

City of Cold Lake/ Municipal District of Bonnyville No. 87

Draft Report

Intermunicipal Development Plan

April 2021





ISL Engineering and Land Services Ltd. is an award-winning full-service consulting firm dedicated to working with all levels of government and the private sector to deliver planning and design solutions for transportation, water, and land projects.

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1.0 Introduction

1.1 Plan Purpose

The Municipal District of Bonnyville #87 (M.D.), and the City of Cold Lake (City), have agreed to enter a joint process of developing a new Intermunicipal Development Plan (IDP). This IDP replaces the previous plan that was adopted in 2009.

The IDP ensures that a coordinated and cooperative framework is established for managing the use and development of lands adjacent to the boundary of the City within the M.D. It also provides a framework for orderly and efficient urban expansion, coordination of land uses, transportation, utilities, parks, recreation and open space, and trail connections.

The municipal policy framework for the preparation of an IDP is contained in the City and M.D. Municipal Development Plans (MDPs). The City's MDP (an update to which was initiated in tandem with this IDP) contains policies regarding intermunicipal planning and regional cooperation. The M.D.'s MDP contains intermunicipal planning policies as outlined in Section 1.7 of this IDP.

1.2 Enabling Legislation

This IDP has been prepared in accordance with Section 631(2) of the Municipal Government Act (the Act), which states that an IDP:

(a) must address

- (i) the future land use within the area,*
- (ii) the manner of and the proposals for future development in the area,*
- (iii) the provision of transportation systems for the area, either generally or specifically,*
- (iv) the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,*
- (v) environmental matters within the area, either generally or specifically, and*
- (vi) any other matter related to the physical, social or economic development of the area that the councils consider necessary,*

and

(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.*

The Act also requires that all statutory plans be consistent with each other, and this IDP is consistent with the MDPs of the M.D. and City, as well as applicable Area Structure Plans (ASP). In addition, in the event of a conflict or inconsistency arising in relation to the development of land within the IDP area and a MDP, ASP or Area Redevelopment Plan, the IDP is the superseding bylaw to the extent of the conflict or inconsistency.

In addition, the IDP meets the requirements of the Provincial Land Use Policies to encourage cooperative approaches to managing growth and development:

To foster cooperation and coordination between neighbouring municipalities and between municipalities and provincial departments and other jurisdictions in addressing planning issues and in implementing plans and strategies.

1.3 Legislative and Policy Framework

The MGA empowers and governs all Alberta municipalities in their actions. It also describes that land use planning occurs through a framework consisting of provincial and municipal decision making, and the preparation and approval of regional, intermunicipal and municipal plans and bylaws, as identified in Figure 1. This framework is designed to create consistency between each plan, land use bylaw, and the decisions on subdivisions and development permits. Accordingly, this IDP has been prepared collaboratively and adopted by Bylaw for both the M.D. and the City after review of existing and more detailed plans, such as the M.D. and City MDPs and Area Structure Plans (ASPs).

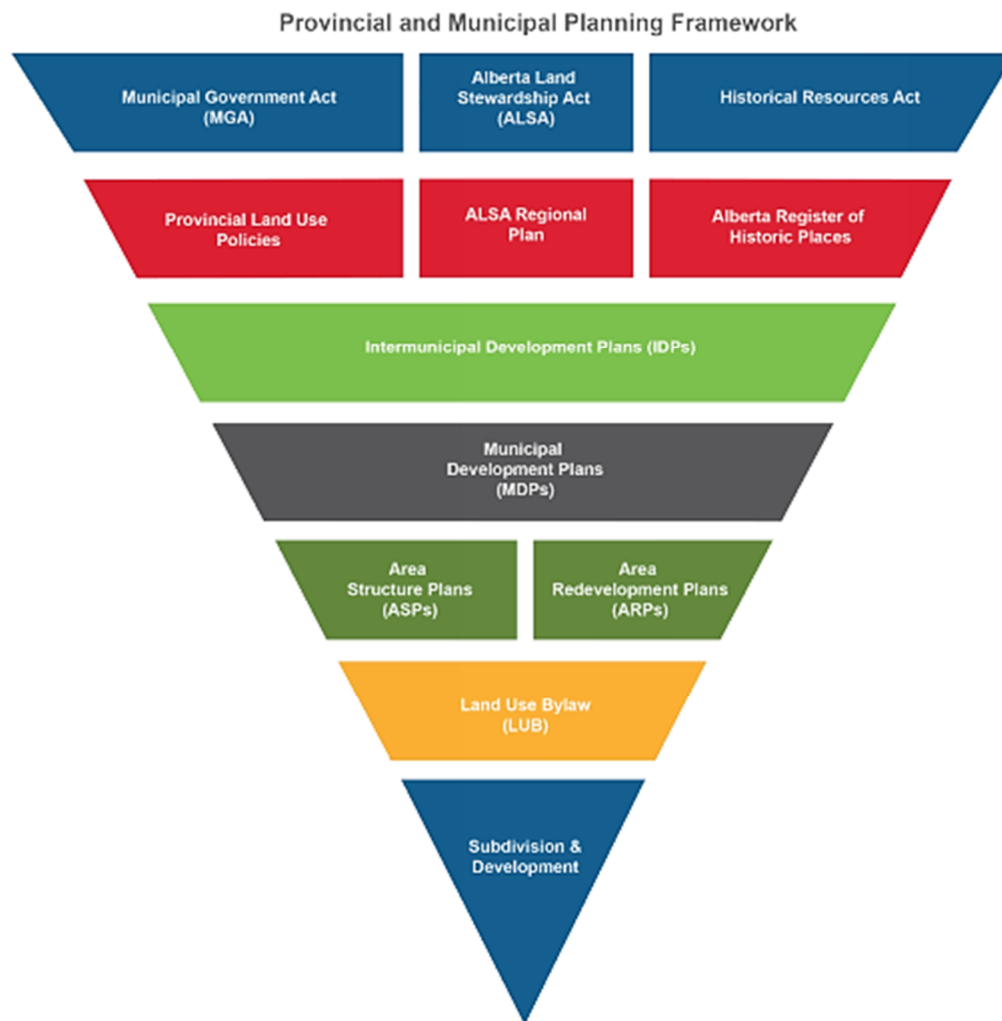


Figure 1: Alberta Planning Framework

1.3.1 Lower Athabasca Regional Plan

The City and M.D. are located within the boundaries of the Lower Athabasca Regional Plan (LARP) which was approved by the province in 2012 under the auspices of the Alberta Land-use Framework and implemented through the Alberta Land Stewardship Act.

Provincial legislation requires that all municipal planning documents and associated decisions align with the provisions of the LARP.

1.3.2 City of Cold Lake Municipal Development Plan

The City's current Municipal Development Plan (MDP) was adopted in 2020. The MDP integrates the City's economic, social, and environmental goals by providing strategic policy direction for land uses, transportation networks, servicing infrastructure, community services and facilities, and environmental protection.

Policies within the MDP reflect and respond to community input, provincial regulation and policy, existing municipal policies, Council's comments, advice from the City's administration, and technical review.

The MDP provides clear direction to make decisions about the future growth and development of the City by:

- Conforming to the requirements of the Municipal Government Act (MGA) that set the parameters for statutory plan preparation,
- Defining the City's future vision, and its consequent principles, goals, and policies,
- Minimizing the occurrence of incompatible land uses,
- Identifying transportation and servicing network efficiencies,
- Providing guidance to prepare more detailed statutory plans, and
- Providing direction to implement the City's Land Use Bylaw (LUB).

In terms of intermunicipal planning, the MDP confirms that the City will continue to work collaboratively with the M.D. to review, update and implement the IDP.

1.3.3 Municipal District of Bonnyville No. 87 Municipal Development Plan

Adopted in 2007, the M.D.'s current MDP sets a vision that encourages efficient land use patterns, the development of healthy, safe and viable communities, and the continuous improvement of the quality of life of its residents.

The MDP sets strategic goals and policies in areas such as land uses, development regulations, environmental protection, recreation, infrastructure and intermunicipal planning. The MDP provides for the protection of agricultural land from fragmentation and premature conversion by directing growth to hamlets and enabling country residential, commercial, and industrial development in suitable locations. There are also provisions to expand and protect the integrity of the transportation and municipal servicing infrastructure, to ensure continuous access for existing and new developments.

