



# County of Vermilion River #24 And City of Lloydminster **INTERMUNICIPAL DEVELOPMENT PLAN**



**The City of Lloydminster and  
The County of Vermilion River**



**Adopted by County of Vermilion River Bylaw 06-05  
Revised by County of Vermilion River Bylaw 07-03  
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Consolidated Version**



**MATRIX PLANNING**

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# **1. INTRODUCTION**

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## **1.1 HOW TO USE THIS DOCUMENT**

This Intermunicipal Development Plan (IDP) is divided into four sections:

- an introduction containing background information,
- a detailed explanation of the intent of the IDP concept,
- a set of specific policies that will guide the Approving Authorities in their decisions and
- a set of implementation statements and directives that will guide the two municipalities in terms of process and policy content.

The Appendices contain support information that is of benefit to applicants for development.

***{Note: the term “Highway 16 Bypass” is used frequently throughout the IDP. The term also appears in referenced IDP policies within the Central, North and South Urban Expansion Area Structure Plans prepared further to this IDP. Though officially termed “Highway 16 Realignment” or “Highway 916”, the more commonly used terminology of “Highway 16 Bypass” is utilized in this IDP. For all intents and purposes, however, the term “Highway 16 Bypass” as used herein is synonymous with the term “Highway 16 Realignment” or “Highway 916”}***

## **1.2 IDP PURPOSE**

The purpose of the IDP is to establish a regional framework for attracting economic opportunities and managing land use, subdivision and development in the IDP area. The City and County want to improve opportunities to secure a long-term economic base, establish consistency in land development, and to facilitate inter-municipal communication in land development matters. Further, the municipalities want to be “development ready” and future-oriented in their

planning efforts and thus acquire an edge over other municipalities in attracting additional economic activity.

### **1.3 IDP HISTORY**

The first intermunicipal meeting respecting the IDP planning process was held in December, 2004. The Joint IDP committee consisted of three Council members of each municipality plus Administration and the planning consultants. Thereafter, the joint planning committee met 15 times between December 2004 and March 2006 in order to define the IDP land use concept and policies.

During the process, two public meetings were held to describe a draft IDP and a proposed IDP. Further, consultants conducted in-person and telephone interviews with IDP area landowners to gauge landowner desires with respect to the concept IDP and the IDP process. Direct contact was made with 28 landowners in the area who together held interests in 3,311 hectares (8181ac) of the land within the IDP. The Plan area covers a total of 6,092 hectares (15,053 ac). Therefore, landowners who signed up for interviews spoke for approximately 53% of the land in the IDP area.

#### **1.3.1 County Fringe Policy Evolution**

The County of Vermilion River first began work on a Policy for the Lloydminster Fringe Area in 1982. Agreement was established in 1983 between the County and City of Lloydminster at which time the County adopted a Fringe Area Policy and then amended their Land Use Bylaw. The Policy was reviewed in 1989 and again in 1998. Thereafter, on April 18, 2001 the County and City signed a Memorandum of Agreement on Intermunicipal Initiatives, which put in motion a number of initiatives (detailed below) among which was the preparation of an Intermunicipal Development Plan. In the interim, an Area Structure Plan (ASP), being Bylaw 01-14 was passed by the County, thus providing a planning framework to implement the Memorandum of Agreement. This ASP was established for an area approximately one mile outside the City boundary. The

Area Structure Plan and the Fringe Area Policy will be repealed by the County and replaced by the IDP policies.

### **1.3.2 Memorandum of Agreement, 2001**

The County and City signed a Memorandum of Agreement on Intermunicipal Initiatives, included the following among other matters:

**a) Adopt ASP** - The County enacted the County of Vermilion River No. 24 - City of Lloydminster Fringe Area Structure Plan for the area immediately adjacent to the City of Lloydminster Fringe Area (A-1 land use bylaw district).

**b) Site-specific subdivision on Hwy 16** - The County and the City agree that the N $\frac{1}{2}$  of the NE $\frac{1}{4}$  of 33-49-1-W4<sup>th</sup> Meridian and the S $\frac{1}{2}$  of the SE $\frac{1}{4}$  of 4-50-1-W4<sup>th</sup> Meridian can each be subdivided into a maximum of 4 parcels, and the minimum parcel size shall not be less than 6 ha (15 acres) in area. The proposed subdivisions shall be logically planned for long-term urban development. The land uses on the parcels shall be consistent with the list of permitted and discretionary uses listed in the Area Structure Plan - Restricted Business (B) District.

**c) Parcel density in A1** - Within the (A-1) district the maximum number of parcels that may be subdivided from a quarter section is one (1) parcel.

**d) Lloydminster Airport Vicinity Protection Area-** The City and County agree that the long-term viability of the Lloydminster Airport should be protected.

**e) Regional Drainage Master Plan** - The County and City will jointly cooperate and coordinate ongoing studies and tie them into a Regional Drainage Master Plan to include, but not limited to: catchment areas; retention areas; drainage flows; drainage channels and ditches; and wetland areas.

**f) Raw water Connection** – In principle the City agreed to provide the County with a raw water connection for uses by rural residents for agricultural and fire suppression purposes.

**g) Regional Growth strategy** – The City and County encourage the completion of an ongoing regional growth strategy and adopt it by mutual resolution.

**h) Intermunicipal Development Plan** – The City and County agree to adopt an IDP to supplement the ASP that was in process at the time. This IDP replaces the ASP and Fringe Area Policy.

**i) Intermunicipal Planning Committee** - The City and County agree to establish a joint committee with the purpose of providing a forum to resolve areas of concern, issues and disputes. This body also will serve as the joint implementation committee for the IDP.

#### **1.4 GOALS OF THE IDP**

The overall goals of the IDP are to:

- Establish a land use concept plan that generally outlines the future land uses that may develop over time within the IDP boundary,
- Provide more certainty of development potential in both the County and City portions of the IDP,
- Maintain and enhance mutually beneficial policies and relationships between the two municipalities,
- Outline a framework for the more detailed implementation of land development, economic development, transportation systems, municipal infrastructure and timing of development and infrastructure,

- Continue to develop and maintain open lines of communication to resolve problems and seize opportunities for mutual benefit.

## **1.5 ENACTMENT**

The policies contained within the County and City Intermunicipal Development Plan come into force once County the City Councils have given Third Reading to the Bylaw adopting the IDP.

## **1.6 ENABLING LEGISLATION**

Lloydminster is a municipality located both in the Provinces of Saskatchewan and Alberta. Therefore, it is necessary to clarify how the relevant legislations of both Provinces affect this IDP.

*The Lloydminster Charter* is an Act of the Provinces of Alberta and Saskatchewan. While section 380 of the Charter states that the MGA does not apply to the City, Section 188 of the Charter does allow the City to enter into intermunicipal agreements as a bylaw. As such, the City is entering into an agreement pursuant to Section 188 of the Lloydminster Charter.

Both the City and the County enter into this IDP in good faith and agree to pass bylaws respecting the IDP in the manner consistent with the *Alberta Municipal Government Act* (MGA). Therefore, the City of Lloydminster agrees to follow the procedures for adopting the Intermunicipal Development Plan as described in Sections 230, 606, 636, 638, and 692 of the Municipal Government Act. Further, IDP policy Implementation (section 5 of the IDP) requires, and the municipalities agree, that the City and County Municipal Development Plan policies be amended to be consistent with the IDP.



**The Lloydminster Charter** - The Lloydminster Charter provides for the ability of the City to pass bylaws and enter into agreements with other municipalities, which reads:

***“Particular powers***

**188** *The council may pass bylaws for all or any of the following purposes:*

***Agreements with other municipalities for joint undertaking of work, etc.***

*1 entering into agreements with the councils of towns, villages, rural municipalities, counties, or other cities providing for the carrying out jointly or managing or both of any work, service or purpose:*

- (a) in which the contracting parties have a common interest; and*
- (b) that each could lawfully carry out alone within its own territorial limits;...”*

**The Alberta Municipal Government Act** - The legislation concerning an Intermunicipal Development Plan is outlined in Section 631 of the Alberta Municipal Government Act, which reads:

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

***(2) An intermunicipal development plan***

***(a) may provide for;***

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

***(b) must include***

- (i) a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the Intermunicipal Development 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.*

## **2. IDP CONTEXT**

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The Intermunicipal Development Plan area comprises the land as shown in the maps in Section 3 and in Appendix C. This constitutes approximately 6,092 hectares (15,053 ac) or nearly 24 square miles. Of this total, 368 hectares (909ac) is in the City and 5,724 hectares (14,144 ac) is in the County. The following section describes the existing conditions. Please refer to Appendix C for background mapping of existing conditions, being current at the time of approval of this Plan.

### **2.1 EXISTING PHYSICAL SITE CHARACTERISTICS**

**a) Topography and Existing Stormwater drainage** (Appendix C map 2) – In general, the topography of the Plan area is flat. The land slopes downward to the east and northeast with a drop of 32 metres (105ft) over 8km (5 miles) – an overall slope of 0.4%. The average slopes vary as low as 0.1%. This fact plus the impermeable soils in portions of the Plan area pose special challenges for developing gravity sewers and managing stormwater.

The main drainage basin in the IDP is divided into four sub-basins. These four sub-basins flow eastward into Saskatchewan from the west boundary of the Plan area. A separate basin is identified south of Twp Rd 494 (12<sup>th</sup> Street) and this flows eastward to an eventual outfall in Saskatchewan. Numerous ponds and other low areas of seasonally standing water characterize the flat topography. Numerous crescent-shaped morainal deposits appear on the landscape especially south of Highway 16. These deposits, extending like waves running out from the northwest to the southeast, sometimes create ponding where land has not been cultivated or is cultivated only in dry years.

**b) Soils quality** (Appendix C map 3) – The Canada Land Inventory for Agriculture identifies the Plan area as largely CLI class 2 and 3. This indicates

good cropland throughout except in pockets of areas subject to poor drainage. Therefore, development in most of the Plan area will likely take better agricultural land out of production.

**c) Groundwater Quantity** - A 1999 Regional Groundwater study for Vermilion County, funded by Agriculture and Agri-Food Canada and prepared by Hydrogeological Consultants Ltd estimated that apparent yield for groundwater drilled in upper sand and gravel aquifers (typically 30m deep) was the most common zone for wells in the County. Yields in this zone as well as upper bedrock aquifers ranged from 10m<sup>3</sup>/day (1.5 igpm) to 300 m<sup>3</sup>/day (45 igpm). The following table shows typical groundwater consumption requirements for selected land uses.

Estimated Groundwater Consumption

Groundwater Purpose <sup>(1)</sup>	Lower Limit (m <sup>3</sup> /day)	Upper Limit (m <sup>3</sup> /day)
Residential	1.1	3.4
Multi Parcel	1.1	3.4
Commercial	1	Max. available
Light Industrial	1	Max. available
Agricultural <sup>(2)</sup>	17.1	Max. available

<sup>(1)</sup> per household

<sup>(2)</sup> traditional agriculture use as defined in the Water Act

**d) Groundwater Quality** - The water quality in these aquifers is shown as having 500 – 2000mg/l of total dissolved solids (TDS). TDS is most indicative of related factors of potability such as presence of fluoride, SO<sub>4</sub> and chloride. The groundwater from the surficial deposits in this area is mainly calcium-magnesium-bicarbonate or sodium-bicarbonate-type water. The Guidelines for Canadian Drinking Water Quality (GCDWQ) sets a standard TDS of less than 500 mg/litre.

The highest concentration of TDS is located northwest of the City. This is in the range of 1500mg/l to well over 2000mg/l.

## **2.2 EXISTING HUMAN FEATURES**

**a) Existing land uses** (Appendix C map 4) – With the exception of industrial land uses along Highway 16 and one Country residential quarter section, the IDP rural Plan area is a remarkably undeveloped farming landscape. This low level of development reduces constraints to future economical urban and rural development. To the north of Highway 16, the major influences include a rural industrial node south of the airport, a golf course/RV campground and a country residential estate. To the south of Highway 16, one country residential quarter section exists. The remainder of land uses are composed of farmsteads, an occasional home based business, light industrial, oil wells and pipelines.

**b) Existing Power Transmission lines** (Appendix C map 4) - ATCO Electrical is the major power transmission provider to this region of Alberta. Appendix C, Map 4 identifies two 144 kV lines and two 72 kV lines. ATCO has identified the need for a 240kV line within 20 years. To meet the growing load in the Lloydminster and Metiskow area south of the IDP area, as well as the retirement of the Battle River area generation, a 240kV loop is proposed to be extended from Edmonton to Lloydminster and south to Metiskow station creating a supply loop from the Edmonton to Calgary path. While the right of way has not been defined as yet, there is a possibility that a 240kV and a 144kV line may be accommodated as a double circuit on the same tower or two 240 kV towers in the same alignment. For utility corridors, a development plan ideally would leave enough space for at least two sets of parallel transmission structures. Lines can be double-circuited, where each set of structures holds two circuits. A 144kV line (single or double-circuit) typically goes on single-pole structures in the 17 to 25m-height range. 240kV lines typically go on two-pole or broader-based lattice structures, 25 to 40m in height. A pair of 144kV lines should have a corridor of 60 to 70m,

whereas a pair of 240kV lines should have about 80 or 90m. Ideally, these corridors, especially 240kV lines, would not be immediately adjacent to residential areas. The Lloyd substation southwest of the City is the likely substation to receive the 240kV line while the Hill station located in the north of the City is constrained by existing development.

**c) Existing roads, municipal servicing** (Appendix C map 5) – Oiled and paved roads are generally located every second mile as Range roads in the IDP area. However, the beginnings of a long-term non-gravel bypass on County roads are emerging along Twp Rd 494 (12 Street) Range Road 14 and Twp Road 502 (67 Street). Most other roads are gravel standard. A few internal County roads are located in the industrial zoned areas near Highway 16. A Highway 16 Bypass Study was completed in 2002. This identified an alignment for the interim and ultimate stage of development of this Highway 16 bypass as traffic counts and budgets allow. The City has designated 12<sup>th</sup> Street as a major east-west corridor, requiring a 71-metre (233ft) right of way including buffers, but a 45 metres (150ft) right of way for the road itself to the west City limits.

**d) Existing Oil and Gas facilities / pipelines** (Appendix C map 6) - Husky oil is the major pipeline operator in the Lloydminster area and operates many gathering lines and a number of transmission lines. The transmission lines connect Cold Lake, Hardisty and the Saskatchewan gathering system with the Husky terminal in Northwest Lloydminster. Numerous producing and abandoned wells exist within the IDP area. These producing wells pose a substantial constraint to future development whether urban or rural. Municipalities are constrained by Provincial legislation as to their ability to determine where or how the wells operate.

