP issues.
- 13.3.3 The JPC is responsible for the administrative implementation of this plan.
- 13.3.4 The ISDAB is responsible for the decisions on appeals in accordance with the MGA.

13.4 REGIONAL COLLABORATION COMMITTEE

- 13.4.1 The RCC is the IDP committee. The RCC is governed by their respective Terms of Reference which has been mutually adopted by the Municipalities.
- 13.4.2 The mandate of the RCC as it relates to the IDP is to:
 - b. make recommendations on IDP matters to the Councils,
 - c. oversee the implementation of this Plan,
 - d. review annexation proposals and negotiations,
 - e. review amendments to this IDP,
 - f. serve as an informal review body for any proposed ARP or ASP, or amendment thereto, or development applications that may have a significant impact on the Plan area,
 - g. serve as a forum to discuss any other issue of joint interest affecting the Plan area, including but not limited to joint economic development initiatives, and
 - h. provide resolution for disputes in accordance with this Plan.
- 13.4.3 The RCC may meet for IDP matters as determined by the RCC chairs.

13.5 JOINT PLANNING COMMITTEE

- 13.5.1 The Municipalities must maintain an administrative JPC to implement the policies in this Plan.
- 13.5.2 The JPC must be composed of a minimum of two administrative representatives from each municipality appointed by their respective CAO.
- 13.5.3 The JPC may meet and correspond on an as-needed basis or upon request by either municipality to implement the policies of this Plan and review planning and development matters within the Plan area.

13.6 IDP DOCUMENT REVIEW

- 13.6.1 Proposed IDP amendments must first be discussed by the RCC and subsequently brought to the annual Joint Council Workshop.
- 13.6.2 The JPC must commence a comprehensive review of this Plan no later than 10 years after its adoption. Following the review, the JPC may provide a recommendation to the RCC for further action.
- 13.6.3 The Municipalities agree the growth areas will eventually need to be expanded. The request to extend a growth area boundary must be based on a demonstrated need that is supported by a growth analysis study. This Plan must be amended for a change to a boundary to take effect.

13.7 JOINT COUNCIL MEETINGS & WORKSHOPS

- 13.7.1 The Municipalities' councils must meet annually in the second half of each year for the Joint Council Workshop or a joint council meeting.
- 13.7.2 The meeting agenda for the annual workshop may be determined by the RCC in coordination with their respective council and CAO.
- 13.7.3 The hosting and administrative responsibilities of the annual joint workshop or meeting will be arranged by the CAOs and generally alternate between the Municipalities.
- 13.7.4 Additional joint council workshops or meetings may be held as required by request from the CAOs, the mayors, the RCC, or either council.
- 13.7.5 If a joint council meeting is held for the adoption or amendment of a statutory plan, a bylaw, or any other regulatory council capacity, the Municipalities may hold separate, but concurrent, meetings in the same location and must conform to their individual rules and regulations in accordance with the MGA.

13.8 IDP AMENDMENT PROCESS

- 13.8.1 The Municipalities may agree to amend this Plan at any time as may be required.
- 13.8.2 An amendment to this Plan may be proposed by either municipality.
- 13.8.3 The JPC may provide a recommendation to the RCC for the consideration of proposed IDP amendments.
- 13.8.4 Proposed IDP amendments must be reviewed by the RCC, who must endeavour to provide a recommendation to both councils. Any disagreement arising from a proposed amendment to the IDP by either municipality is considered a dispute and must be resolved following the Dispute Resolution Process in this Plan.

- 13.8.5 The adoption or amendment of the IDP can occur in a joint council meeting or separately, but in a coordinated manner.
- 13.8.6 An amendment must not come into force until all Municipalities have successfully adopted the respective bylaws.
- 13.8.7 An amendment to this Plan has no effect if not mutually adopted by the Municipalities by bylaw in accordance with the MGA.

13.9 IDP EXTERNAL AMENDMENT APPLICATION PROCESS

- 13.9.1 An amendment to this Plan proposed by someone other than the City or County must be made to the County.
- 13.9.2 The JPC must process the application. The revenue from the application fees must be split between the Municipalities.
- 13.9.3 The requirements for external amendment applications must be determined by the JPC.
- 13.9.4 The application fee for an external IDP amendment must be determined by the County and included in the County's fee bylaw.

13.10 INTERMUNICIPAL SUBDIVISION AND DEVELOPMENT APPEAL BOARD

- 13.10.1 The Municipalities must maintain an ISDAB to provide the right of appeal in subdivision or development applications in the IDP area in accordance with the MGA.
- 13.10.2 The appeal board will be established by each municipality passing a substantially similar ISDAB Bylaw. The Municipalities ISDAB Bylaws must:
 - a. require at least a composition of seven members, consisting of:
 - i three members appointed by City council,
 - ii three members appointed by County council, and
 - iii a chairperson mutually agreed upon by both councils, and if the councils cannot agree on a chairperson, the matter will be referred to Joint Council Mediation,
 - b. require the ISDAB panel members to select a chairperson from those present if the chairperson is absent,
 - c. recognize that quorum requires equal representation from the County and City appointed members,
 - d. realise relatively equal costs for each municipality for ISDAB operations, and
 - e. recognize that if the subject land is within the IDP boundary, the subdivision and development appeals lie with the ISDAB with exceptions in accordance with the MGA.