The MDP promotes responsible development, enabling the use of conservation tools and requiring the protection of water bodies and other environmentally sensitive areas through setbacks and other development restrictions. The MDP also aims to enhance recreational opportunities, creating open spaces and recreational facilities in municipal reserve lands.

There is an important component of intermunicipal planning with neighbor municipalities, including the City of Cold Lake. The MDP promotes joint planning and cooperation and enables the collaboration framework required for the adoption of this IDP.

1.3.4 Highway 55 Area Structure Plan

The Highway 55 Area Structure Plan (ASP) addresses the subdivision and development of lands located within 0.8 km of either side of Highway 55 extending from the west boundary of the City of Cold Lake to 0.8 km west of the intersection with Highway 892. All lands are located within the M.D. of Bonnyville. The plan was prepared in response to increased interest in commercial, industrial, and residential development along Highway 55 and the desire to protect highway integrity.



The ASP accommodates future growth and development while still acknowledging the constraints of the adjacent 4 Wing Air Force Base and potential impacts on agriculture and environmentally sensitive areas.

The ASP area is divided into 5 sub-areas, however only sub-area 1 is relevant to this IDP. Sub-area 1 extends from the west boundary of the City of Cold Lake to Marie Creek. Land uses in sub-area 1 are predominantly agricultural in use with some residential, rural industrial and rural commercial. Most quarter sections in sub-area 1 are under multiple ownership, further reducing agricultural viability in this sub-area.

The M.D.'s Municipal Development Plan encourages agricultural activity to continue for as long as possible and as such the Highway 55 ASP recommends that all future land uses in the area be considered on a quarter section basis to avoid premature fragmentation of agricultural lands.

1.3.5 Municipal District of Bonnyville No. 87 Land Use Bylaw

The lands within the IDP have been designated by the M.D. in its Land Use Bylaw as:

A – Agriculture: *“The general purpose of this district is to protect and enhance the municipality’s valuable agricultural land resource, the agri-based economy and the rural lifestyle, while still accommodating appropriate non-agricultural land uses.”* This designation applies to the majority of lands within the IDP area.

CR - Country Residential (Resort): *“The general purpose of this district is to provide opportunities for multi-lot country residential living adjacent lakeshores in a manner that reduces potential land use conflicts and protects the integrity of the environment”.* This designation applies to the higher density subdivisions of Countryside Estates, Country Lane Estates, Country Road Estates to the west and Morris Estates, Fairway Estates, Crawford Estates, and Hamelot to the east and southeast of Cold Lake.

CR1 - Country Residential: *“The general purpose of this district is to provide for multi-lot country residential living in a manner that reduces potential land use conflicts and protects the integrity of the environment”.* This designation applies to some small clusters of residential development to the east of Cold Lake and an 80 acre residential development (Fairview Estates) on the City’s east boundary.

CR2 - Country Residential (Large Lot): *“The general purpose of this district is to provide opportunities for multi-lot country residential living on larger lots”.* This designation applies to a single lot in the M.D. on the City’s west boundary, and two lots near Cold Lake Provincial Park.

RI - Rural Industrial: *“The purpose of this district is to support the types of industrial development best suited to a rural area”.* This designation applies to the Cold Lake Industrial Park and Superior Industries adjacent to Highway 55 west of Cold Lake.

1.3.6 City of Cold Lake Growth Study

In 2014, the City commissioned a Growth Study in support of an application to annex land from the M.D. to secure a long-term land supply for future growth. Following negotiations between the City and the M.D., a Growth Study Addendum was prepared in 2017 to reflect the agreements reached by both municipalities. The annexation was approved by the Municipal Government Board (now the Land and Property Rights Tribunal) and came into effect in January 2019.

The Growth Study and Addendum presented the annexation rationale, the legislative context and future land requirements for the City, and identified the lands proposed for annexation, including a development staging strategy. The rationale guiding the annexation process was to better integrate Cold Lake North and Cold Lake South, comprehensively plan the City of Cold Lake, and provide for a long-term urban expansion buffer that

would give the City more flexibility to diversify land use opportunities. Additionally, some of the lands that the City annexed were largely inaccessible from the M.D. and could not be readily serviced by the M.D. Annexing these lands to the City broadened the possibilities to provide road connectivity between Cold Lake North and South, benefitting both urban and rural residents.

The original study proposed an annexation area consisting of approximately 20.5 quarter sections, which would give the City enough land supply for a 50-year growth horizon. After annexation negotiations between the City of Cold Lake and the M.D., it was agreed that this growth horizon would be reduced to 35 years, with a new annexation area encompassing 11 quarter sections east and west of Highway 28 between Cold Lake North and South. The new agreement was reflected in the 2017 Growth Study Addendum and became the formal annexation area that was ultimately approved.

1.4 IDP Planning Process

The IDP preparation process consisted of four phases as shown in Figure 1:



Figure 2: IDP Planning Process

A Steering Committee, consisting of planning staff from each municipality, was established to oversee the project, review progress, discuss issues and review drafts of the IDP.

Community engagement with residents and stakeholders occurred in Phases 1 and 3.

Phase 1 Background Review and Gap Analysis

A Background Report was prepared to review all the statutory and strategic plans relevant to the IDP purpose, as well as evaluate the transportation, infrastructure, and environmental conditions within the IDP area. A Gap Analysis was also conducted to assess the consistency of the current IDP with the MGA, as well as the plans, strategies, and projects that the City and the MD have implemented since its adoption.

This initial assessment provided the basis to prepare a land use concept for the IDP, and determine the vision, guiding principles and pillars of the policy framework.

In January 2020 the City and the M.D. mailed an information package to all landowners in the IDP area with a set of Frequently Asked Questions (FAQs), and two maps with the existing and proposed IDP areas. This was done to inform all affected landowners of the IDP update process, and gather their feedback, questions, concerns and priorities. A small number of landowners responded to the mailout with questions and requests for clarification.

Phase 2 Document Preparation

Based on the results of the Background Report and Gap Analysis, the IDP land use concept and policy framework were drafted and confirmed with the Steering Committee. The draft IDP was revised in accordance with the input received.



Phase 3 Document Review

The draft IDP framework was presented to City and M.D. Councils for information in June 2020, and based on input received, as well as subsequent discussion with the Steering Committee, a revised draft IDP was completed in January 2021. At that point the IDP was placed on hold at the M.D.'s request as health restrictions resulting from the COVID pandemic prevented the IDP from being presented to residents and stakeholders in in-person public sessions.

Phase 4 Adoption

To be added when completed.

1.5 Plan Context

Population projections and land requirements forecasts were prepared in support of this IDP and the City's new MDP. The details of the analysis are contained in the Background Report, but key findings are summarized below for reference.

1.5.1 Historical Population Growth

A historical population growth analysis and recommended population projections were conducted to inform both this IDP and the City's new MDP. The current boundaries of the City of Cold Lake are the result of the amalgamation between the Town of Cold Lake (now known as Cold Lake North) and the Town of Grand Centre (now known as Cold Lake South), and the subsequent annexation of Medley (now CFB 4 Wing). Population records from federal and municipal censuses for Cold Lake North and South go back in history as far as 1956, but there is no information available for Medley between 1956 and 1981. Thus, the population history for the current City of Cold Lake as a whole can only be dated to 1986.

Figure 3 shows the historical population growth for the City of Cold Lake from 1986 to 2016.

1.5.2 Population Projections

Based on this historical trend, population growth was projected in accordance with three alternative scenarios:

- low growth, assuming an average growth rate of 2.0%;
- medium growth, assuming an average growth rate of 2.5%, and
- high growth, assuming an average growth rate of 3.0%.

Figure 4 summarizes the results of the forecast for each population growth scenario over 54 years (2016-2070) in five-year intervals. The base year for these population estimates is 2016, and the source of the information is the 2016 federal census population count.