**e) Land ownership patterns** (Appendix C map 7) – There are approximately 170 landowners in the IDP area, of which 88 have land holdings of 10ac or greater. Approximately 43 landowners own parcels 80 ac or greater. The largest

landholder in the area is the Czerwionka family with approximately 13 quarter sections located mainly south of 12<sup>th</sup> Street.

**f) Existing Land Use Bylaw Districts** (Appendix C map 8) - The Plan area is mostly composed of two County land use bylaw districts outside the City boundaries. The A-1 District is essentially a holding zone intended to restrict rural land uses in anticipation of City expansion. The A-2 District is a similar concept except that the A-2 District does not intend to accommodate urban expansion per se, but rather, it is a buffer zone that examines future development for its potential nuisance impacts on the City. The remaining land use designation is Industrial and Business uses along Highway 16 and a portion of Range Road 14. One Country residential district exists south of Highway 16.

An Airport overlay district in the County land use bylaw establishes height restrictions to the area around the area for safety of property and use of aircraft in the vicinity. While the relative risk associated with land uses in the vicinity of airports is a matter of some concern, the volume of flights does not justify undertaking a risk assessment has for the Airport and surrounding land uses. It is assumed that the height limitations in the Airport Vicinity Protection Area (AVPA) overlay district of the County land use bylaw are sufficient diligence at this point. Other concerns such as electronic interference may be matters the airport authorities may wish to be aware of at the time of development permit.

**g) Opportunities and Constraints** (Appendix C map 9) - The capability of land to accept development is tied to existing biophysical constraints and existing human land uses. Map 9 overlays many of the map elements identified in the above discussion. This Appendix map 9 identifies potential opportunities and constraints that will affect future land use plans. Existing stormwater wetlands and flooding areas are only identified south of Highway 16 and east of Range Road 14. This is due to the fact that a stormwater management plan for the smaller area mapped these elements. Other low areas are not identified except

where shown on the map as areas of trees and water suitable for country residential uses. The Areas already zoned for industry and business uses are anticipated to continue with those uses in the future. This Map 9 forms a basis for the Concept Plan in the next section.

### **3. FUTURE LAND USE CONCEPT**

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#### **3.1 HOW TO USE THIS SECTION**

This section of the IDP provides the context and rationale for policies in Section 4.

#### **3.2 OVERALL FUTURE LAND USE CONCEPT**

The IDP plan is a further step in the evolution of harmonizing future land use opportunities with the City and the County of Vermilion River. Both municipalities see the potential for economic growth in the urban and rural parts of the IDP area. In addition, both municipalities have decided that addressing development pressures in the IDP area with a clear future direction is better than approaching it in a piecemeal manner. A vision of the Plan area in the year 2036 is identified in Appendix B.

**a) Overall Land Use Philosophy** - The Future Land Use Concept is shown in the Future Land Use map, being Map A. The IDP provides a long term delineation as to which lands will develop in accordance with County standards for the long term and those that will eventually be annexed to the City and developed to urban uses and densities. The IDP has created an outline for the economical, long-range development of linear infrastructure – roads, pipelines, trails and servicing considerations. For areas outside the urban expansion area, the IDP identifies land uses and performance standards that will be used to evaluate a range of future County land uses. The IDP assumes that not all land will be developed to alternative land uses within the life of this Plan. The IDP also assumes that not all land will be suitable for anything but agricultural use due to topography, drainage, lack of access, etc. Therefore, landowners cannot assume that all applications for redesignation, subdivision or development will be approved. It is also recognized that most of the Plan area is composed of better



agricultural land that will unavoidably be converted to non-agricultural uses as the IDP area develops.

**b) Addressing the entire Lloydminster Region** - Lloydminster is a border City between Saskatchewan and Alberta. Two other Rural Municipalities in Saskatchewan also border it. These municipalities also have intermunicipal interests with the City and the County. The City and County currently engage in intermunicipal discussions with the Rural Municipalities of Britannia and Wilton. This IDP will assist in creating more certainty and provide Saskatchewan municipalities with a clearer and more predictable future land use in Alberta.

**c) IDP Timeline** - The IDP recognizes two time horizons in its planning concept:

- an initial 30 year period which recognizes growth pressures in the IDP area mostly along Highway 16, Range Road 14 and inside the current City boundary and
- a longer time period of up to 60 years which primarily recognizes further residential/commercial growth south of 12<sup>th</sup> Street, development to the north and west of the City and rural development areas in the remainder of the County IDP area and especially along a long term Highway 17 Bypass.

**d) Land Use Designation summary** - The IDP area contains 5 land use designations that are divided into 10 different “cells” (refer to Future Land Use Map A). These individual cells vary in size from 65 hectares (160ac) to over 1160 hectares (2866 ac). The cells were established as a result of existing land use bylaw commitments, previous intermunicipal agreements, landowner interviews, existing land uses, population projections, transportation studies, existing water/sewer/stormwater management studies plus an assessment of existing biophysical opportunities and constraints. Many of these considerations are identified in mapped form in Appendix C. A summary of land use designations and the area for each is summarized below.

**Future Land Use Designation Summary**

Designation	Hectares (Ac)
Urban Expansion (UE)	910+1160+902 = 2,972 hectares (7344ac)
Rural Commercial/Industrial (RCI)	520+373 = 893 hectares (2206ac)
Highway Profile Development (HPD)	470 hectares (1,161ac)
Rural Development (RD)	260+ 1065 + 367 = 1692 hectares (4,181ac)
Airport Protection Area (APA)	65 hectares (160ac)
Total IDP area	6,092 hectares (15,053 ac)

**3.3 URBAN EXPANSION AREA RATIONALES**

**a) Residential Growth Projections** - The City of Lloydminster has had a compounded average annual population growth of 3% since 1971. This Plan assumes that this growth rate will continue for another 30 years from a 2005 population of 23,643 to a projected population of approximately 57,000 by the year 2036. It is further assumed, based on historical performance that 80% of the residential growth will occur on the Alberta side. That additional population is estimated to require another 800 - 900 hectares (1,980-2,200ac) of undeveloped land on the Alberta side. The North Urban Expansion area includes a potential residential component in the northernmost 3 quarter sections of the area and an industrial/secondary commercial component in the remainder. The central and southern Urban Expansion areas are potentially residential with a retail commercial/business component along arterial roads. The Central Urban Expansion Area is intended to be the first area to be converted to urban densities for the next 30 years. Potential obstructions to growth need to be resolved in areas that contain producing oil wells, especially the W1/2 34-49-1 W4M. Additional land is reserved for residential purposes in the North Urban Expansion area should there be a need for readily serviceable land. More detailed Area Structure Plans will identify specific land uses and major infrastructure.

**b) Industrial and Secondary Commercial Growth** - In terms of future non-residential land development, the demand for industrial growth is uncertain and uneven from municipality to municipality. An estimated growth projection for industrial/ secondary commercial is difficult to estimate in any municipality. A projection of historical trends reveals that over the past 30 years the City has an average, non-compounded, annual land consumption of approximately 10.4 hectares (26ac) of secondary commercial/industrial zoned land. If this were projected over 30 years, this would create a consumption of 312 hectares (770ac) or approximately 5 quarter sections of land. This amount of land would also need to be augmented with additional industrial reserve for future needs beyond the time horizon.

The IDP identifies approximately 10-quarter sections for future industrial/secondary commercial land. This could theoretically accommodate a 60-year industrial land supply for the entire City (including both the Alberta and Saskatchewan side). However, a proportion of this land would be lost to infrastructure, topographical constraints, landowner choice, etc.

The IDP generally identifies growth options south of Highway 16 for urban residential commercial and north of Highway 16 for industrial / secondary commercial /residential uses.

**c) Cost-effective growth directions and phasing** - As the rural landscape changes to urban development and more pavement, managing the increase in stormwater runoff on an essentially flat landscape becomes a critical cost factor in determining future urban expansion. Drainage ditches, culverts, retention detention ponds and rights of way for all of them need to be planned and constructed in advance of upstream development. Slow downstream movement of water requires large holding ponds to prevent drainages from overflowing and damaging property.

In principle, the IDP focuses future City infrastructure expenditures into as few service areas as possible at any one time. This approach minimizes municipal cash outlay for trunk servicing and arterial roads. When there are fewer service areas to develop at any one time, public servicing costs are more quickly recovered through developer contributions and the City can move on to develop other drainage basins in other directions.

Therefore, the City prepared a 2005 engineering assessment for future land development 2 miles to the west of the City and slightly over 2 miles south of the CNR rail line. This drainage basin is an extension of a larger intermunicipal basin, the management of which should be coordinated between the County and the City. While there are other constraints such the presence of oil and gas wells and an existing country residential subdivision, the Central Urban Expansion Area is considered by the City to be the most cost-effective development direction for urban expansion from a servicing viewpoint.

### **3.4 URBAN EXPANSION AREA (UE)**

**Interim subdivision and development** - This IDP allows landowners within most areas identified for future urban services and densities to apply to subdivide and develop 10% of their land in the interim, ahead of long-term annexation. The IDP requires that interim subdivision and development occurs in a manner that will be compatible with eventual urban densities and land uses.

Area Structure Plans (ASP's) will be prepared in each of the Three Urban Expansion Areas. These ASP's set out general land uses, trunk servicing, access and rights of way. The ASP's should be of sufficient detail to inform a landowner or developer how future urban development would look if overlaid on an existing application. Interim land uses asking for subdivision or development in advance of the approval of the ASP's will need to provide sufficient information

to ensure that they will be in harmony with future infrastructure and urban land uses.

**a) North Urban Expansion Area** - This Area (UE North) is located north of Highway 16 to the north and west of the built up area of the City and contains approximately 910 hectares (2250ac). This area is identified primarily for continued expansion of Industrial/Secondary Commercial land uses on the Alberta side of the border for the next 60 years. However, slightly over 3 quarter sections have development potential for future residential land use.

**b) Central Urban Expansion Area** – The first stage of residential growth on the Alberta side is expected to occur in the Central Urban Expansion Area (UE central) located west of the City mostly between Highway 16 and 12<sup>th</sup> street. This area contains 1160 hectares (2866 ac). In addition to residential, this area will include retail commercial, secondary commercial and a minor potential industrial land component.

**c) South Urban Expansion Area (Long Term)** – This area (UE South) contains 902 hectares (2194 ac). Future development to urban uses south of 12<sup>th</sup> Street ahead of buildout of land north of 12<sup>th</sup> Street will require a review of servicing capacities, especially the management of stormwater over this designation as well as downstream to the east.

More detailed Area Structure Plans (ASP's) will be jointly prepared by the City and County and approved by the County. These planning areas, as shown in Map C will outline locations of future major infrastructure and other future land uses. Interim development and subdivision approvals will be in harmony with these future plans.

**d) Interface of UE area and RCI/HPD** - Map A of the IDP divides some parcels into different IDP areas but does not follow along property lines. This is evident

where the westerly edge of the Urban Expansion area ends and the south Rural/Commercial Industrial area begins. Parcels included in this division include the west 1/2 of section 28-49-1-W4M and SW 33-49-1-W4M. The reason for doing this is to allow land fronting onto Range Road 14 to develop to County industrial uses with the security that this land base will remain in the County. In return, the City has the security to expand urban uses to within 400 metres of Range Road 14 without subdivision densities in the interim that would compromise the ability of the City to extend access and services into the area in a cost effective and efficient manner. The landowners' ability to develop land will occur on the westerly 400 metres of these quarters.

Similarly, the 16 hectares (40 ac) in LSD 11 of NW 33-49-1-W4M is currently designated B in the land use bylaw and will be allowed to maintain that zoning. However, access and other utilities will need to be more clearly identified in a future Central ASP for all the parcels along the western edge of the Central UE interface.

### **3.5 RURAL COMMERCIAL/INDUSTRIAL AREA (RCI)**

The Rural Commercial/Industrial Area (RCI) is divided into a north cell containing 520 hectares (1285 ac) and south cell containing 373 hectares (922 ac). This designation allows the County to establish a long-term commercial/industrial assessment base along Range Road 14. At the same time, a broad land use mix provides options for businesses that require large land holdings but may or may not have the need for piped water or sewer. While this area is not considered for future annexation for the life of this Plan, policy implementing this intent will be reviewed every 6 years.

**a) North Rural Commercial/Industrial Area** – The North RCI cell will provide for a variety of lot sizes to suit market demand. Existing industrial uses near the

airport provide an opportunity to create a phased southward expansion of commercial/industrial uses and infrastructure.

**b) South Rural Commercial/Industrial Area** – The south RCI cell will provide for a variety of lot sizes to suit market demand. The intersection of Range Road 14 and Twp Road 494 (12<sup>th</sup> Street extension) will also require an alignment study as a result of a future Hwy 16 bypass interchange to be located 400m directly to the west.

### **3.6 HIGHWAY PROFILE DEVELOPMENT AREA (HPD)**

The Highway Profile Development Area (HPD) contains approximately 470 hectares (1161ac). It is currently zoned for Business and Industrial land uses and will continue in those land use bylaw districts. While this area is not considered for future annexation for the life of this Plan, policy implementing this intent will be reviewed every 6 years.

An overlay district may be applied to all land in the Plan area along Highway 16 if required. All new development permit applications should conform to standards befitting its location in view of a national highway. In addition, other approved land uses will be encouraged to improve their appearance as viewed from Highway 16.

### **3.7 RURAL DEVELOPMENT AREA (RD)**

The Rural Development Areas (RD) contain 3 cells; an East RD cell of 260 hectares (642 ac), a North RD cell containing 1,065 hectares (2632ac) and a South RD cell containing 367 hectares (907ac). Together they comprise 1692 hectares (4181 ac) or approximately 8 square miles. A substantial portion of the cells contain existing recreational uses, tree cover, poorly drained low areas plus a variety of agricultural operations.

The intent of the RD area is to allow for a variety of land uses that capitalize on the natural attributes of the area, are compatible with existing land uses and do not require piped water or sewer services. This includes general agricultural operations (excepting confined feeding operations as they are approved by NRCB regulations), multi-parcel rural residential, farmsteads and home occupations.

### **3.8 AIRPORT PROTECTION AREA (AP)**

The Airport Protection Area (AP) contains 65 hectares (160ac). The designation is intended to protect the west end of the airport for potential future runway expansion. The City will enter into negotiations with the landowner to acquire the quarter section. The land surrounding the airport is also protected with County land use bylaw regulations that identify height limitations. Land uses in the vicinity of the airport runway approaches will need to recognize the potential for a higher volume of use and by larger aircraft in future. Please refer to the land use bylaw and Map 8 of Appendix C.