13.11 AMENDING OR ADOPTING A PLAN

- 13.11.1 Applications for adopting an ARP, ASP, Outline or Concept Plan, or amendment thereto, as well as subdivisions, rezonings, and development permits within the County Growth Area, must adhere to policies of the IDP, the County statutory planning documents, and the County LUB.
- 13.11.2 Applications for new plans or amendments to existing plans that are completely or partially within the City Growth Area may be discussed at the RCC and must be forwarded to City council, who may determine whether the City supports or objects to the application being considered based on the application's compliance with the IDP and must advise County administration of that determination in writing.
- 13.11.3 The County is exempt from the above policies if a new LASP is required to implement an MASP or an ASP is amended to bring it into conformance with provincial legislation, this IDP, or the County MDP. These types of applications must be referred to the JPC for review before being considered by County council.

13.12 IDP REPEAL PROCESS

- 13.12.1 A municipality must give 3 months written notice, along with reasons, to the other municipality of the intention to repeal its bylaw adopting the plan, or in mutual agreement the councils may repeal their adopting bylaws together and forego the notice period.
- 13.12.2 The IDP is terminated when all the Municipalities repeal their respective adopting bylaw. A repealing bylaw passed by one council alone is not sufficient to repeal this Plan.
- 13.12.3 If a request to repeal this Plan is not mutually agreed to, the Dispute Resolution Process must be followed to resolve the dispute.
- 13.12.4 If this Plan is rescinded, it must be replaced by a new IDP bylaw unless written permission is granted by the Minister in accordance with the MGA.
- 13.12.5 If the Minister grants permission in accordance with the MGA, the Municipalities must amend their respective MDPs to reflect the rescission.
- 13.12.6 Either municipality may appeal to the LPRT if MDP amendments are inconsistent or irreflective of the rescinded IDP.

14 APPENDIX

14.1 MGB ORDER NO. 123/06

PART 3 - ANNEXATION PRINCIPLES

In the absence of criteria authorized by section 76 of the Act and in order to deal with the various issues raised by the affected parties, the landowners and the interest groups, the MGB has developed a series of annexation principles. The MGB has developed these principles from the examination of the annexation provisions in the Act, the Provincial Land Use Policies and previous annexation orders and recommendations. These principles are based on significant annexation decisions prior to 1995 and a total of nearly 170 annexations processed since the introduction of the 1995 Municipal Government Act. In summary, these principles include the following:

1. Annexations that provide for intermunicipal cooperation will be given considerable weight. Cooperative intermunicipal policies in an intermunicipal development plan will be given careful consideration, weight and support so long as they do not conflict with Provincial policies or interests.
2. Accommodation of growth by all municipalities (urban or rural) must be accomplished without encumbering the initiating municipality and the responding municipality's ability to achieve rational growth directions, cost effective utilization of resources, fiscal accountability and the attainment of the purposes of a municipality described in the Act.
3. An annexation or annexation conditions should not infringe on the local autonomy given to municipalities in the Act unless provisions of the Act have been breached or the public interest and individual rights have been unnecessarily impacted.
4. An annexation must be supported by growth projections, availability of lands within current boundaries, consideration of reasonable development densities, accommodation of a variety of land uses and reasonable growth options within each municipality (initiating and responding municipality).
5. An annexation must achieve a logical extension of growth patterns, transportation and infrastructure servicing for the affected municipalities.
6. Each annexation must illustrate a cost effective, efficient and coordinated approach to the administration of services.
7. Annexations that demonstrate sensitivity and respect for key environmental and natural features will be regarded as meeting provincial land use policies.
8. Coordination and cost effective use of resources will be demonstrated when annexations are aligned with and supported by intermunicipal development plans, municipal development plans, economic development plans, transportation and utility servicing plans and other related infrastructure plans.

9. Annexation proposals must fully consider the financial impact on the initiating and responding municipality.

10. Inter-agency consultation, coordination and cooperation is demonstrated when annexations proposals fully consider the impacts on other institutions providing services to the area.

11. Annexation proposals that develop reasonable solutions to impacts on property owners and citizens with certainty and specific time horizons will be given careful consideration and weight.

12. Annexation proposals must be based on effective public consultation both prior to and during any annexation hearing or proceedings.

13. Revenue sharing may be warranted when the annexation proposal involves existing or future special properties that generate substantive and unique costs to the impacted municipality(s) as part of the annexation or as an alternative to annexation.

14. Annexation proposals must not simply be a tax initiative. Each annexation proposal must have consideration of the full scope of costs and revenues related to the affected municipalities. The financial status of the initiating or the responding municipality(s) cannot be affected to such an extent that one or the other is unable to reasonably achieve the purposes of a municipality as outlined in section 3 of the Act. The financial impact should be reasonable and be able to be mitigated through reasonable conditions of annexation.

15. Conditions of annexation must be certain, unambiguous, enforceable and be time specific.

14.2 TRCC CALLS TO ACTION REFERENCED IN THIS IDP

Missing Children and Burial Information

75. We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of appropriate memorial ceremonies and commemorative markers to honour the deceased children.
76. We call upon the parties engaged in the work of documenting, maintaining, commemorating, and protecting residential school cemeteries to adopt strategies in accordance with the following principles:
 - i. The Aboriginal community most affected shall lead the development of such strategies.
 - ii. Information shall be sought from residential school Survivors and other Knowledge Keepers in the development of such strategies.
 - iii. Aboriginal protocols shall be respected before any potentially invasive technical inspection and investigation of a cemetery site.

National Centre for Truth and Reconciliation

77. We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.

Commemoration

79. organizations We call upon the federal government, in collaboration with Survivors, Aboriginal, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to:
 - a. Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat.
 - b. Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada's national heritage and history.
 - c. i. Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Aboriginal peoples to Canada's history.