1.5.3 Future Land Supply

These population forecasts informed the land supply analysis performed to identify the availability of residential, commercial, and industrial land for the City to the year 2070. Since the City of Cold Lake does not have jurisdiction over CFB 4 Wing, the land supply analysis is based on the current land availability in Cold Lake North and South, including the lands that were recently annexed from the M.D. The following is a summary of land supply by core land use, considering the land requirements expected from the population forecast under the low, medium, and high growth scenarios:

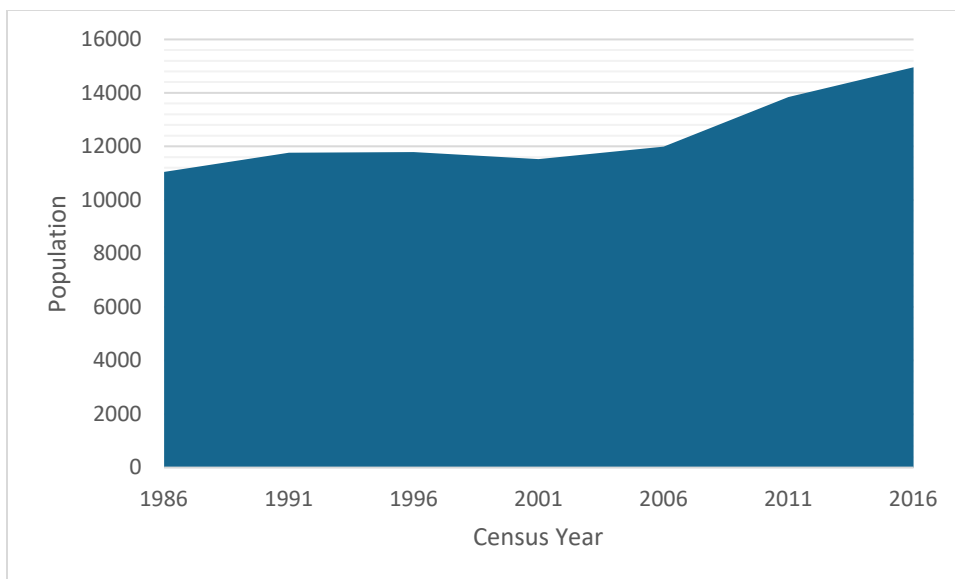


Figure 3: City of Cold Lake Population History, 1986 to 2016

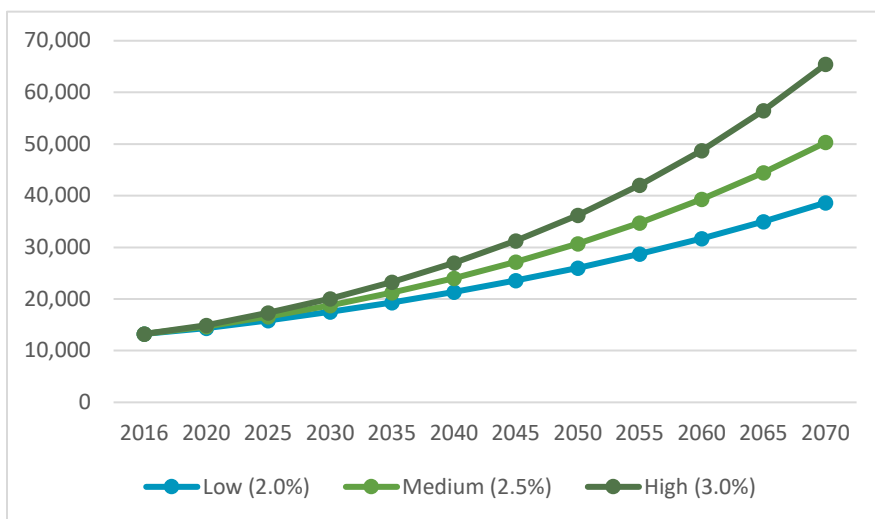


Figure 4: Cold Lake North and South (excluding 4 Wing) Population Forecast, 2016 to 2070

- Low Scenario – 2.0% average annual growth rate (AAGR):
 - The current supply of residential land would be exhausted shortly after 2060 (40 years);
 - The current supply of commercial land would be exhausted between 2050 and 2060 (30 – 40 years);
 - There is sufficient supply of industrial land beyond the 50-year horizon (239 ha surplus after the 2070 requirements).
- Medium Scenario – 2.5% AAGR:
 - The current supply of residential land would be exhausted shortly after 2050 (30 years);
 - The current supply of commercial land would be exhausted shortly after 2045 (25 years);



- There is sufficient supply of industrial land beyond the 50-year horizon (217 ha surplus after the 2070 requirements).
- High Scenario – 3.0% AAGR:
 - The current supply of residential land would be exhausted shortly after 2045 (25 years);
 - The current supply of commercial land would be exhausted shortly after 2040 (20 years);
 - There is sufficient supply of industrial land beyond the 50-year horizon (188 ha surplus after the 2070 requirements).

Assuming a low growth scenario, the current land supply of the City can accommodate residential development for the next 40 years, and commercial development in a 30- to 40-year horizon. Under a medium growth scenario, the City would have enough land to accommodate residential and commercial growth over the next 30 and 25 years, respectively. Finally, given a high growth scenario, the City could expand its residential uses for the next 25 years, but would only have commercial land available for 20 more years.

The supply of industrial land may seem disproportionately large compared to the land requirements of the 50-year horizon, even under the high growth scenario. However, it is important to note that one of the assumptions of these projections is that the current relationship of absorbed industrial land to absorbed residential land is constant throughout the 50 years. In the future, the City may want to diversify its land base and attract more industrial development, in which case this relationship would be altered, resulting in a reduced supply of industrial land.

The Cold Lake area has witnessed an economic slowdown in the past few years because of reduced oil prices and an associated reduction in economic activity. Based on the assumption that this circumstance is likely to continue in the short-term, it is assumed that all of the growth scenarios are optimistic and even the low growth scenario is not likely to be met.

1.6 Interpretation

The IDP policies contain “shall”, “must”, “will”, “should”, and “may” statements. All instances of the words “shall”, “must” or “will” in policy are mandatory requirements to implement this IDP and achieve a desired result. The word “should” is a directive term encouraging a strongly preferred action in a policy. “May” is a discretionary term indicating that interpretation is dependent on the circumstances where it is not practical or reasonable to apply the policy.

All words and expressions have the meanings as per the MGA, and the M.D.’s MDP and LUB.

■ 2.0 Policy Framework

2.1 Plan Area

The IDP applies to approximately 3,940 ha of land located adjacent to the east, south and west boundaries of the City of Cold Lake, as shown in Maps 1 and 2. The IDP area extends 2.4 km to the west of the City to Range Road 424, approximately 1.8 km to the east to Range Road 420 and Cold Lake Provincial Park, and 1.8 km to the south. Land uses within the IDP area are predominantly agriculture with some concentrated country residential development to the west and southeast of the City boundary. Some industrial development is also located in the IDP area to the west of Cold Lake along Highway 55.

As shown on the Future Land Use Concept (Map 3) the IDP area consists of:

- Future Growth Areas adjacent to the City boundary that identify areas for future urban residential and industrial/commercial development;
- Land use areas in which country residential, industrial, and recreational development opportunities are provided; and
- Environmentally sensitive lands.

2.2 Goals and Guiding Principles

Regional policy frameworks that promote a coordinated and collaborative approach to land use planning and growth management, economic development and infrastructure development are not only a legislative requirement but an opportunity to identify shared needs, common goals, and coordinate future action. Although the Cold Lake area is currently in the midst of low economic growth that reduces immediate growth pressures, there is a continued need to plan for long-term growth opportunities and challenges.