### **3.9 FUTURE TRANSPORTATION NETWORK**

**a) Overall concept** - The Future Conceptual Road Network is shown as Map B. The future road network describes an ultimate stage of arterial road development. This means all the arterial roads would be in place once the IDP area has been completely built-out. Road development will be incremental and subject to traffic counts, funding and revisions to the IDP. Map B represents a *conceptual* layout and alignments may change as site-specific obstacles and opportunities become evident. The purpose of Map B is to identify future rights of way and ensure decision makers protect those lands for the economical and efficient benefit of the community. The basic IDP road network principle is to eventually create a grid of arterial roads every mile. These roads will be



upgraded along road allowances as development is accommodated and as traffic counts increase. In other cases, forced-roads will be dedicated as part of subdivision applications.

The future road network assumes that major highway bypass routes will be needed as development and traffic volumes increase on Highway 17, Highway 16 and throughout the IDP area. The purpose of the Highway 16 and 17 Bypass is to allow fast, safe and efficient movement of goods and people around the built up part of Lloydminster. It also provides an option for large trucks and oversized traffic to avoid the City if they do not need or want to be there.

**b) Highway 16 Bypass** – A Highway 16 Bypass Functional Study was prepared by Alberta Transportation in 2002. The alignment of the Bypass, shown on Map B may begin construction in approximately 20 years. The construction will happen in stages with the first stages being at grade intersections and the ultimate stages including two grade-separated interchanges. The document identified an alignment and location of interchanges to bypass the current Highway 16 alignment as traffic increases demand and funding allows. This IDP conforms to the alignment and goes further by identifying and adopting a more detailed interchange configuration as was initially proposed in the 2002 functional plan. This interchange would serve as an all-directional connection between Highway 16 and the western portion of the IDP. Some existing roads that service landowners will need to be re-routed once the Bypass is constructed.

**c) Highway 17 Bypass** –The initial Bypass of Highway 17 is currently paved but may require future widening to a four-lane standard. As the City and IDP area population increases, there will be pressure to expand the bypass further westward. The longer term Highway 17 Bypass also serves as a major rural arterial for future development along Range Road 14.

### **3.10 FUTURE INFRASTRUCTURE AND RECREATION CORRIDORS**

Map C identifies potential future pipeline and powerline transmission corridors. The intent of the map is to serve as a notice to landowners and IDP decision makers that there may be a need to protect rights of way for these future corridors from inappropriate land use, subdivision and development.

The IDP recognizes the importance of protecting rights of way for future pipelines and powerlines well ahead of the time they are likely to be required. Future rights of way that are determined well ahead of future development improve customer service, reduce costs and minimize landowner disruption.

#### **3.10.1 Oil and Gas wells and Pipelines**

The City and County are concerned about the ability of land to be developed for higher densities in the vicinity of oil wells and pipelines. The approval and operation of these wells operate under different legislation that effectively eliminates municipal control over these developments, even when imminent pressures for increased land use and development may directly conflict with existing oil and gas infrastructure and proposed drilling and production applications. This situation is evident on land located west of 75<sup>th</sup> Avenue in E1/2 of section 34-49-1-W4M. City expansion requires this land to be converted to urban uses. However, the existing oil wells and pipelines pose a significant constraint. While the same constraints occur for rural development, the historically low development densities allow for some added flexibility in the placement of future land uses. As the County development evolves in the IDP area, this may no longer be the case.

Until legislation is changed to allow municipalities to determine approval and placement of oil and gas infrastructure within municipal boundaries, the IDP relies on policies that request Provincial authorities and the specific oil companies to work with the municipalities to establish well development protocols

that allow the timely and safe conversion to more intense land uses as the urban landscape expands outward. This IDP as well as the Central, North and South Urban Expansion ASP's spell out what is important to the City and County in their efforts to work with oil/gas companies and landowners.

With respect to future pipelines, Husky oil is cooperating with the City and County to identify their key pipeline transmission corridors. These corridors are shown on Map C.

### **3.10.2 Transmission Powerlines**

ATCO Electrical is the major power transmission provider. To meet the growing load in the Lloydminster and Metiskow area south of the IDP area, as well as the retirement of the Battle River area generation, a 240kV loop is proposed to be extended from Edmonton to Lloydminster and south to Metiskow station creating a supply loop from the Edmonton to Calgary path. Power transmission line companies will need to plan for the final alignment of such infrastructure closer to the time of application to the Province for regulatory approval to construct. In the interim, the City and the County are encouraged to consult with these operators in the design and management of such future rights of way. A new electrical substation of approximately 16 hectares (400mx400m) in size may be anticipated in the southwest part of the Plan area.

### **3.10.3 Stormwater/Wetland Management Strategy**

Due to the impermeable nature of local soils and the flat topography of the IDP area, stormwater/wetland management is a significant obstacle to proper development of the IDP area. The City and County have made progress north of Highway 16 in establishing a workable stormwater/wetland management program. This cooperation extends to the entire IDP area.

**a) Master Stormwater/Wetland Management Plan**

The City and County will continue to build on cooperation in managing stormwater in the IDP area through a master stormwater/wetland management plan. The master plan will require a common set of assumptions and contain flexible implementation options to be able to respond to development proposals. There are currently several stormwater management studies for different parts of the drainage basin using differing assumptions of the drainage area, amount of ultimate development potential and other parameters. There is also uncertainty as to how much future development will change current run-off rates for that portion of the IDP outside the Urban Expansion area. City documents identify areas inside the Urban Expansion area for an eventual urban run-off rate. In an alternate development scenario, a lower run-off rate for County rural development may be the result. As a result, the runoff volumes and flow rates would be lower and rural development would have the opportunity to either manage run-off on-site or become part of off-site stormwater infrastructure.

Stormwater/wetland management should be tied to cost recovery for the larger plan regardless of what jurisdiction the water starts in or ends up in and where it is located in the IDP plan area. With an approved IDP in place and a joint submission, the Province would be better positioned to help defray stormwater infrastructure costs.

**b) Regional Servicing Strategy**

The future availability of water is a long-term concern in the east Central Alberta region and in rural western Saskatchewan. Existing groundwater resources and recurring droughts pose a significant constraint upon the capacity of rural areas to improve opportunities to improve its long-term economic base. A successful regional water strategy requires substantial coordination and alignment of interests between municipalities and between Provinces. The IDP initiates a discussion on the feasibility and support for such a strategy.

**c) Recreation and Trail Corridors**

In dry years, stormwater management ponds will often be empty fields and linear rights of way. In wet years these will become detention ponds and drainages. A regional trail system designed to take advantage of the open spaces and linear rights of way offers an off-road alternative to cycling, cross-country skiing and walking. By incorporating informal parks and playfields ahead of residential development and by reserving trails to run beside engineered and natural drainage rights of way, a long-term intermunicipal recreation opportunity can be designed and constructed as development proceeds.

**3.11 ENVIRONMENTAL PROTECTION**

**a) Surface water run-off speed and volume** - IDP area is a landscape that has experienced substantial human modification over the years. This includes extensive cropland, animal husbandry, roads, oil and gas wells, residential and commercial/industrial land use. Land uses will continue to increase in density and intensity during the life of this IDP. Land that remains in an undeveloped state is typically low wet areas or lands subject to flooding. As land is developed, water consumption will increase from new uses with on-site services. With more paving and more buildings, surface runoff will also increase. While the land is quite flat, the municipalities will need to protect quality of stormwater runoff. Erosion will be minimized and stormwater will be channelled using standards that recognize substantial development potential outside the Urban Expansion areas.

**b) Groundwater contamination** - As new uses develop, the groundwater resource will become a more important development factor. The most common sources of contaminants that can impact groundwater originate on or near the ground surface. The contaminant sources can include leachate from landfills, effluent from leaking lagoons or from septic fields, and petroleum products from vehicle compounds, storage tanks or pipeline breaks. The agricultural activities that generate contaminants include the improper spreading of fertilizers,

pesticides, herbicides and manure. When activities occur that can or do produce a liquid that could contaminate groundwater, it is prudent (from a hydrogeological point of view) to locate the activities where the risk of groundwater contamination is minimal. Alternatively, if the activities must be located in an area where groundwater can be more easily contaminated, the necessary action must be taken to minimize the risk of groundwater contamination.

### **3.12 FUTURE AREA STRUCTURE PLANS**

Map D identifies locations where further, more detailed ASP's will be completed. From an interpretation viewpoint, the term "Area Structure Plan" as defined in the Alberta Municipal Government Act will serve as the format for an Outline Plan as identified by the City's Plan Lloydminster for those lands within the City. The intent is to identify trunk utility locations and major road alignments in greater detail than this IDP. As the City expands, the conditions for economical and efficient land uses and servicing should be identified as early as possible. Planning ahead will allow both the County and City to allow appropriate development to occur with a minimum of delay, minimize land use conflicts and ensure harmonious intermunicipal relations. Therefore, the IDP contains policies that will identify future land use cells, collector roads and servicing trunks in advance of urban expansion.

### **3.13 IDP IMPLEMENTATION**

Appendix A contains a summary of implementation tasks that both municipalities agree to undertake for the IDP area. The IDP contains a significant set of activities and approvals that will be required to ensure that the process of economic growth happens in a coordinated, mutually aware and mutually beneficial manner. Both municipalities recognize the consequences of proceeding with a well-considered IDP compared to proceeding on an ad hoc basis. The investment in municipal time and resources to ensure a fair and

consistent development process will be far outweighed by the capital that will be invested in the IDP area over the next 30 and 60 years.

The key processes include:

- an Intermunicipal Liaison Committee,
- a commitment to prepare planning documents for expected infrastructure and land uses (e.g., ASP's),
- invitations to senior jurisdictions to support planning for land use and infrastructure in the IDP area and
- requirements to realign municipal statutory documents to ensure they are consistent with the IDP.

## **4. LAND USE AND DEVELOPMENT POLICY**

### **4.1 HOW TO USE THIS SECTION**

This section of the IDP provides the policies, which should be interpreted more narrowly than section 3. Variations are allowed only where they are specifically identified. The mapping included in the IDP may require further field survey measurements to rectify any discrepancies in measurement. Refer to Maps A-D as the primary reference maps.

### **4.2 GENERAL LAND USE AND SUBDIVISION POLICIES**

Map  
Deviations

- a) All future land use, subdivision and development in the IDP Area shall comply with the policies of this IDP and Maps A, B, C and D. Major deviations to the IDP policy maps A-D and policies shall require an amendment to this Plan. Minor relaxations may be considered without an amendment to this Plan where the developer can demonstrate to the satisfaction of the Liaison Committee and Subdivision or Development Authority, that the reconfiguration of parcels and road design would maintain the overall intent of the IDP policies and Maps.

CFO's

- b) New applications for confined feeding operations in the IDP area, or applications for the expansion of any existing confined feeding operations, are policy decisions by the Natural resources Conservation Board (NRCB).



**Existing uses  
continued**

- c) Parcels within the IDP area that are currently zoned for Business (B and B2), Industrial (M) and Country Residential (CR-1) may continue with those uses identified in the County Land uses Bylaw. New applications for subdivision and development are subject to any amendments to the land use bylaw as may arise from the implementation of this IDP.

**Potential Hwy  
16 landscaping  
enhancement  
provisions**

- d) The City and County may prepare an overlay district into their land use bylaws as part of the implementation of this Plan. Any landscaping bylaw incorporated into the City or County Land use bylaws is intended to applications for subdivision and development for land uses in the IDP area that front onto Highway 16.

**Environmental  
Reserve**

- e) Subdivision applicants will be required to dedicate, as environmental reserve, all lands in an area to be subdivided that can be defined as environmental reserve in accordance with the provisions of the Municipal Government Act. In some instances the approving authority may consider conservation easements in place of environmental reserves as provided for in the section 22 of the Environmental Enhancement and Protection Act.

**MR and SR in  
“Limited  
Country  
Residential”  
within the UE  
area**

- f) For those Urban Expansion areas (UE) identified on Map A as “Limited Country Residential” the County shall defer all Reserve Land to the balance of the quarter section. In return, the City shall pay a fee to the County equivalent to 5% of the appraised value of the parcel to be subdivided. Assessment and timing of land value shall be undertaken in the manner as follows;

The applicant shall supply a market value appraisal conducted by a qualified/certified appraiser of the existing parcel of land as of a specified date occurring within the 35-day period following the date on which the application for subdivision approval is made;

- (i) as if the use proposed for the land that is the subject of the proposed subdivision conforms with any use prescribed in a statutory plan or land use bylaw for that land, and
- (ii) on the basis of what might be expected to be realized if the land were in an un-subdivided state and sold in the open market by a willing seller to a willing buyer on the date on which the appraisal is made.

**MR and SR in  
areas outside  
“Limited  
Country  
Residential”  
within the UE  
area**

- g) County subdivision applications for all parcels in designations other than “Limited Country Residential” in the Urban Expansion (UE) as shown on Map A will be required to dedicate, defer or pay cash in lieu for the full amount of Municipal Reserve owing as required by the County on a case by case basis in the forms provided for in the Municipal Government Act.

- h) The County and the City shall require rights of way for future road networks, pipelines, power lines, trunk servicing and stormwater management as conceptually identified in this Plan, any other statutory Plan in effect and as may be recommended by the Intermunicipal Liaison Committee and as required by the County or City at the subdivision application stage. The entire parcel in title shall be subject to right of way dedication.

#### **4.3 URBAN EXPANSION AREA (UE) POLICIES**

**Existing uses** a) Unless otherwise noted in this Plan, existing land use bylaw districts of the County and City will be applied to the Urban Expansion area as of the date of approval of this IDP.

- b) Robinwood Acres, located in SE 33-49-1-W4M will remain zoned as Country Residential One (CR-1). Additional subdivision of Robinwood Acres is possible under the provisions of the CR-1 district. The Central ASP will address future subdivision design for this area.

**10% subdivision policy in UE** c) In advance of future annexation and urban development, parcels located within portions of the County Urban Expansion areas (UE) may be considered by the County for redesignation and subdivision approval to *“limited country residential”* and *“limited non-residential”* land uses (see Map A). The intent is to allow a limited amount of compatible development while still protecting remaining larger remnant parcels for the efficient and economical development of future urban densities and servicing. {Note that this does not apply/is not available to those portions of the west ½ of sections 28 and 33-49-1-W4M within the Urban Expansion UE (Central) Area and, as such,

these lands do not bear either the “*Limited Country Residential*” or “*Limited Non-Residential*” designation on Map A.}

ASP's before  
subdivision

- d) The County and City shall jointly prepare Area Structure Plans (ASP). The ASP's will serve as a framework for future subdivision and development for areas identified on Map D in tandem with a new land use district for inclusion in the land use bylaw specifically tailored to implement the ASP's. Approval of the ASP's as well as the specifically tailored land use district shall precede subdivision unless the City and County agree to proceed with a decision on the subdivision application prior to third reading of the ASP or specifically tailored land use district that affects the application.

10%  
subdivision  
after  
annexation

- e) Land that is annexed to the City within the Urban Expansion area after third reading of this Plan may be approved for development under the requirements of the City respecting statutory plans, redesignation, subdivision, development agreements and servicing standards provided this Plan is amended to designate land for urban development. The land that is annexed is still eligible for subdivision of 10% of the land for limited country residential or limited non-residential development as the case may be.

Minimum  
parcel sizes  
and density in  
Limited  
Country  
Residential

- f) The following minimum and maximums shall be applied to applications for redesignation applications for limited country residential uses;
- i. The land to be considered for redesignation and subdivision comprises a maximum of 10% of the parcel in title subject to the application,

- ii. Applications for subdivision of parcels greater than 16.2 hectares (40ac) may create additional parcels with a recommended minimum size of 1.62 hectares (4ac) up to 10% of the parcel in title subject to the application,
- iii. Existing parcels between 8.1 hectares (20ac) and 16.2 hectares (40ac) may create one parcel with a recommended minimum size of 1.62 hectares (4ac),
- iv. Existing parcels smaller than 8.1 hectares (20ac) are not eligible for further subdivision.

**Maximum  
Parcel density**

- g) Except for the density allotted to parcels less than 8.1 hectares (20 ac) above, the maximum number of parcels allowed to be subdivided per parcel shall not exceed the equivalent of 1 parcel for every 16.2 hectares (40 ac.) in title. This represents the equivalent of 4 parcels per un-subdivided quarter section. Parcel sizes in the above-noted policy may be varied by the County due to physical constraints, its location or configuration relative to the County-approved ASP or other factors, but in no cases shall the area of the parcels exceed 10% of the area of the un-subdivided quarter section. Where public rights of way have reduced the potential subdivision density, the County at its discretion may allow an additional parcel to be subdivided as if the rights of way were not excepted from the area in title.

**Limited  
Country  
Residential  
Performance  
Criteria**

- h) “Limited Country Residential” land uses may be considered in parts of the Urban Expansion area as identified on Map A and where the proposed use meets the following performance criteria to the satisfaction of the County;
  - i. Applications shall be in conformity with any Area Structure Plan in place at the time,

- ii. Minimum lot sizes are recommended to be a minimum of 1.62 hectares (4ac),
- iii. Servicing will be by on-site servicing,
- iv. Applicants must provide road access to a Range Road or Township Road by means of an internal access road where multi-parcel country residential subdivision is proposed,
- v. Subdivisions that are proposed to be located at the intersection of Range and Township Roads identified as future Highway 17 Bypass, Long Term Highway 17 Bypass and Future Arterial roads in Map B of this IDP shall be designed so that the subdivision does not interfere with safety of turning movements, access management or long term road widening requirements,
- vi. Applicants must dedicate surveyed rights of way for future road networks, pipelines, power lines, trunk servicing and stormwater management as conceptually identified in this Plan, any other statutory Plan in effect and as may be recommended by the Intermunicipal Liaison Committee at the subdivision application stage. City to forward funds to the County in trust prior to compensation being provided to the landowner by the County for right of way requirements in excess of 30 metres (100ft).

**limited country residential uses redesignation required**

- i) Limited Country Residential land uses shall require a re-designation to the specifically tailored land use district referred to in Policy 4.3 (d) above.

**Future Resubdivision to Urban Densities**

- j) Subdivision applications shall submit a design intended to be suitable for potential re-subdivision to urban-sized residential parcels. The illustration shall be a consideration by the County

at the development permit stage for dwellings and landowners shall be made aware of the future potential for re-subdivision to urban densities at the development permit application stage.

**Limited non-  
residential  
uses  
Criteria**

- k) Limited Non-Residential land uses may be considered in parts of the Central, North and South Urban Expansion area as identified on Map A where the proposed use meets the following performance criteria to the satisfaction of the County;
- i. The land to be considered for redesignation and subdivision comprises a maximum of 10% of the parcel in title subject to the application,
  - ii. The use is, in the opinion of the County, compatible with surrounding land uses and future conversion to urban densities and land uses.
  - iii. Servicing shall be on-site servicing,
  - iv. Road access to a Range Road or Township Road shall be by means of an internal access road in cases where a multi-parcel subdivision is proposed,
  - v. Subdivisions that are proposed to be located at the intersection of Range and Township Roads identified as future Highway 17 bypass, Long Term Highway 17 Bypass and Future Arterial roads in Map B of this IDP should be designed so that the subdivision does not interfere with safety of turning movements, access management or long-term road widening requirements.
  - vi. Applicants must dedicate surveyed rights of way for future road networks, pipelines, power lines, truck servicing and stormwater management as conceptually identified in this Plan, any other statutory Plan in effect and as may be recommended by the Intermunicipal Liaison Committee at

the subdivision application stage. City to forward funds to the County in trust prior to compensation being provided to the landowner by the County for right of way requirements in excess of 30 metres (100ft).

**Existing residential use**

- l) Notwithstanding the IDP policies for limited non-residential uses, the County may allow existing dwellings to be subdivided in Urban Expansion areas identified as “limited non-residential areas”. In addition, existing manufactured or modular homes (as defined in the Central, North or South Urban Expansion Area Structure Plans) can remain or be replaced with a manufactured or modular home while existing single detached dwellings (as defined in the Central, North or South Urban Expansion Area Structure Plans) can remain or be replaced with a manufactured or modular home only. This residential subdivision shall be considered as part of the 10% eligible for limited non-residential uses.

**Compensation for widening required beyond 30 metres.**

- m) Inside the areas designated UE – Urban Expansion on Map A, road rights of way required beyond 30 metres (100 ft) in total width shall be compensated by the City of Lloydminster to the County of Vermilion River at the time of County subdivision. The purchased land shall be dedicated as surveyed road right of way at the time of subdivision. Assessment and timing of land value shall be undertaken in the manner as follows:

A market value appraisal conducted by a qualified/certified appraiser shall be supplied for the existing parcel of land as of a specified date occurring within the 35-day period following the date on which the application for subdivision approval is made;



- i. as if the use proposed for the land that is the subject of the proposed subdivision conforms with any use prescribed in a statutory plan or land use bylaw for that land, and
- ii. on the basis of what might be expected to be realized if the land were in an unsubdivided state and sold in the open market by a willing seller to a willing buyer on the date on which the appraisal is made.

**Taking road at  
the time of  
development**

- n) When development permit applications are being considered inside the areas designated UE – Urban Expansion on Map A, road rights of way required beyond 30 metres (100 ft) in total width shall be protected using whatever legal means/form of agreement necessary and appropriate (ranging from survey and purchase to dedication by caveat, etc.) at the time of development approval. Should the option of dedication by survey and purchase be selected, compensation for same from the City of Lloydminster to the County of Vermilion River shall occur in a manner similar to that prescribed in Policy 4.3 m) immediately above.

**Future  
Resubdivision  
to urban  
densities**

- o) Subdivision applications for Limited Non-Residential land uses shall submit a design intended to be suitable for potential re-subdivision to fully serviced commercial/industrial lot sizes with a recommended minimum parcel size of 1.2 hectares (3ac). The County shall consider the feasibility of the design at the development permit stage. The County shall inform applicants for development Permit approval of the potential for future re-subdivision to urban densities and urban services.

- Limited non-residential redesignation required
- p) Limited Non-Residential land uses shall, at the discretion of the County, either
- require a re-designation to the Industrial Development District (M) or Business (B) of the County land use bylaw or
  - be assigned the specifically tailored land use district referred to in Policy 4.3 (d) above.
- Robinwood Acres
- q) Robinwood Acres, located in SE33-49-1-W4M will remain zoned as Country Residential One (CR-1). Additional subdivision of Robinwood Acres is possible under the provisions of the CR-1 district. As urban development expands westward, landowners will be offered the opportunity to decide whether they wish to undertake an Area Redevelopment Plan (ARP) and prepare to re-subdivide the country subdivision to urban densities or remain unchanged. This option would be available to landowners upon written request to the County to undertake an ARP. The Central ASP will further address future subdivision design for this area.
- UE/RCI policy interface
- r) Redesignation, subdivision and development applications in the westerly 400 metres of the west 1/2 of section 28-49-1-W4M and westerly 400 metres of the SW 33-49-1-W4M shall be governed by policies of the Rural Commercial/ Industrial (RCI) designation of this Plan.

#### **4.4 RURAL COMMERCIAL/INDUSTRIAL AREA (RCI) POLICIES**

- Redesignation to Industrial (M)
- a) Unless otherwise noted in this Plan, applications for designation and subdivision from the Urban Vicinity Development A district in the Rural Commercial/Industrial (RCI) area will require

redesignation in accordance with the Industrial District (M) or Business District (B) of the land use bylaw as may be amended from time to time in accordance with this Plan.

Policy area intent

b) The intent of the RCI designation is to provide for the orderly development of rural industrial and compatible commercial uses.

RCI exempt from future annexation

c) The RCI designation is considered to be exempt from future annexation by the City of Lloydminster for the life of the IDP. This policy shall be reviewed every 6 years.

#### **4.5 HIGHWAY PROFILE DEVELOPMENT AREA (HPD) POLICIES**

a) Unless otherwise noted in this Plan, land use and subdivision in the Highway Profile Development area (HPD) area shall be in accordance with the existing Business (B) and Industrial (M) land uses of the land use bylaw as amended from time to time and in accordance with this Plan.

Policy area intent

b) The intent of the Highway Profile Development area (HPD) area designation is to provide for the orderly development of rural industrial and compatible commercial uses that will have a high visibility profile along a National highway.

Exempt from annexation

c) The HPD area designation is considered to be exempt from future annexation by the City of Lloydminster for the life of the IDP. This policy shall be reviewed every 6 years.

On-site servicing

d) The HPD area is intended to be serviced with on-site water and sewer servicing with the potential for piped water and sewer.

#### **4.6 RURAL DEVELOPMENT AREA (RD) POLICIES**

- A as existing designation** a) Unless otherwise noted in this Plan, land use and subdivision in the Rural Development Area (RD) shall be in accordance with this Plan. The Agricultural District (A) of the land use bylaw shall be applied to this area until such time as an alternate designation is approved.
- Policy intent** b) The intent of the Rural Development area is to provide for a wide range of rural uses with on-site servicing including, but not limited to continued agricultural uses, recreational uses and compatible country residential uses.
- RD exempt from future annexation** c) The RD designation is considered to be exempt from future annexation by the City of Lloydminster for the life of the IDP. This policy shall be reviewed every 6 years.
- On-site servicing** d) Servicing for all land uses shall be on-site servicing until such time as the County prepares a plan for extending piped water and sewer servicing to this area.

#### **4.7 AIRPORT PROTECTION AREA (AP) POLICIES**

- a) Unless otherwise noted in this Plan, land use and subdivision in the Airport Protection Area (AP) area shall be in accordance with the of the land use bylaw as amended in accordance with this Plan.
- Land acquisition** b) The City will enter into negotiations with the landowner within the AP designation with the intent to acquire the quarter section

and do so in accordance with Section 72 of the Municipal Government Act.

- Annexation** c) The City will consider this area for annexation into the City at such time the land is required for airport purposes.
- AVPA policy applicability** d) Protection of the potential expansion of the Lloydminster airport is an important consideration for regional economic development. The Airport Vicinity Protection Area (AVPA) overlay district of the County land use bylaw shall continue to be in effect respecting uses and height limitations. Additional considerations of electronic interference potential shall be considered at the time of applications for redesignation, subdivision and development permit approval.

#### **4.8 FUTURE ROAD NETWORK POLICIES**

- Conceptual road network map** a) The Future Conceptual Road Network shown as Map B shows the ultimate stage of arterial road development at the end of the planning horizon. All subdivision and development permit applications shall be in accordance with this Map and the IDP provisions. Detailed alignments of future road rights of way may vary due to topography and drainage patterns. These will be identified during more detailed area structure plans, conceptual schemes and subdivision applications.
- b) Subdivisions that are proposed to be located at the intersection of Range and Township Roads identified as Highway 17 bypass, the Long Term Highway 17 Bypass and Future Arterial road in Map B of this IDP should be designed so that the

subdivision does not interfere with long-term road widening requirements.

75 Ave limited access c) The 75<sup>th</sup> Avenue corridor is an important road for fast and convenient north / south access as the City expands westward. Therefore, the City will ensure that access onto 75 Ave is limited to a maximum of two intersections per quarter section.

joint access d) Applicants for subdivision should plan for joint access among multiple parcels wherever possible.

#### **4.9 MUNICIPAL SERVICING POLICIES**

Future County piped water and sewer a) The County may construct a future piped water and sewer system to serve the County including the IDP area. Extension of these systems will be contingent upon development applications and capacity for the economic provision of services. Landowners who benefit will be required to contribute to the costs of construction and maintenance of the system.

Extraordinary opportunity b) The City and County may enter into an agreement to supply water at a competitive price as an incentive for major commercial or industrial opportunities in the County if the applicant requires piped water for its operation, supplies substantial regional employment opportunities and pays for the costs of constructing infrastructure to bring the water to the site.

Alberta stormwater guidelines c) Subdivision and development permit applications shall conform with the Stormwater Management Guidelines for the Province of Alberta 1999, prepared by Alberta Environment as well as

existing stormwater management studies for the area. There shall be no change between pre and post-development off-site flows except where the application conforms to an approved stormwater management Plan approved in conjunction with the City and County.

#### **4.10 INFRASTRUCTURE CORRIDORS**

Pipeline row  
alignments

- a) Future pipeline corridors shown in Map C are identified as potential alignments that are intended to be bundled with existing pipelines. Subdivision and development applications in the vicinity of corridors identified generally in Map C shall ensure that pipeline operators are circulated the applications for comment.

Protected  
pipeline right  
of way width

- b) The City and the County shall ensure a 36 metre oil and gas transmission pipeline easement or right of way as shown on Map C is protected at the time of subdivision and development. The exact requirement would be determined at the time of subdivision.