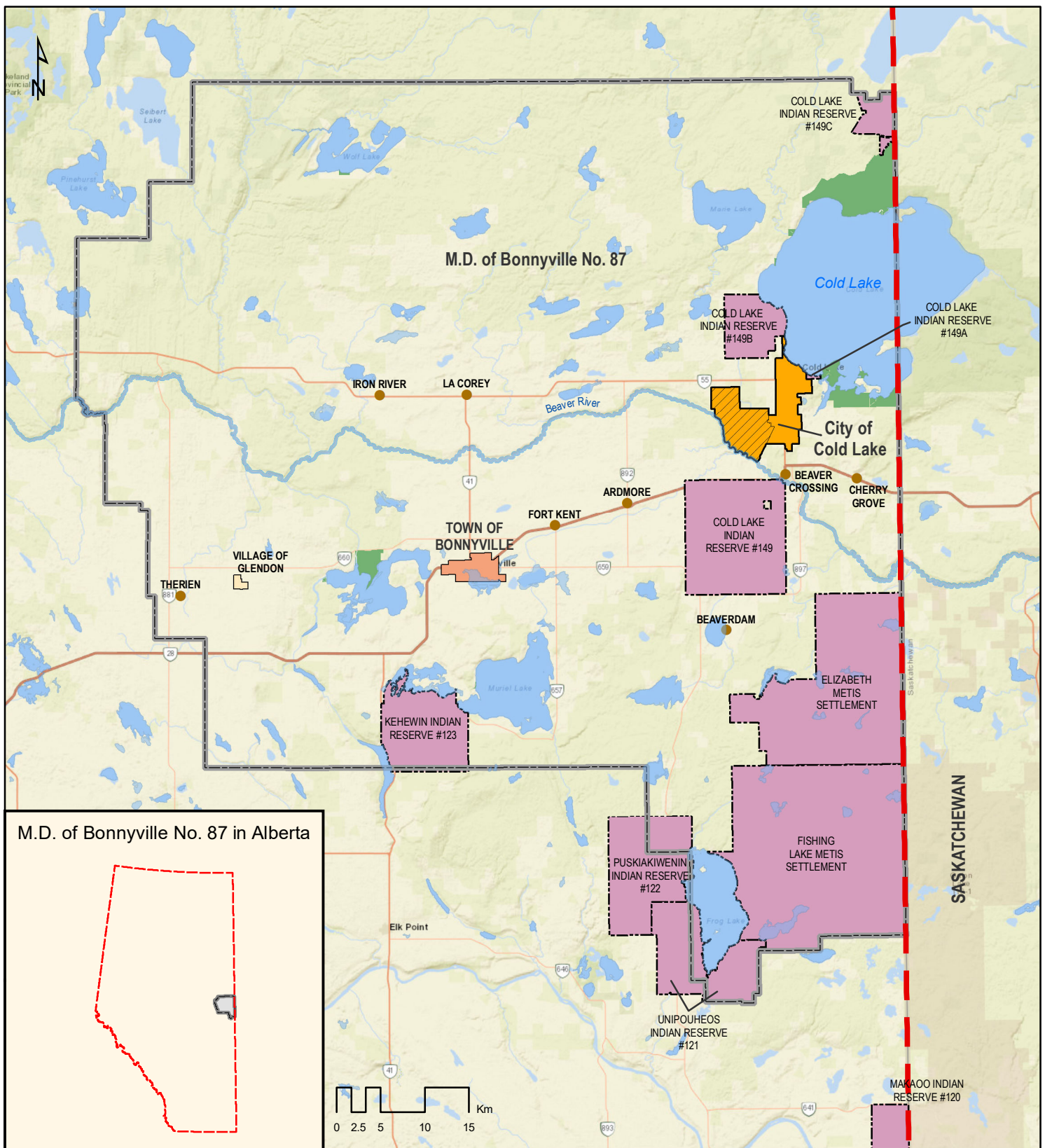
The overall goals of the IDP are to:

1. Develop mutually beneficial policies and relationships between the M.D. and City;
2. Provide for effective coordination of land uses, growth management, environmental management, transportation systems and economic development;
3. Provide opportunities for cost-sharing and joint use agreements for municipal servicing, infrastructure, and utilities; and
4. Include mechanisms to develop and maintain open lines of communication to resolve problems and seize mutually beneficial opportunities.

2.3 Plan Objectives

The objectives of this IDP are to:

1. Provide a collaborative framework for the orderly and efficient planning and development of lands in the M.D. in proximity to the City.
2. Establish and protect long-term future growth areas for the City.
3. Promote new development that benefits both municipalities.
4. Provide for both urban growth and rural development opportunities in the IDP area.
5. Identify and protect environmentally sensitive areas, water resources and other naturally significant features.
6. Preserve and protect agricultural lands in the IDP area.
7. Provide residents within the IDP area with varied recreation opportunities.
8. Establish a collaborative approach to the planning and development of transportation and municipal services in the IDP area.



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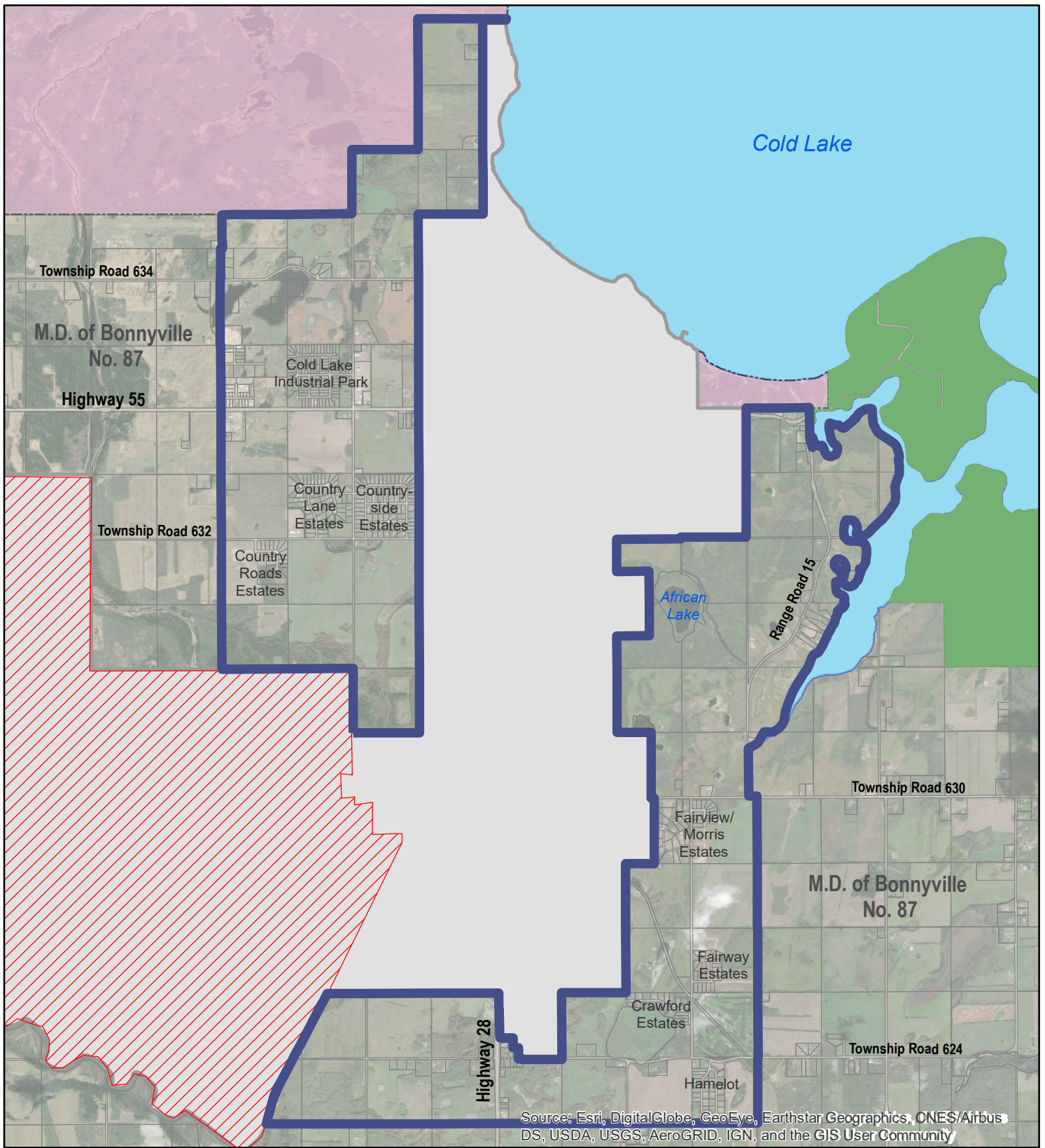
- Alberta Provincial Boundary
- M.D. of Bonnyville No. 87
- City of Cold Lake
- Town
- Village
- First Nations and Metis Settlements

- Hamlet
- Parcel
- 4 Wing
- Provincial Park
- Water Body
- Water Course



**CITY OF COLD LAKE AND
M.D. OF BONNYVILLE
INTERMUNICIPAL
DEVELOPMENT PLAN**

MAP 1:
LOCATION



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community




-  IDP Boundary
-  City of Cold Lake
-  First Nation
-  CFB 4 Wing
-  Cold Lake Provincial Park



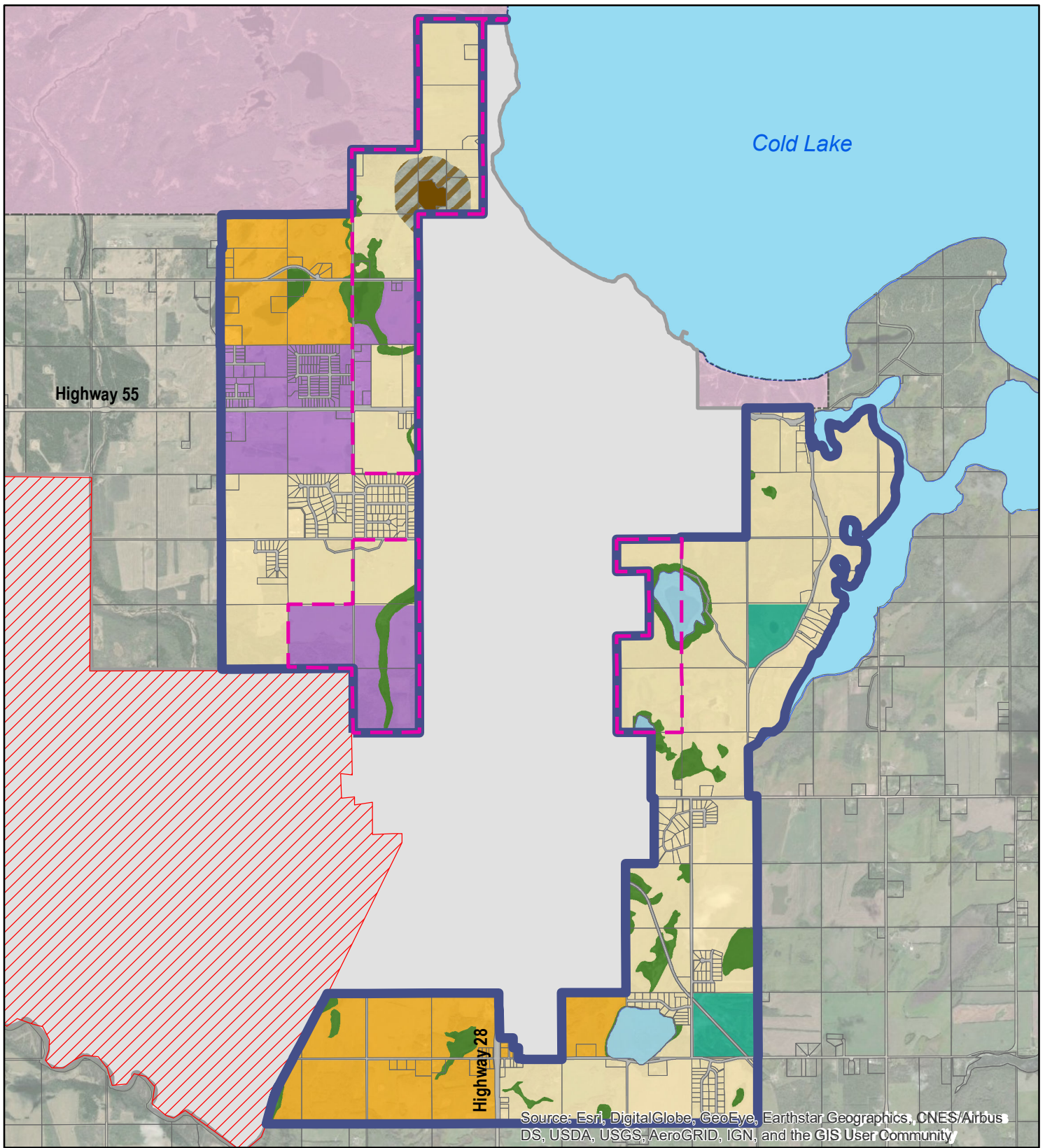
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**CITY OF COLD LAKE AND
M.D. OF BONNYVILLE
INTERMUNICIPAL
DEVELOPMENT PLAN**

**MAP 2:
PLAN AREA**



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



- IDP Area
- Future Growth Area
- City of Cold Lake
- First Nation
- CFB 4 Wing

Land Use Concept

- Agricultural
- Country Residential
- Industrial
- Recreation

- Environmentally Sensitive Area
- Circulation
- Former Landfill
- Landfill Buffer
- Water Feature



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**CITY OF COLD LAKE AND
M.D. OF BONNYVILLE
INTERMUNICIPAL
DEVELOPMENT PLAN**

**MAP 3:
FUTURE LAND USE CONCEPT**



9. Formalize lines of communication between the M.D. and City on matters of mutual interest.
10. Provide administrative protocols to manage land use in proximity to the City.
11. Provide an equitable and efficient dispute resolution process.
12. To further enhance regional partnerships and relationships between the M.D. and City.

2.4 General Development Policies

The policies of this IDP direct the long-term strategic coordination of land use, transportation, and services.

General policies applying across the IDP area are outlined below. Subsequent sections of this IDP address policy content related to specific land use areas.

2.4.1 Future Land Use Concept

All future land use, subdivision, and development approvals in the IDP area shall be in accordance with the Future Land Use Concept as shown in Map 3 and the policies of this IDP.

2.4.2 Pre-Existing Development

All pre-existing development in the IDP area shall be allowed to continue in accordance with its original approval.

2.4.3 Matters Not Addressed in IDP

In cases where a particular matter is not addressed in this IDP, the provisions of the M.D.'s MDP and any applicable Area Structure Plans shall apply.

2.4.4 Area Structure Plan (ASP) Applicability

Where an ASP exists within the IDP area or within the City adjacent to its boundary with the M.D., the policies of the applicable ASP shall take precedence over the IDP as it relates to site-specific development decisions.

2.4.5 Provincial Approving Authorities

The M.D. and the City will actively participate and assist the Province in approving and monitoring natural resource extraction and processing developments. The municipalities will also apply Provincial regulations and guidelines respecting sour gas and other oil and gas facilities including pipelines when considering subdivision and/or development applications. The M.D. and City will also actively engage with the Province on compliance issues associated with the *Alberta Wetlands Policies* and the *Public Lands Act*.

2.4.6 Area Structure Plan Requirements

- a) An ASP acceptable to both municipalities shall be required in the following cases:
 - (i) Prior to the approval of any multi-lot subdivision exceeding four (4) parcels and a total area of 8.0 ha (10 ac) located in a Future Growth Area or Industrial Area;
 - (ii) Prior to the approval of any multi-lot subdivision exceeding four (4) parcels in a Country Residential Area; or
 - (iii) Prior to any subdivision proposed adjacent to Highway 28 or 55 if required by Alberta Transportation.
- b) ASPs required under subsection (a) shall be prepared in accordance with the M.D.'s MDP with the exception of the following:
 - (i) In the event that development proposed in a Future Growth Area triggers an ASP under subsection (a), but the City determines not to immediately pursue annexation of the subject land in accordance with Section 2.13.2(c), then the ASP shall clearly demonstrate how the proposed development will be integrated into the City in the future, including transportation networks, servicing systems, and land use fabric.

- (ii) ASPs required under subsection (a)(iii) shall address highway access requirements to the satisfaction of Alberta Transportation.

2.4.7 Institutional Uses

Public and institutional uses, where possible, will be identified as part of the ASP process and integrated into the planning area in a manner that is compatible with the surrounding land uses and minimized impacts related to parking, traffic, and noise

2.4.8 Design Guidelines Along Major Corridors

Within the IDP area, Highways 55 and 28 serve as present and future intermunicipal gateways to the City. Both municipalities agree to the principle of design guidelines incorporated into their respective Land Use Bylaws to ensure that development along the highway is high quality and aesthetically pleasing. These design guidelines could address such elements as architectural treatment of buildings, setbacks, berming, landscaping, and screening of parking and storage areas, access management, landscaping, and signage.