Oil well and  
development  
planning

- c) The City and County have limited capacity to control the development and life span of oil wells in the IDP area. As a result, the future ability of the City and County to approve contiguous and orderly development is significantly affected by the presence of existing and future oil leases. Therefore, the City and County will work with those oil and gas leaseholders and landowners to identify a well-site development and production schedule that is coordinated with the land use designations within the IDP area. This is especially important for Urban Expansion areas (UE), Rural Commercial Industrial

areas (RCI) and Highway Profile Development (HPD) areas. In working with oil and gas interests and landowners, the County and City will strongly recommend that the following siting/development principles be followed:

- i. wells should be clustered whenever possible;
- ii. flow lining to a common location for multiple wells should be utilized whenever possible;
- iii. clustered well sites should be located whenever possible next to public utility lots, storm water lakes and future municipal reserves (parks);
- iv. road accesses to clustered wells should be combined wherever possible and access routes utilized should be made to fit existing and identified future roadways whenever possible;
- v. as the lands surrounding well/battery sites urbanize, the operating conditions of well/battery sites should be adjusted as follows:
  - 1) flow lining to battery site outside the urbanized/urbanizing area should be utilized,
  - 2) fluids should be hauled, tanks should be vacuumed/cleaned and servicing/maintenance should take place during regular daytime hours,
  - 3) storage tank temperature should be kept at a level such that associated impacts, particularly odour, are minimized to the fullest extent possible,
  - 4) portable generators should not be used to provide power, and
  - 5) every effort needs to be made using whatever measures required to minimize odours, noise, dust, vibration and any other negative impacts.



- Abandoned, capped well notification**
- d) The County and City shall create a registry of oil and gas leaseholders in the IDP area and request oil companies and the Energy and Utilities Board (EUB) to identify, map and geo reference through GPS coordinates wells and pipelines as they are reclaimed within the IDP area.
- Well abandonment practices**
- e) The County and City shall request that oil companies within the IDP area remove well casings and pipe from abandoned wells to a minimum depth of 6 metres (20ft).
- Transmission powerline alignments**
- f) Future power corridors shown in Map C are identified as potential alignments that will require further review and Provincial regulatory approval. Subdivision and development applications in the vicinity of corridors identified generally in Map C shall ensure that transmission line operators are circulated the applications for their comments.
- Trail development**
- g) The County and City shall identify and incorporate informal parks and playfields ahead of residential development in future Area Structure Plans. Future drainage rights of way should consider incorporating pedestrian trail rights of way to locate beside drainage rights of way wherever if deemed appropriate.
- CPR rail right of way**
- h) The Plan supports the maintenance of the existing CPR right of way (which has been acquired by the Province) in the County and the City as a viable continuous corridor. The City and the County both agree to pursue future use and ownership of the right of way to maximize this continued corridor potential.

## **5. IDP IMPLEMENTATION**

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### **5.1 IDP IMPLEMENTATION PRINCIPLES**

Implementation is the process that translates policies on paper into detailed directives for action. It instructs staff, Administration and Council to act on staging and timelines for the policies to actually be applied in the real world. The IDP will inevitably require changes over time and policy implementation will trigger those changes. The County and the City Councils agree to the following guiding principles, which are utilized in implementing the policies contained in this IDP.

#### **Framework Principles**

The IDP is conceptual and policies do not delve into the fine details of implementation but instead set out a framework of guidelines to be developed by the Liaison Committee and Council directives arising from the Liaison Committee recommendations.

- The City and County have built upon the foundations of the agreements established in the Memorandum of Agreement signed April 18, 2001. The municipalities agree to continue this cooperation to pursue mutually beneficial economic development initiatives that would attract investment and create employment opportunities in the Lloydminster region.
- IDP text and Maps A to D inclusive will be the primary land use document supplemented by the various implementation tools. The City and County shall amend their respective municipal development plans and land use bylaws to be consistent with the policies and provisions of the IDP.

- The IDP, ASP's and other agreements are to be used by regional economic development agencies as well as the City and the County as a positive tool to encourage the location of new business in the IDP area. The parties to the IDP should make every effort to use the IDP as a means to set the Plan area apart from other, competing municipalities in brochures, trade shows, correspondence and other promotions.

## **5.2 IDP IMPLEMENTATION POLICIES**

Liaison  
committee  
processes

- a) The City and County shall enter into agreements to establish an IDP liaison committee organization, composition and mandate. The intent of the Liaison Committee is to ensure the policy and intent of the IDP is implemented.

Regional  
growth  
strategy

- b) The City and County shall continue to develop a Regional Growth Strategy based on the foundation of the IDP. Both municipalities shall endeavour to complete a regional growth strategy by the end of the first IDP review period. Both municipalities shall endeavour to include the Rural Municipalities of Britannia and Wilton in that strategy if agreeable to all parties.

Future  
regional  
servicing  
strategy

- c) Regional servicing of piped water and sewer is a Province-wide issue that is expected to gather attention over time. The City and County agree to support a future regional servicing strategy for the Lloydminster and Vermilion County trade areas and make representation to the Province of Alberta for funding support for this initiative. In preparation for this, the County will establish discussions with other municipalities and will establish a regional committee to recognize support for the strategy and establish appropriate process mechanisms.

**ASP  
preparation**

- d) Area Structure Plans (ASP's) shall be jointly prepared between the County and the City respecting areas of future urban growth. The ASP's shall include the areas identified in Map D. ASP's shall identify more detailed locations and standards and policies for future land uses, staging of development, road rights of way and standards, stormwater management facilities, water and sewer servicing trunk lines, major regional open space and associated pedestrian trails, powerline and pipeline corridors, management of the transition of land use from oil and gas infrastructure to urban land uses as well as other matters agreeable to both municipalities.

**ASP Priorities**

- e) Priority for the preparation of the ASP's is in the following priority;
  - 1) Central UE area
  - 2) North UE area
  - 3) South UE area.
  
- f) These more detailed ASP's should be done as soon as possible so as to facilitate interim subdivision and development in the Urban Expansion and Rural Commercial/Industrial areas and to ensure that urban expansion occurs in an economical and logical manner.

**Master  
transportation  
plan**

- g) The County and the City shall make representation to the Province to fund a joint master transportation plan outlining the detailed standards and alignments for future arterial road development and any municipal servicing rights of way to be located within the road rights of way. The terms of reference shall include the review of Highway 16 and 17 turning movements, acceleration, deceleration lanes and median width.

In addition the Plan shall address the Highway 16 bypass respecting access at the intersection of Range Road 14 and Twp Road 494 (12 Street), the alteration of existing County roads due to the construction of the Highway 16 bypass, accommodation of oversize loads and any other matters the IDP Liaison Committee deems necessary. The City and County shall also request the Trans Canada/Yellowhead Highway Association for a letter of support in this endeavour.

**Overall  
stormwater/  
wetland  
management  
plan**

- h) The City and County shall prepare a joint master stormwater/wetland management plan for the IDP area. The IDP Liaison Committee shall approve the terms of reference for the Plan. The standards in the stormwater/wetland management plan shall be applied to future subdivision and development in the IDP area. The City and County will jointly apply for funding to implement regional stormwater/wetland management projects arising from the Plan.

**Amend  
municipal  
documents to  
conform to IDP**

- i) The City and County shall amend their land use bylaw to conform to the policies of the IDP. This includes land use bylaw amendments to create consistency with the IDP including;
  - i. redesignate land within the Urban Expansion area (UE) to the County A land use bylaw district for E1/2 sec28-49-1 and pt W1/2 of section 33-49-1,
  - ii. redesignate all other lands in the IDP from the A-2 district to the County Agricultural (A) district.
- j) The City and County shall amend their Municipal Development Plan to conform to the policies of the IDP. This includes land use bylaw amendments to create consistency by reflecting the

processes, policies and intent of the IDP including;

- i. section 6 of the County MDP and
- ii. section 18 of the City MDP.

**Repeal  
Lloydminster  
Vicinity ASP &  
Fringe Area  
policy**

- k) The County shall repeal Bylaw 01-14, the Lloydminster Vicinity ASP and the Fringe Area Policy.

**Funding  
opportunities**

- l) The City and County will jointly support each other for Provincial funding to implement regional;
  - i. arterial road improvements arising from the joint transportation plan and
  - ii. stormwater/wetland management improvements arising from the master stormwater/wetland management plan.

### **5.3 INTERMUNICIPAL LIAISON COMMITTEE COMMUNICATIONS**

**Committee  
established**

- a) The Intermunicipal Liaison Committee will come into effect upon approval of third reading of the Bylaws and will submit recommendations to the Councils, striving for consensus as much as possible.
- b) The composition of the Liaison Committee shall be identified by agreement of both municipalities and shall include representatives of Council and Administration. This agreement shall include matters of operational procedures, record keeping and reporting.

**Committee  
functions**

- c) The Liaison Committee has the following functions:
- i. to clarify the intent and interpretation of the IDP;
  - ii. where necessary, refine processes to review applications for subdivision/development and/or examine draft infrastructure studies and agreements;
  - iii. to develop specific strategies related to the provision of infrastructure, provision of service levels, etc for proposed planning documents, subdivision and development in the IDP area that reflect the policies and guidelines set out in the IDP;
  - iv. to review and comment on applications to amend the IDP;
  - v. serve as a steering committee for the development of the Area Structure Plans identified in this Plan and
  - vi. to undertake such other matters as are referred to by either Council.

**Notification**

- d) The City and County agree that, once the IDP is complete, each municipality's subdivision authority or development authority will notify the Liaison Committee of:
- i. applications for re-designation, subdivision and development received within the UE area and
  - ii. commencement of any municipal engineering studies that affect the IDP area.
  - iii. The County and City will notify each other of rezoning and subdivision applications within the IDP area.

- e) Each municipality's subdivision authority or development authority will respond to an application within its own boundaries in accordance with the IDP. Each municipality may request the IDP Liaison Committee to meet for land use, subdivision or development permit applications.
- f) Depending on the nature of the proposed subdivision or development, the Liaison Committee may provide recommendations related to the proposed development or subdivision to the approving authority.
- g) The Liaison Committee shall meet regularly at a time identified by both municipalities through Council resolution to review the IDP policy, intermunicipal agreements, implementation processes, and any recommendations for changes to the above.
- h) The Mayor and Reeve, together with the heads of the municipal Administrations, shall meet upon request of one of the parties and/or at the advice of municipal Administration in an effort to define and resolve concerns before they become disputes.

Liaison  
Committee  
meeting  
schedule

#### **5.4 ANNEXATION CRITERIA**

- a) There is recognition of the periodic need for urban expansion of the City of Lloydminster and the need to undertake an annexation in a positive, orderly, timely and agreed upon process where there is a clear and present need.



- b) Each municipality shall protect lands identified in the IDP suitable for municipal servicing and development from land use and developments, which might unduly interfere with and create conflict with future urbanization.
- c) Both municipalities shall follow the annexation process as outlined in the Municipal Government Act current at the time an annexation application is made.
- d) In the event of annexation where the City does not currently service land, the City may enter into an agreement to compensate the County for the existing municipal portion of property taxes on a descending scale.
- e) Should the City and County enter into an agreement to service land in the County, the agreement shall address the pros and cons of annexation.
- f) In determining the timing, size and location of an annexation area, the following will be considered:
  - i. Justifiable and mutually agreeable current and future growth rates - Growth rates are defined at the rate at which land is consumed for efficient residential, commercial and industrial purposes normally expressed in acres per year over a 30-year time horizon.
  - ii. Availability and cost of servicing - The physical and economic ability to extend City services to specific areas within the County should be logical, reasonable and cost-effective.
  - iii. Adequacy of transportation systems to accommodate new development - The annexation area should be either serviced

with a road network or be able to be serviced with a logical extension of existing road networks as identified in the IDP or more detailed statutory documents.

- iv. And ownership patterns - The annexation should follow legal boundaries or natural features to avoid creating a fragmented pattern of land ownership.
- v. Minimize premature consumption of better agricultural land – The annexation should reflect land use policies that keep better agricultural land in production until needed for efficient urban expansion.
- vi. Local support - Annexation should as much as possible have the concurrence of the landowners involved.
- vii. Consistent with local plans - The annexation should be consistent with the policies of this IDP, the respective municipal development plans and any area structure plan or other study. Planning for annexations should consider a 30-year time horizon for land needs.
- viii. Logical extension - The annexation should be a logical expansion of the City of Lloydminster and may include previously developed areas.
- ix. Agricultural mill rates - The annexation should not dramatically alter the taxes collected from agricultural lands in the annexation area simply because of annexation. The two municipalities may look at harmonizing their agricultural mill rates.
- x. Any other matter that both Councils consider necessary.

## **5.5 DISPUTE RESOLUTION / MEDIATION PROCEDURES**

### **5.5.1 Introduction**

The dispute resolution process is outlined below, all of which relating directly to Division 11, Part 17 of the Municipal Government Act. The emphasis of the dispute resolution process is mediation at the municipal level prior to an appeal to the Municipal Government Board. This process is based on an assumption that the two parties have significant differences of opinion and that third-party assistance is necessary to help resolve the disputes.

A principle of dispute resolution is consideration of the rights of landowners who may be the object of an intermunicipal dispute. Thus, throughout the various processes and procedures outlined herein, it is important that both municipalities as well as all parties engaged to resolve intermunicipal disputes are mindful of and respect the rights of the private interests involved.

- |                        |   |
|------------------------|---|
| <b>Dispute defined</b> | a) A dispute is hereby defined as any statutory plan or land use bylaw or amendment thereto which is given 1st reading by a Council, which the other Council deems “to be inconsistent with the goals, objectives and policies of this IDP”.  |
| <b>initiation</b>      | b) Disputes can only be initiated by the Council of either the City or County.  |
| <b>limits</b>          | c) A dispute is limited to decisions on the above. It is agreed that decisions on subdivisions and development permits, including all appeals of same, will be made by the respective municipalities or the Municipal Government Board where appropriate, but with review by the Liaison Committee. |

**Resolution mechanisms**

- d) Disputes, as identified in 5.5.1(a) may be addressed and may be resolved through any of the following mechanisms either singularly or in combination with each other:
  - i. Administrative Review
  - ii. Liaison Committee
  - iii. Municipal Councils
  - iv. Mediation
  - v. Municipal Government Board Appeal Process
  - vi. Courts

**Hold readings till mediation is completed**

- e) In the event of a dispute, the municipality being disputed will not grant approval (i.e.: consider 2<sup>nd</sup> and 3<sup>rd</sup> reading) to the statutory plan, land use bylaw or amendment thereto until the dispute is past the mediation stage.
- f) The time limitations and legislative requirements as may be specified from time to time in the Municipal Government Act will be respected in relation to the administration of this dispute resolution procedure.