2.5 Future Growth Areas

Future Growth Areas are identified for lands located immediately east and west of the existing boundaries of the City in order to accommodate its long-term growth needs in accordance with the provisions of this IDP. These Future Growth Areas correspond to lands identified in the 2014 Growth Study and 2017 Growth Study Addendum, as well as additional lands abutting the City boundary that may have potential to accommodate City growth.

2.5.1 Future Growth Areas

The M.D. will safeguard Future Growth Areas from developments that are or may become incompatible with future urban growth and which otherwise may have a detrimental effect on the City.

2.5.2 Development Allowances

In order that the development rights of landowners are not overly restricted, some development and subdivision of land may be permitted in a Future Growth Area in advance of annexation by the City in order to allow for some future growth without impacting the ability of the City to grow in the future. Development may be permitted for the following uses:

- a) Subdivision that does not trigger the requirement for an ASP under Section 2.4.6;
- b) A residence where permitted in the M.D.'s Land Use Bylaw;
- c) Home based businesses;
- d) Public uses and utilities;
- e) Recreational uses; and
- f) Other uses, such as unforeseen development that is mutually beneficial to the M.D. and City. The application shall be reviewed on its individual merits.

2.5.3 Municipal Reserve Dedication

In order to have adequate, well-located parks and school sites in areas that potentially may be annexed into the City to accommodate future urban growth, reserve dedication for lands within a Future Growth Area be deferred through a deferred reserve caveat until after an ASP is prepared and adopted and/or the area(s) are annexed by the City.

2.6 Country Residential Development

Country residential development in the IDP area currently consists of concentrated multi-lot subdivision to the west, southeast, and east of the City. These lands will remain as country residential in the long term. The policies of this section apply to new country residential development in the IDP area.



2.6.1 Country Residential Land Use Areas

Multi-lot country residential development shall be directed to those areas identified for future country residential use on Map 3. These areas correspond to those areas that are already developed for country residential use or have been identified as having development potential based on local site conditions.

2.6.2 Country Residential Development

Approval of new multi-lot country residential subdivisions may be considered within a Future Growth Area in accordance with the criteria contained in Section 2.4.6(a)(i). These subdivisions shall be required to tie into municipal water and sewer services consistent with the Country Residential Estate - CR3 District of the M.D.'s LUB or similar district as determined to be acceptable to both the M.D. and the City.

2.6.3 Lot Size

Country residential lot sizes shall be in accordance with the requirements of the applicable land use district in the M.D.'s LUB and be dependent on the nature of the water and sewer services proposed for the subject lots.

2.6.4 Development Form

Future country residential development should be developed in cluster form to optimize land use efficiency and minimize the fragmentation of prime agricultural lands.

2.6.5 Buffers

A landscaped or treed buffer and/or fencing shall be provided along the boundaries of country residential lots that are located adjacent to agricultural or other non-residential uses.

2.7 Industrial Development

This policy area should continue to accommodate business/industrial development in accordance with approved ASPs. Buffers are proposed to mitigate against conflicts with industrial uses and existing and future residential uses.

2.7.1 Industrial Areas

Industrial areas shown on Map 3 are those lands identified for future industrial use based on local site conditions or are identified for industrial use in the M.D.'s MDP or the Highway 55 ASP.

2.7.2 Applications

All industrial subdivision and development applications shall meet the location and technical requirements of the M.D.'s MDP and LUB prior to being rezoned to the applicable Land Use District.

2.7.3 Industrial Buffer Requirements

Through provisions in their LUBs, the M.D. and the City shall ensure that adequate buffers or transitional land uses are maintained between industrial and non-industrial uses when the potential exists for significant land use conflicts regarding noise, vibration, dust, odour, environmental hazards, or other safety risks.

2.7.4 Adjacent Land Uses

New subdivision and development, particularly residential development, shall be directed away from active and potential non-renewable resources so as not to conflict or constrain, the extraction of the resource.

2.8 Agricultural Lands

Protection of agricultural lands and encouragement of a diversity of agricultural activities is important for the M.D. and the City. Agricultural land located within the IDP area, designated as “Agricultural” on Map 3, should be protected where possible and premature development of agricultural land should be avoided.

2.8.1 Agricultural Land Protection

Lands within the Agricultural Policy Area shall be maintained for agricultural purposes. Subdivision of these lands must be consistent with the M.D.’s MDP and the LUB site area and density regulations for the Agriculture (A) District. Applications for multi-lot country residential subdivisions in excess of four (4) lots will not be allowed by the M.D. within these areas.

2.8.2 Agricultural Operations

Existing agricultural operations shall be allowed to continue unencumbered in the IDP area. Where the City annexes agricultural lands, the City will support the continuation of existing agricultural uses until such time as the land is converted to an urban use.

2.8.3 Agricultural Operations Practices Amendments Act

Pursuant to the *Agricultural Operations Practices Amendment Act*, the M.D. shall provide notice to applicants for non-agricultural subdivision and development within the Agricultural Policy Area that the primary purpose of the Area is to support agriculture and agricultural operations have precedence over other forms of land use.

2.8.4 Confined Feeding Operations

The development of Confined Feeding Operations shall not be supported within the IDP area.

2.9 Environmentally Sensitive Areas and Open Space

The IDP area contains many environmentally significant areas, including several wetlands, and forested areas. This section addresses the planning and protection of these areas. The availability of open spaces and outdoor recreation opportunities were also identified by residents of the City and M.D. as one of the most valuable assets of the community. Both municipalities must commit to maintaining and improving the level of service in recreation and leisure areas for both residents and tourists.

2.9.1 Environmental Reserve

At the time of subdivision, the M.D. may acquire environmentally sensitive lands, critical natural linkages, wildlife corridors, and buffer zones in the IDP area through the application of Environmental Reserve or Conservation Reserve in accordance with the Act.

2.9.2 Setbacks from Waterbodies

Setback requirements from Cold Lake, African Lake, Fontaine Lake, Lake No. 2, Palm Creek, and other wetlands shall be consistent with the applicable Land Use Bylaw requirements of the City or the M.D. and shall not be less than 30 m (100 ft).

2.9.3 Natural Areas

Natural greenway corridors should be maintained along the shoreline of lakes and around wetlands.

2.9.4 Environmental Protection

The M.D. and the City shall not support resource extraction development proposals in areas that are known to possess unique scientific or environmental features that would be disturbed or destroyed by such development.



2.9.5 Historical Resources Protection

The M.D. and the City shall not support resource extraction development proposals in areas within the IDP area that are known to possess unique historical features which would be disturbed or destroyed by resource extraction.

2.9.6 Intermunicipal Recreation Facility Development

The M.D. and City will continue to collaborate to support the development of public recreation facilities within the IDP area as the need for such facilities are identified.

2.9.7 Intermunicipal Parks and Trails Development

The M.D. may work with the City to plan and implement a linked intermunicipal park and trail system that connects to significant natural areas (including Cold Lake, Palm Creek, and African Lake).

2.9.8 Municipal Reserve Dedication

Municipal reserve owing as a result of the subdivision of land located outside of a Future Growth Area shall be dedicated in accordance with the policies contained in the M.D.'s MDP and any applicable ASP.

2.10 Transportation

The development and maintenance of safe, efficient, and multi-modal road, walkway and trail networks is important to the future growth of the IDP area. It is critical that both municipalities work together to ensure road infrastructure and necessary upgrades are a coordinated effort between both the M.D. and the City.

2.10.1 Roadway Systems

Specific road alignments will be determined through ASPs and functional planning studies.

2.10.2 Roadway Design Standards

Roadway development must follow the roadway design and engineering standards of the municipality having jurisdiction over such development.

2.10.3 Future Trail Development

Alberta Transportation retains control over Highway 28 outside of Cold Lake city limits and Highway 55. As Alberta Transportation standards do not allow for the accommodation of trail development within the highway right-of-way, new trail alignments and rights-of-way shall be secured within the adjacent subdivisions.

2.10.4 Access Management Guidelines

Development proposals along highways shall follow Alberta Transportation requirements respecting proposed access points. New development shall provide internal circulation roadways to connect to existing and proposed highways access points and shall provide protection of the rights-of-way for long-term roadway expansion. Any new highway access points or modifications to existing highway access points will require the approval of Alberta Transportation, and may require a Traffic Impact Assessment to supplement the development application.

2.10.5 Role of Alberta Transportation

The IDP recognizes that Alberta Transportation controls the highway system except for Highway 28 within the City limits and that existing Alberta Transportation policies and agreements with the M.D. and the City will continue in force.

2.11 Utilities

2.11.1 Servicing Standards

Subdivisions in the IDP area must follow the servicing and engineering standards of the M.D. unless an alternative set of standards are agreed upon by the municipalities.

2.11.2 Servicing

All country residential and rural industrial development in the IDP area shall be serviced by on-site or communal water and sewer services. Connection to municipal services may be accommodated in accordance with Policies 2.6.2, 2.11.3 and 2.14.3.

2.11.3 Extension of Municipal Services

The extension of municipal water and sewer services from the City into the IDP area may be considered if:

- a) The City's existing systems have the capacity to accommodate the additional demand; and
- b) The costs associated with the extension of services and any required compensation to the City for the oversizing of infrastructure are borne by the developer or benefitting landowners through such mechanisms as offsite levies, local improvement charges or the front-ending of costs; and
- c) The extension of services is requested by landowners to serve existing multi-lot country residential or industrial subdivision(s) to replace private systems; or
- d) The extension of services is to serve a new development opportunity that is determined to be of mutual benefit to both the M.D. and the City.

2.11.4 Stormwater Management

- a) Within residential subdivisions, best management practices will be utilized to control runoff and water quality.
- b) Since industrial areas have the greatest potential for increasing runoff and discharging pollutants, a detention pond should be considered to ensure containment, removal, and treatment of any runoff of contaminants from this area prior to discharging to the City of Cold Lake.
- c) Given the presence of 4 Wing, all required stormwater ponds shall be dry ponds in order to limit bird hazards to aircraft operations.

2.11.5 Utility Rights-of-Way

Land required for future utility rights-of-way that have been identified through the mutual agreement of the City and M.D. or in subsequent studies shall be protected during the subdivision and development processes.

2.11.6 Utility and Pipeline Corridors

When considering applications for subdivision and development, the Alberta Energy Regulator (AER) will be consulted regarding setbacks. Energy and utility companies should be encouraged to combine pipe and utility lines into single corridors to protect public health and safety and avoid fragmentation of land.

2.11.7 Former Landfill

No residential development shall be permitted within the landfill buffer area as shown on Map 3. Commercial, light industrial, or park development that is compatible with proposed residential development on neighbouring lands may be acceptable for this area.

2.12 Economic Development

Attracting and retaining residents and businesses is a priority of the City and the M.D. Addressing the region's cyclical economy and dependence on the oil industry is key to strengthen and promote economic development. Though the IDP has a limited impact on economic policy, a coordinated planning policy framework can help create an environment where residents and business can thrive and ensure that their infrastructure needs are



covered. Tourism development is an area in which the City and the M.D. have a great opportunity to collaborate and innovate by articulating efforts in both infrastructure and programming.

2.12.1 Collaborative Economic Development

Collaboration between the City and M.D. should be supported and encouraged through joint marketing and business development and attraction initiatives, rather than competing for economic opportunities.

2.12.2 Isolated Industrial Developments

Isolated rural industrial development may be approved if the following criteria are met:

- a) Only be permitted if the applicant can demonstrate that an isolated site, as opposed to an industrial park site, is required;
- b) Avoid, to the extent possible, locating in predominantly agricultural areas;
- c) Locate along, or near, a major transportation route such as a primary or secondary highway;
- d) Be compatible with adjacent land uses
- e) Require minimal on-site municipal services, improvements and public amenities;
- f) Demonstrate to the Development Authority's satisfaction that on-site water and sewage disposal capacity is available.

2.12.3 Sufficient Industrial Land Supply and Infrastructure

The M.D. will work with the City to ensure there is sufficient supply of serviced and partially serviced land available to attract industries servicing northern resource development. Fully serviced land will have both piped sewer and water developed to full municipal standard. Partially serviced land could include a dry industrial park or one with either sewer or water but not both.

2.12.4 Regional Tourism Partnership

The M.D. and the City should work together and with stakeholders to create an asset inventory of attractions, cultural facilities, and supportive infrastructure, and develop a long-term plan to promote and strengthen tourism in the region.

2.12.5 Intermunicipal Gateways

Design and develop a series of community gateways at key entrances on major highway corridors to provide a sense of "entry", showcase local history and improve "wayfinding" signage to local attractions and services.

2.12.6 Tourism Development

The M.D. and the City shall encourage and facilitate development of tourism attractions, services, and infrastructure by private and nonprofit groups through opportunities provided by expanded uses allowed in their Land Use Bylaws.

2.13 Annexation

The following policies are provided to help ensure that the process of annexing land from the M.D. to the City, when warranted to facilitate urban growth, proceeds as smoothly as possible.

2.13.1 Preparation and Review of Annexation Proposals

The following policies address the content of applications, and the processes to be undertaken by the respective municipalities in advance of filing an annexation application.

- a) The City shall follow the annexation process as outlined in the MGA.
- b) The City shall share growth and development information with the M.D. on a regular basis so that both municipalities are aware of the extent of any future annexation requirements, and the potential timing of a future annexation application.
- c) Annexation applications are to be based on the following criteria:
 - (i) Conformity with the IDP and City's MDP;

- (ii) Compliance with the Annexation Principles of the Land and Property Rights Tribunal;
- (iii) A growth study is prepared that contains demonstrated, justifiable and mutually agreed-upon land consumption rates and population growth;
- (iv) Consensus agreement from affected landowners;
- (v) Logical extension of existing development and infrastructure; and
- (vi) The ability of the City to absorb the costs of the lands proposed to be annexed. A financial analysis of the proposed annexation shall be undertaken in support of the application in order that the costs of the annexation are understood and is viable for both municipalities.
- d) Prior to the notice being filed with the Land and Property Rights Tribunal, the proposed annexation application shall be referred to the M.D. for review and comment.
- e) All annexation applications shall follow legal boundaries.
- f) Following annexation, the IDP, M.D. and City MDPs and LUBs shall be amended as required to reflect:
 - (i) The change in municipal boundaries; and
 - (ii) Any applicable conditions contained in the annexation order.
- g) The M.D. and City recognize that landowner consent to annexation is not required under the MGA, and that the M.D. and City will work to mitigate landowner concerns raised during the annexation process. The City accepts that in cases where:
 - (i) County landowners are opposed to annexation, or consensus is not achieved in accordance with Policy 2.13.1(c)(iv); or
 - (ii) landowners have concerns that have not been sufficiently addressed through negotiation, that the County will support those landowners in opposing the annexation of their lands.

2.13.2 Annexation Triggers

Annexation by the City should be supported in the following circumstances:

- a) In order to accommodate the City's need for land to facilitate future growth, in which case the following shall apply:
 - i) Pursuant to Policy 2.13.1(b), the City shall update the M.D. annually as to whether it has a surplus or deficiency in its residential, commercial, and industrial land supply,
 - ii) The M.D. shall support the annexation of lands located within a defined Growth Area to allow the City to maintain a 20-year land supply for growth,
 - iii) Subject to (ii), annexation may involve all or portion of a defined Growth Area, and
 - iv) To provide ample lead time and ensure that land supply does not reach a critical level, an annexation application should be undertaken when the City's residential, commercial, or industrial land supply is demonstrated to be inadequate to allow for long-term planning of new growth areas.
- b) When annexation is initiated by a landowner/developer, provided that the application is consistent with the policies of the IDP. If the land proposed for annexation is located outside a defined Growth Area, the proposed annexation shall not be considered unless the IDP is amended accordingly;
- c) In cases where new development in excess of the allowances identified in Section 2.5.2 is proposed within a Future Growth Area;
- d) In cases where the land is required to complete a proposed transportation or utility corridor as identified in an approved Master Plan.

2.14 Shared Development and Services

2.14.1 Intermunicipal Collaboration Framework (ICF)

The M.D. and City have entered into an ICF agreement that documents the relationship between the two municipalities as it relates to the responsibilities for the sharing of services that are of mutual interest. The municipalities are committed to implementing, monitoring, and reviewing the agreement in accordance with the administrative provisions of the ICF.