**5.5.2 Dispute Resolution Process**

**a) Administrative Review**

- i. The municipality being disputed will provide complete information concerning the disputed matter to the municipality filing the dispute. The municipality filing the dispute will undertake an evaluation of the matter and provide comments to the administration of the municipality being disputed.

- ii. The two administrations shall meet to discuss the issue and attempt to resolve the matter.
- iii. If the administrations resolve the issue, the municipality filing the dispute will formally notify the municipality being disputed and withdraw the dispute notification and the municipality being disputed will take the appropriate actions to address the disputed matter.
- iv. In the event that the dispute cannot be resolved at the administrative level, either administration can refer the matter to the Liaison Committee

**b) Liaison Committee Review**

- i. Upon the referral of a dispute, the Liaison Committee will schedule a meeting and the Administrations of the County and City will present their positions on the matter to the Committee.
- ii. After considering the dispute, the Liaison Committee may, in the event that a proposal in relation to the dispute is referred to it, schedule a Committee meeting and the administrations of both municipalities will present their positions on the proposal.
- iii. After consideration of a proposal, the Committee may:
  - provide suggestions back to both administrations with revisions to the proposal making it more acceptable to both municipalities;

- if possible, agree on a consensus position of the Committee in support of or in opposition to the proposal, to be presented to both Councils; **or**
  - conclude that no initial agreement can be reached and that a consensus position of the Committee will not be presented to both Councils.
- iv. If agreed to by both municipalities, a facilitator may be employed to help the Committee work toward a consensus position.
- v. If a proposal cannot be satisfactorily processed following a Committee review, then that proposal will be referred to both Councils.

**c) Municipal Councils Review**

- i. After receiving the recommendations of the Liaison Committee with respect to a particular proposal, each Council will establish a position on the proposal.
- ii. If both municipal Councils support a proposal, then the approval and/or Intermunicipal Development Plan amendment processes can be completed. If neither Council supports the proposal, then no further return will be required.
- iii. If both Councils cannot agree on a proposal, then the matter may be referred to a mediation process.

- iv. In the event that the two municipalities resort to mediation, the municipality being disputed will not give approval in the form of second and third readings to appropriate bylaws until mediation has been pursued.

**d) Mediation**

- i. The following will be required before a mediation process can proceed:
  - agreement by either Council that mediation is necessary;
  - appointment by both Councils of an equal number of elected officials to participate in a mediation process;
  - engagement, at equal cost to both municipalities, of an impartial and independent mediator agreed to by both municipalities; and
  - approval by both municipalities of a mediation schedule, including the time and location of meetings and a deadline for the completion of the mediation process.
- ii. If agreed to by both municipalities, any members of the Liaison Committee or administrative staff from either municipality who are not participating directly in the mediation process may act as information resources either inside or outside the mediation room.
- iii. All participants in the mediation process will be required to keep details of the mediation confidential until the conclusion of the mediation.

- iv. At the conclusion of the mediation, the mediator will submit a mediator's report to both Councils.
- v. If a mediated agreement is reached, then that agreement will be referred to both Councils for action. Both Councils will also consider the mediator's report and the respective positions of the municipal Administrations with respect to the mediated agreement. Any mediated agreement will not be binding on either municipality until formally approved by both Councils.
- vi. If no mediated agreement can be reached or if both Councils do not approve a mediated agreement, then the appeal process may be initiated.

**e) MGB Appeal Process**

- i. In the event that the mediation process fails, the initiating municipality may pass a bylaw to implement the proposal (e.g. a bylaw amending a land use bylaw).
- ii. If the initiating municipality passes a bylaw to implement the proposal, then the responding municipality may appeal that action to the Municipal Government Board under the provisions of Section 690 of the Municipal Government Act.
- iii. The responding municipality must file a notice of appeal with the Municipal Government Board and give a copy of the notice of appeal to the initiating municipality within thirty (30) days of the passage of the disputed bylaw.



**f) Courts**

- i. Provincial Legislation defines the process for review of a municipal dispute.

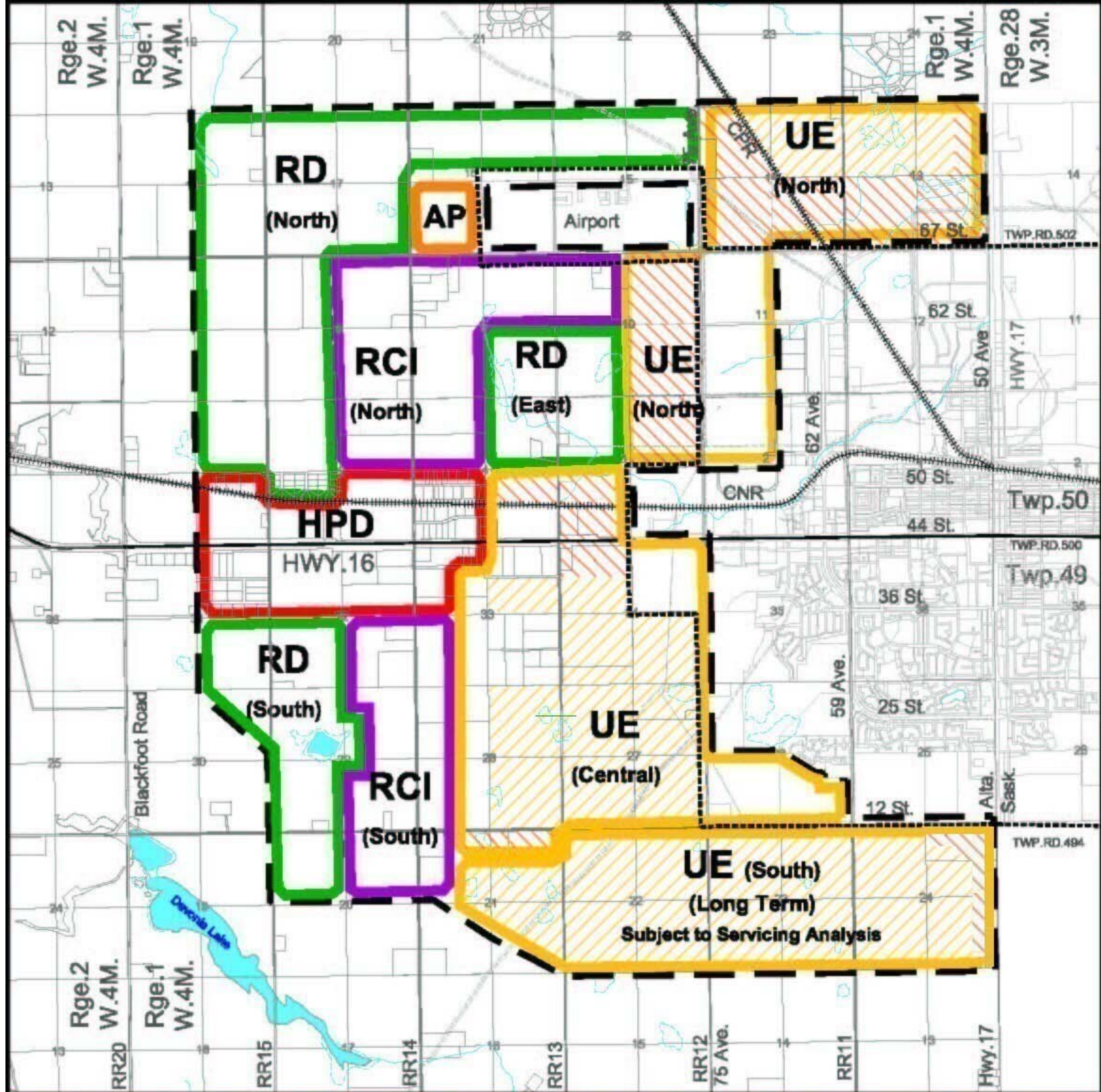
**5.6 IDP REVIEW PERIOD**

**Introduction** - The IDP sets forth, in general terms, the general patterns for land use; transportation matters and mutually agreed to policy directions for the next 30-60 years. While the IDP is meant to be a long range planning document, it is intended that regular monitoring, review and periodic amendments may be required for policies in the IDP to remain current with changing trends, and growth within the region. The IDP sets forth a process for amendment of this document when it is in the mutual interests of County and the City to do so.

- a) The IDP is intended to be reviewed by resolution of both Councils in 2008 and/or 2011 but no later than 5 years after adoption. The Plan review period shall be agreed to by Council resolution of both municipalities under the understanding that the timing of the review shall be no less than one year after municipal elections.
- b) The Plan will stay in effect until such time as either of the municipalities repeals the bylaw.

## **IDP POLICY MAPS**

- Map A      Future Land Use**
- Map B      Future Conceptual Road Network**
- Map C      Potential Future Pipeline/Powerline Corridors**
- Map D      Future Area Structure Plans**



**Legend**

**Future Land Use  
Map #A**

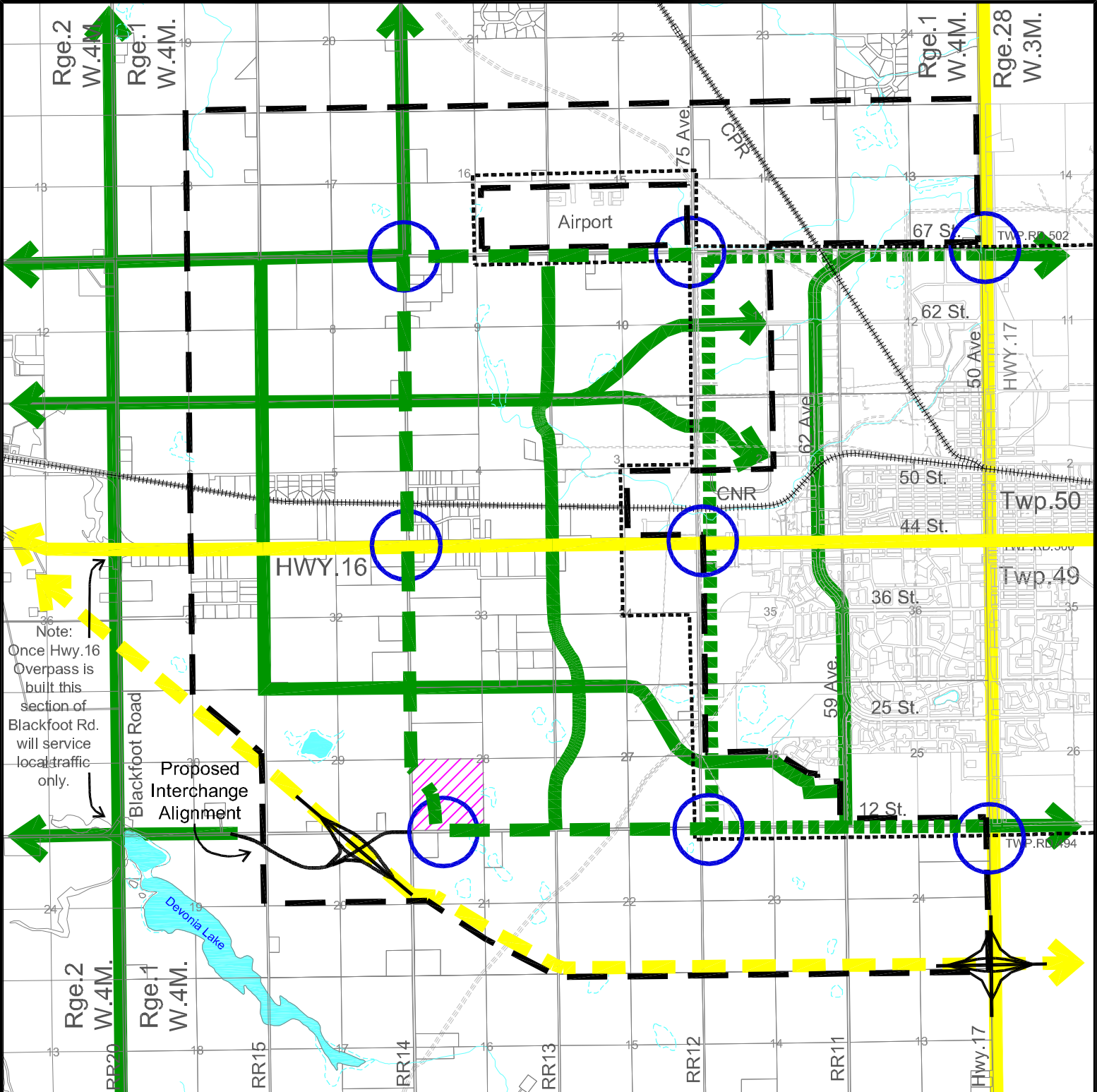
Vermilion River /  
Lloydminster IDP

- UE Urban Expansion
- RCi Rural Commercial/Industrial
- HPD Highway Profile Development
- RD Rural Development
- AP Airport Protection
- ▨ Limited Country Residential
- ▨ Limited Non-Residential
- IDP Boundary
- ⋯ Lloydminster City Boundary

**MATRIX PLANNING**  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Mar. 13 06.dwg



Note:  
Once Hwy.16  
Overpass is  
built this  
section of  
Blackfoot Rd.  
will service  
local traffic  
only.