2.14.2 Cost and Revenue Sharing Agreements

The M.D. and the City will continue to pursue regional community development by undertaking cost and revenue sharing agreements to provide services to municipal district residents, encourage sustainable development, and promote environmental stewardship and high quality of life.

2.14.3 Framework for Agreements to Service the Plan Area

The City may provide water and wastewater services to residential, commercial, and industrial developments within the IDP area subject to meeting the criteria identified in Section 2.11.3, and agreements being reached with the M.D. and/or the developer respecting the sharing of costs and revenue.

3.0 Plan Administration

The Act requires IDPs to include:

- a) *a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan;*
- b) *a procedure to be used by one or more municipalities to amend or repeal the plan; and*
- c) *provisions relating to the administration of the plan.*

3.1 Plan Administration, Review, Amendment and Repeal

The Act requires IDPs to have “*provisions relating to the administration of the plan*” and a “*procedure to be used by one or more municipalities to amend or repeal the plan.*”

3.1.1 Administration of the IDP

The M.D. and the City will administer the provisions of the IDP and act as the Approving Authority for lands within their respective jurisdictions.

3.1.2 Review and Update of the IDP

Five years from the IDP adoption date, a mandatory review will be conducted by both Councils.

3.1.3 Plan Amendments

The IDP may be amended from time to time subject to the agreement of both Councils. Amendments could include change to policy (textual amendments), boundaries, and other matters as may be determined. IDP amendments may be initiated by either municipality or a third party by submitting an application to the M.D. or City that includes a supporting technical report describing the proposed amendment, rationale for the amendment and compliance with the guiding principles, goals and objectives of the IDP. After technical review and circulation of the proposed amendments, in order to make operative any agreed upon amendment, both municipalities will be required to pass bylaws to amend the IDP in accordance with the requirements of the Act.

3.1.4 Repealing the Plan

Repeal of the IDP may be initiated by either the M.D. or the City but shall only occur if it is to be replaced by a new IDP that is agreeable to both municipalities.

3.2 Plans and Applications

3.2.1 Subdivision and Development Permit Applications

Development permit and subdivision applications are to be processed and decided on by the Approving Authority of the municipality within which the application is located.

3.2.2 Subdivision and Development Permit Appeals

Development permit and subdivision appeals shall be heard by the SDAB of the municipality having jurisdiction (or Intermunicipal SDAB if in place), with the exception of subdivision appeals under the jurisdiction of the Land and Property Rights Tribunal (e.g. proximity to highway).

3.2.3 Statutory Plan and Land Use Bylaw Adoption and Amendments

The adoption of, or amendments to, a statutory plan (MDP, ASP, ARP) or LUB shall be processed and decided upon by the Council of the municipality in which the plan or bylaw is located.

3.3 Circulation and Referral Process

There is currently a reciprocal referral and notification process in place between the M.D. and the City. The continued referral of applications for subdivision, development approval, statutory plans, amendments and other studies and documents is essential to maintain open communications and resolve intermunicipal issues on an ongoing basis.

3.4.1 Intermunicipal Referrals

The M.D. and the City will continue the reciprocal referral of planning and land use proposals, adhering to the minimum requirements shown in Tables 1 and 2.

Table 1 - Intermunicipal Circulation and Referrals – M.D. to City

Type of Notification	Scope	Response Time (Consecutive Days)
Statutory Plans and Amendments, Outline Plans	Within the IDP area	14
Land Use Bylaws and Amendments	Within the IDP area	14
Subdivision applications (excluding farmstead separations, physical severances and boundary adjustments)	Within the IDP area	30
Road Closure Bylaw	Within the IDP area	14
Non-residential development permits (excluding accessory buildings)	Within the IDP area	14

Table 2 - Intermunicipal Circulation and Referrals – City to M.D.

Type of Notification	Scope	Response Time (Consecutive Days)
Statutory Plans and Amendments, Outline Plans	If application affects land that abuts City boundary	14
Subdivision applications (excluding physical severances and boundary adjustments)	If application affects land that abuts City boundary	30
Land Use Bylaws and Amendments	If application affects land that abuts City boundary	14
Road Closure Bylaw	If affected road connects to lands in M.D.	14
Non-residential development permits (excluding accessory buildings)	If application affects land that abuts City boundary	14

3.4.2 Circulation Time Periods

The municipalities shall circulate all non-statutory master plans (e.g. transportation, recreation, stormwater management and utilities) applicable in the IDP area for information and comment. Such referrals are not subject to the dispute resolution provisions of Section 3.4.

3.4.3 Circulation Time Periods

In the event that either municipality does not reply within, or request an extension to, the response period specified in Tables 1 and 2, it is assumed that the responding municipality has no comment or objection to the matter that is the subject of the referral.

3.4.4 Referrals to Landowners

The M.D. and City shall establish a process for landowner circulation across municipal boundaries (i.e. applications that require adjacent landowner notification) in cases where the subject land abuts a municipal boundary.

3.4 Intermunicipal Dispute Resolution

The implementation of an intermunicipal dispute resolution mechanism is a requirement of all IDPs pursuant to the *Act*. In order to satisfy this requirement and to ensure the principles of fairness and due process are respected, a dispute resolution process consisting of the following five stages has been established:

Stage 1	Administrative Review
Stage 2	CAO Review
Stage 3	Council Review
Stage 4	Mediation
Stage 5	Appeal

The process is designed to maximize opportunities for discussion and review with the goal of resolving any disagreements early in the approval process, thereby minimizing delays. It is important to note that this process only applies to those areas where the Land and Property Rights Tribunal has jurisdiction.

For the purposes of this Plan, “initiating municipality” means the municipality in which the land subject to a proposal is located. “Proposal” means a land use designation, an area structure plan, an area structure plan amendment or an IDP amendment. “Responding municipality” means the other municipality. Section 3.4 of this Plan outlines the circulation and referral process that would apply to such proposals.

3.5.1 Process Triggers

A dispute may be triggered in the following circumstances:

- Lack of agreement on an IDP amendment, or
- An unresolved objection to the proposed adoption or amendment of a statutory plan or LUB that has been given First Reading but believed to be inconsistent with the IDP.

3.5.2 Process Not Applicable

The dispute resolution process does not apply to matters that fall under the jurisdiction of the SDAB or MGB, nor does it allow a municipality to appeal a subdivision approval.

3.5.3 Dispute Resolution Process

The Following are the dispute resolution procedures agreed to by both the M.D. and the City:

Stage 1: Administrative Review

- Planning staff from the City and the M.D. shall attempt to resolve the issue(s).
- If no resolution is reached, the matter shall be referred to the Chief Administrative Officers from each municipality.



Stage 2: CAO Review

- a) The Chief Administrative Officers from the City and the M.D. shall attempt to resolve the issue(s).
- b) If no resolution is reached, the matter shall be forwarded to the respective Councils.

Stage 3: Council Review

- a) A meeting of the Councils shall be set within 21 days from the time the issue was referred from the CAOs.
- b) After consideration of the issue(s), the Councils may:
 - i) Request additional information to inform its deliberation;
 - ii) Resolve the matter; or
 - iii) Conclude that no resolution can be reached.
- c) A facilitator may be employed to help the Councils work toward resolution of the issue.
- d) If the Councils are unable to resolve the issue, a mediation process may take place.

Stage 4: Mediation

- a) In preparation for the mediation process, both municipalities shall:
 - i) Appoint an equal number of representatives to participate in the mediation process;
 - ii) Engage an impartial and independent mediator agreed to by both municipalities at equal cost to each municipality; and
 - iii) Approve a mediation process and schedule.
- b) At the conclusion of the mediation process, the mediator will submit a report to both Councils consisting of the mediated agreement, if reached. This report is not binding on either municipality, and would be subject to the approval of both Councils.
- c) If both Councils agree to the mediator's report and recommendations, then each municipality shall take the appropriate actions to address the issue(s).

Stage 5: Appeal

If mediation is unsuccessful or not pursued, the affected municipality may appeal to the Land and Property Rights Tribunal for resolution in accordance with the Act.