- Legend**
- Provincial Highway
  - Highway 16 Bypass
  - Future Arterial
  - Highway 17 Bypass
  - Long Term Highway 17 Bypass
  - IDP Boundary
  - Lloydminster City Boundary

Future Conceptual Road Network  
Map #B

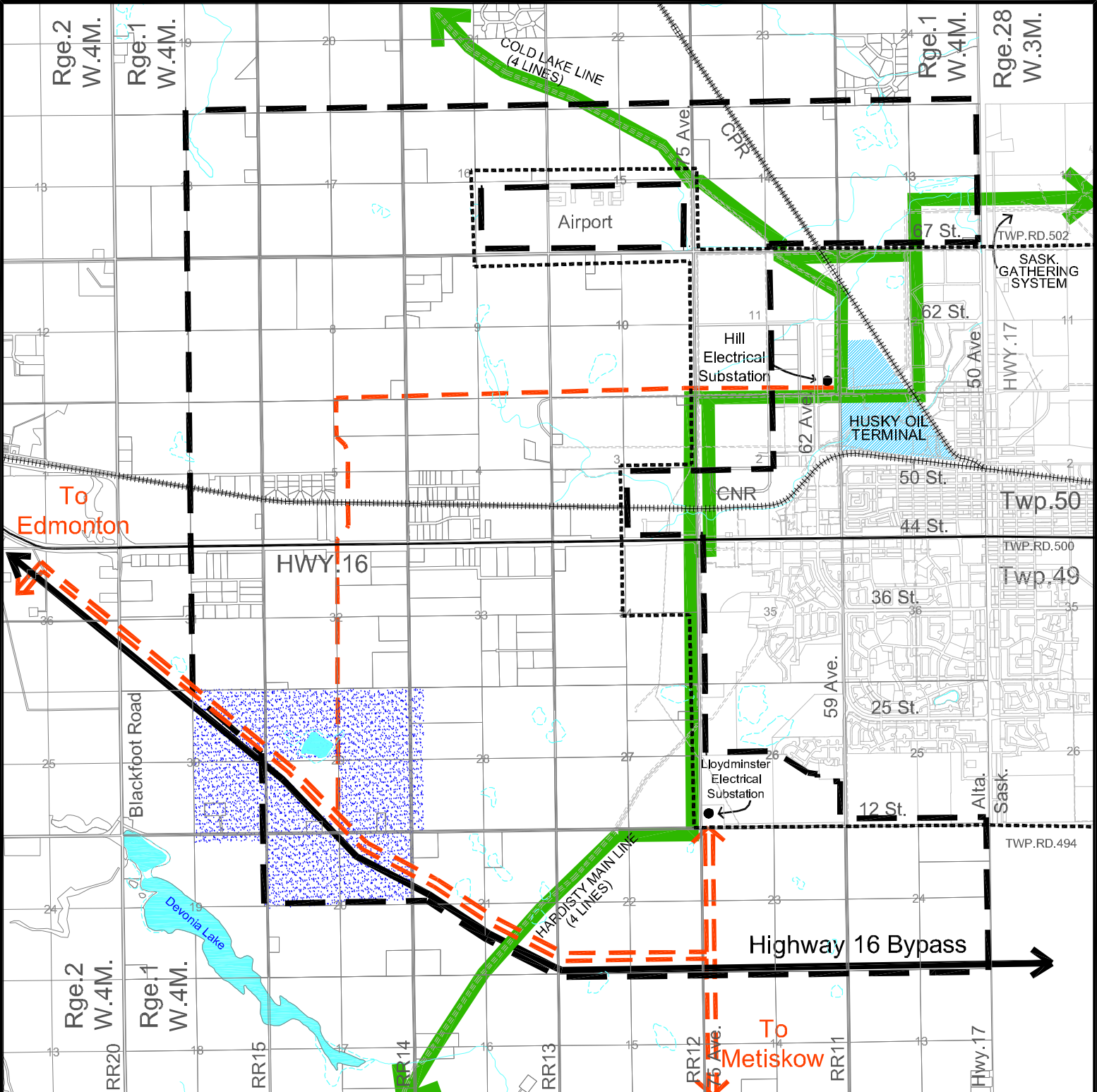
- Major Intersection
- Future Municipal Road Planning

Vermilion River /  
Lloydminster IDP








**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Jan. 25 06.dwg



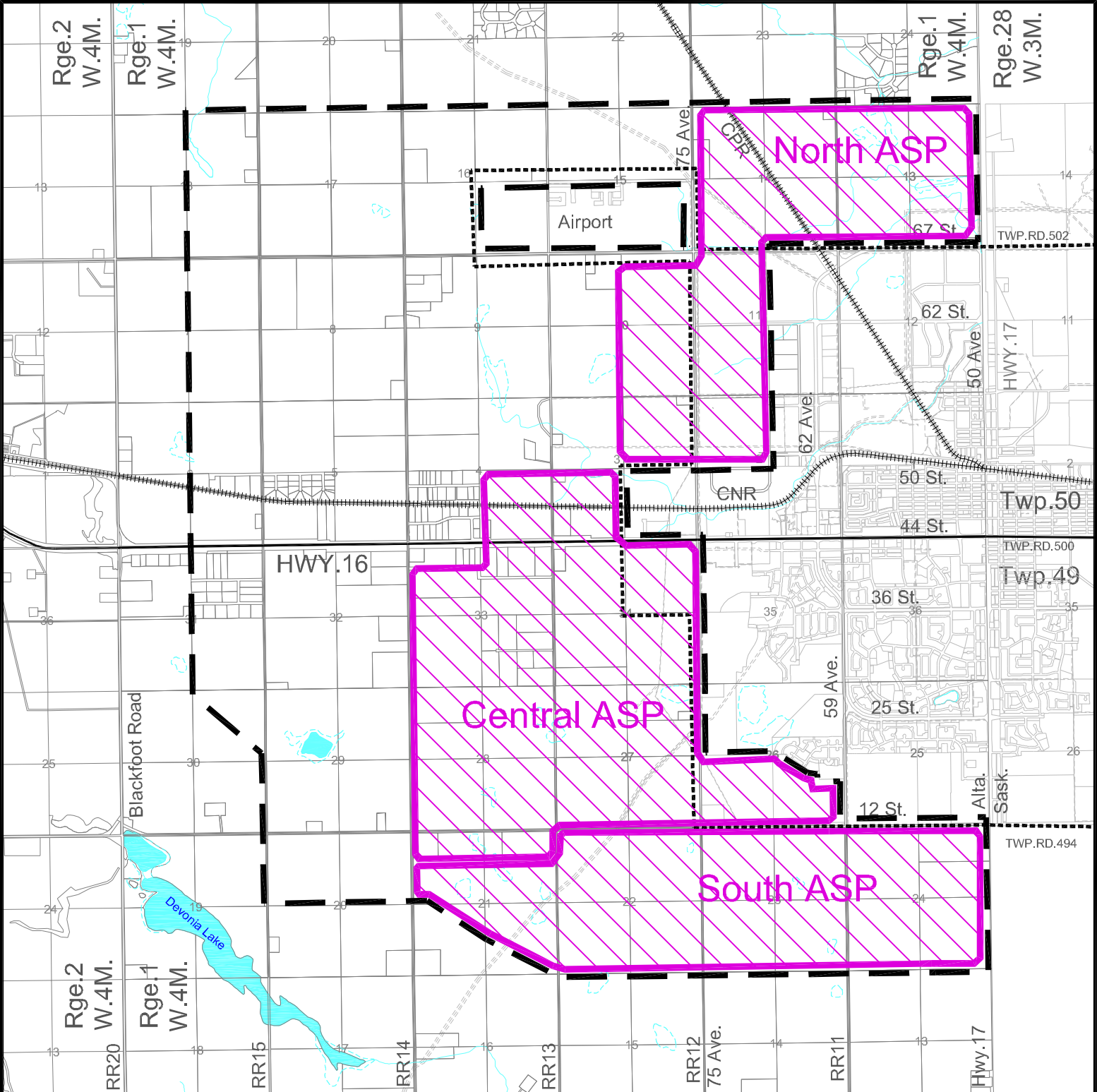
Legend Potential Future Pipeline/Powerline Corridors Map #C Vermilion River / Lloydminster IDP

-  Potential Pipeline Corridor
-  Potential 240KV Transmission Line Corridor
-  Potential 144KV Transmission Line Corridor
-  Future Highway 16 Bypass
-  Potential Area For New Electrical Sub Station (400mx400m)
-  IDP Boundary
-  Lloydminster City Boundary

**MATRIX** PLANNING  
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Legend


 Area Structure Plan Boundaries

Future Area Structure Plans  
Map #D

Vermilion River /  
Lloydminster IDP

 IDP Boundary

 Lloydminster City Boundary

 **MATRIX** PLANNING

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Scale - 1:60 000

File No.: Lloyd IDP Mar. 11 06.dwg

**APPENDIX A**

**SUMMARY OF IDP IMPLEMENTATION TASKS**

The following is a list of tasks required to implement the IDP. These tasks/projects would typically be drafted and/or driven by the municipal Administrations, steered and/or reviewed by the Liaison Committee and ratified for execution by the Councils. External expertise may need to be called upon in certain areas or to undertake specific projects.

**IDP IMPLEMENTATION TASKS**

<b>Reference Section in IDP</b>	<b>Implementation Task</b>	<b>Implementation Comments</b>
	<b>INTERMUNICIPAL ORGANIZATIONAL STRUCTURES</b>	
Section 4.10(d)	create a registry of oil and gas leaseholders in the IDP area	one municipal agency or department to create and maintain registry
Section 5.3	Liaison committee organization, composition and mandate	details to be sorted out by Liaison committee and ratified by Councils
Section 5.6	Official notation of IDP review period	to be held every 6 years and not within one year after municipal elections
Section 5.2(c)	Regional servicing strategy	City to support County and region initiative
	<b>FUTURE BYLAW DOCUMENT AMENDMENTS</b>	
Section 4.2(d)	Consideration of LUB amendment to incorporate landscaping district in LUB	- requires City and County - can be introduced at a

Reference Section in IDP	Implementation Task	Implementation Comments
		later time period after IDP approval
Section 4.3(d)	County to prepare a new land use district for inclusion in the County land use bylaw specifically tailored to implement North, Central and South ASP's.	<ul style="list-style-type: none"> <li>- should be prepared soon after IDP approval</li> <li>- requires coordination with Liaison committee and ASP preparation</li> </ul>
Section 5.2(i)	<p>County and City to amend LUB to create consistency with IDP;</p> <ul style="list-style-type: none"> <li>- Redesignate land within the Urban Expansion area (UE) to the County Agricultural (A) land use bylaw district for E1/2 sec28-49-1 and pt W1/2 of section 33-49-1.</li> <li>- Redesignate all other lands in the IDP from the A-2 district to the County Agricultural (A) district</li> </ul>	<ul style="list-style-type: none"> <li>- should be introduced concurrently with IDP</li> </ul>
Section 5.2(j)	<p>City and County to amend municipal MDP's to reflect spirit and intent of the IDP;</p> <ul style="list-style-type: none"> <li>- section 6 of the County MDP and</li> <li>- section 18 of the City MDP</li> </ul>	<ul style="list-style-type: none"> <li>- should be introduced concurrently with IDP</li> </ul>
	<b>FUTURE PLANNING DOCUMENTS</b>	cost sharing proportions to be discussed by IDP Liaison Committee
Section 5.2(d)	North, Central and South Urban Expansion Area Structure Plans	<ul style="list-style-type: none"> <li>- to be prepared as soon as possible with Central ASP as first priority</li> </ul>
Section 5.2(g)	Master arterial Road Network Plan	<ul style="list-style-type: none"> <li>- City and County approach Province for funding</li> </ul>
Section 5.2(h)	Master Stormwater/Wetland Drainage Plan	<ul style="list-style-type: none"> <li>- to be prepared as soon as possible</li> </ul>



## **APPENDIX B**

### **A FUTURE VISION FOR THE IDP AREA**

**Context** - The following future vision is derived from the discussions of the IDP steering committee meetings held in December 2004 to March, 2006. The vision is a tool to help those reading the Plan to understand how the end product may look if all the pieces fall into place as the Plan intends. The vision will change as circumstances change and therefore, this vision should be re-visited at each Plan review period or more often as required.

### **THE IDP VISION**

**It is the year 2036.**

**It's the economy...** - The City of Lloydminster and the surrounding IDP region has firmly established itself as the dominant service powerhouse of east-central Alberta and west-central Saskatchewan. With a population of over 57,000, Lloydminster and area population has reached a critical mass threshold for local service employment. All the while, the trade area keeps reaching further into the hinterland.

Oil and gas is still the driver of stable growth, but the IDP area's increasing domination as a regional centre has also created a hub for warehousing, transshipment and the service industry. The ethanol plant, a long-time purchaser of crops grown in the trade area, has spun-off other related industry and this in turn, has created a more diverse, secure economic base.

**Corridor Protection** - Development of key infrastructure has ensured that the planning has stayed a step ahead of growth pressures. The ongoing refinement of regional highway and arterial road planning some 30 years ago demonstrated early to provincial and federal funding agencies, that the regional municipalities

are indeed ready to ensure growth is managed efficiently with good value for the dollar. Road upgrades and maintenance, a major cost for any municipality, has been coordinated through Area Structure Plans (ASP's), a master transportation plan and joint agreements within the IDP area. Endorsed by Alberta Transportation, it has resulted in not only savings for both municipalities but improved leverage when jointly applying for Provincial grants. Both municipalities, both provinces and heavy industry as well have benefitted from the foresight of ensuring oversize loads can be readily accommodated in and through the area. Regional thinking such as this has been held up by the Province as a model to be promoted.

Basic industrial infrastructure for oil, gas and power transmission have also benefited. The IDP has protected rights of way for the long term at the time of development in the IDP area. As a result, growing demand for pipelines and power transmission lines has made it easy for regulatory agencies to approve and build needed energy infrastructure in a timely and economical manner.

**Servicing** - Vermilion County has been the beneficiary of robust growth in the IDP area over the years; a regional water system servicing a wide area has provided much needed security for area agriculture, industry, hamlet residential, commerce and recreation uses in an increasingly drier climate. In addition, a regional wastewater management system has created opportunities for a wider range of land use options beyond the city limits where provision of piped sewage meets cost effective criteria over the long term. A healthy variety of servicing options for industry - whether dry lot, to fully serviced - whether a few acres to quarter section-size, keeps commerce and industry able to grow their businesses while keeping land as a reasonable cost component of the developers budget.

Stormwater/wetland management is being managed efficiently through a flexible and responsive drainage management program that is able to adjust to land use as rural development opportunities arise. The capacity of detention and

retention ponds has created not only added capacity for future development, but it also has defined a regional park and trail network that has been refined, funded, built and implemented over the years through visionary planning by both municipalities.

**Intermunicipal streamlining** - The City of Lloydminster and the County of Vermilion River secured an IDP in 2006. An on-going dialogue facilitated by the Intermunicipal Liaison Committee has gradually built up mutual understanding and an ever-evolving game plan for the ongoing development of the IDP area. Over the years, 6 reviews of the planning framework have coalesced into an Intermunicipal Master Plan involving the financial and logistical cooperation of numerous Alberta Provincial departments. Provincial funding programs have been harmonized to meet the needs of the 'Master Intermunicipal agreement' area and infrastructure requirements for roads, water and sewer have a one-window approach to the benefit of the entire region.

**Subdivision and development** - City expansion has moved ahead efficiently and without costly obstacles. This has paid dividends in keeping housing costs under control to the benefit of all residents. At the same time, the IDP has freed up a variety of urban and rural land use opportunities both inside and outside the Urban Expansion area. This development meshes with required City expansion through a planning process that allows a development footprint that can match future expansion of essential urban roads, pipes, parks and energy corridors. The 2006 IDP ensured that landowners are able to benefit from the proximity to an urban centre while at the same time, the City is able to plan for cost-effective growth. Alternative residential communities offer a variety of residential environments - country residences, hamlet living, City living, farm life - all within a convenient drive of the City.

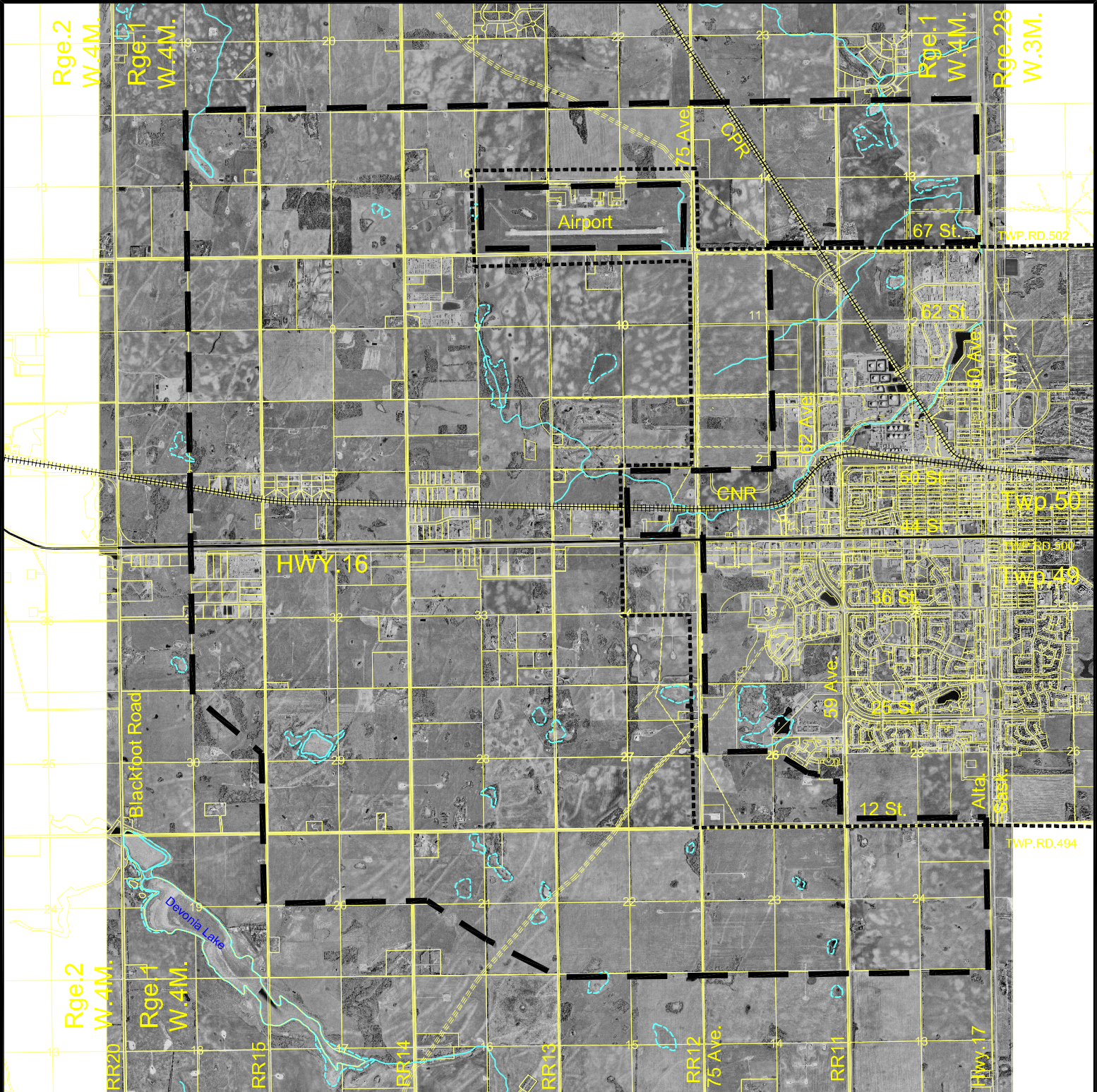
**Landowner and public perceptions** – Landowners and businesses in the IDP area have been supportive of the fact that they are able to create business opportunities on all parcels in the IDP area. While the scope of development in the Urban Expansion Designation has been on 10% of the parcel in title and while certain limitations prevailed, it is generally recognized that this is an improvement on the limitations prior to the adoption of the ASP. Since most land in the Urban Expansion zone is now at an urban density, the landowners that have kept the land have seen a significant value added for them, their children and grandchildren – a generous family legacy that has spread well beyond initial expectations.

**Certainty of process** - Developers refer to the IDP and the Area Structure Plans (ASP's) that assist in the interpretation of the IDP as the first step in assessing their development plans. More development readiness has resulted in speed of processing, clarity of vision, and certainty of approval. The IDP approval process has allowed development processing to be more administrative and streamlined. Variation from the IDP means a clear and transparent referral and review process, leading to better decisions when flexibility is required.

**Resolving issues and visioning** - Mechanisms are in place to resolve issues that still arise and the IDP Committee has evolved past the function of reviewing proposals to serving a future visioning and facilitation function. The up-front sharing of knowledge among the municipal Administrations has reduced misunderstandings that could have otherwise affected development opportunities.

**APPENDIX C**



# **BACKGROUND MAPPING**




IDP Air Photo  
Map # 1

Vermilion River /  
Lloydminster IDP

Legend

-  IDP Boundary
  -  Lloydminster City Boundary
- Air Photo Date: April 2003 (1:20,000)



**MATRIX** PLANNING

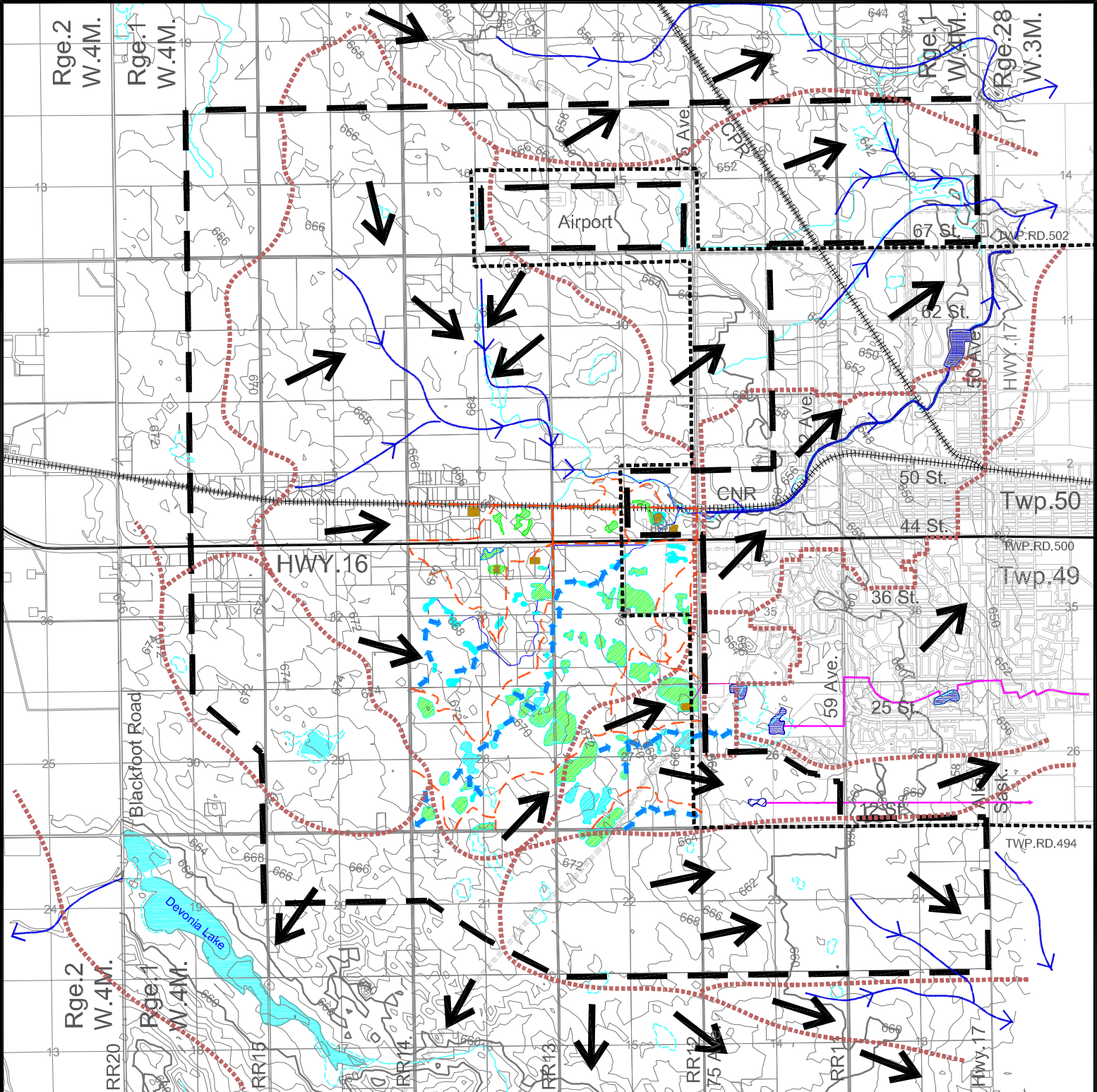
G.T. Hofmann & Associates

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Scale - 1:60 000

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File No.: Lloyd IDP Jan. 25 06.dwg



- Legend
- Existing Storm Drainage Patterns
    - ..... Drainage Basin Boundary
    - > Watercourse/Storm Channel
    - - - Catchment Boundary
    - Seasonally Flooded Area
    - Seasonal Wetland
    - Wet or dry pond
    - Seasonal Drainage
    - Drainage Direction
    - IDP Boundary
    - ..... Lloydminster City Boundary

Existing Topography / Storm Drainage Patterns  
Map # 2

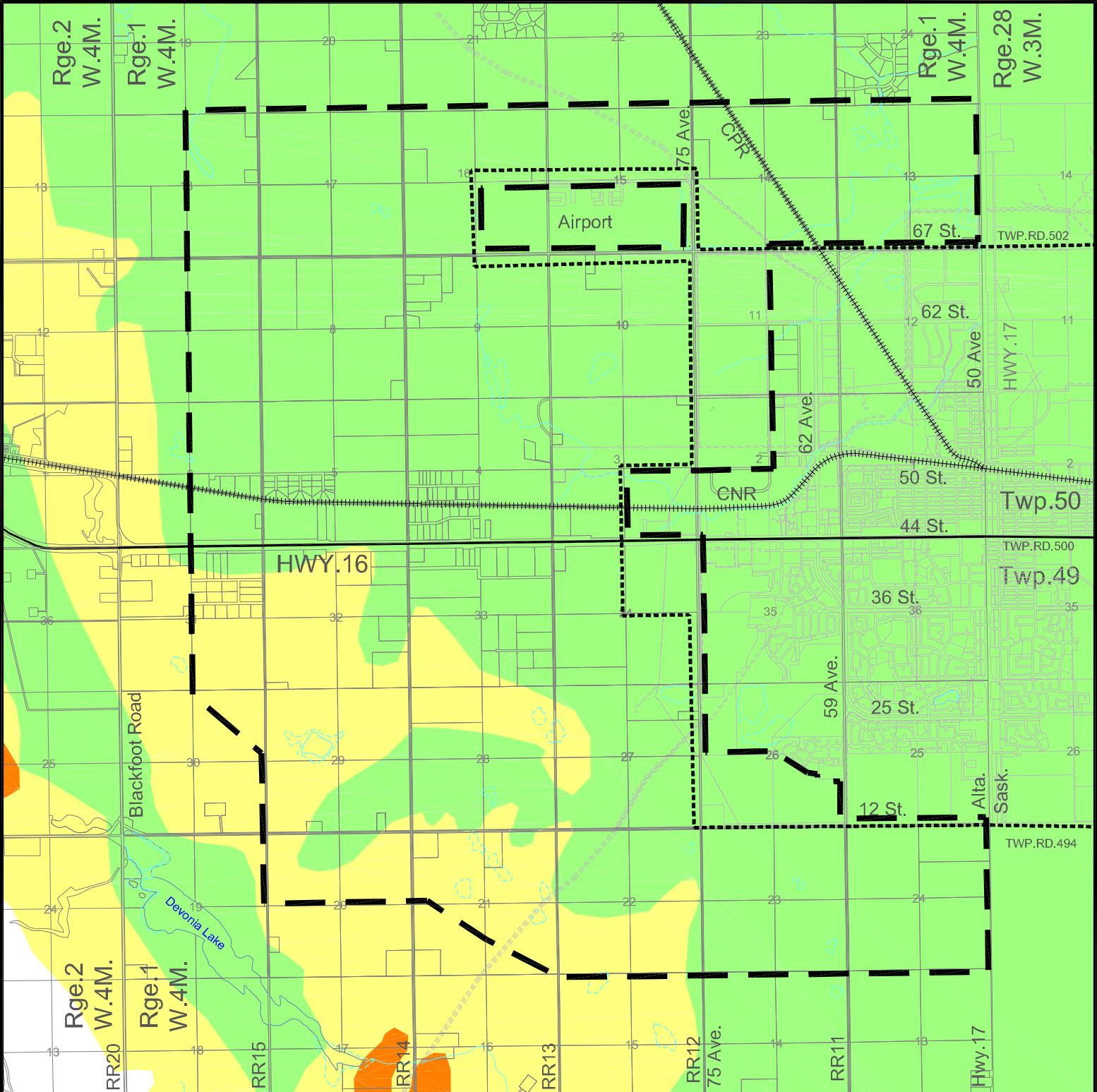
- Potential Storm Water Management
  - Proposed Trunk Stormwater Sewer
  - Storm Water Management Pond
- Contour
  - Major (20m Interval)
  - Minor (2m Interval)

Vermilion River /  
Lloydminster IDP

**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Jan. 25 06.dwg



- Legend**
- CLI Class 2
  - CLI Class 3
  - CLI Class 4

CLI Land Capability for Agriculture  
Map # 3

Vermilion River /  
Lloydminster IDP

- IDP Boundary
- Lloydminster City Boundary

**MATRIX** PLANNING

*G.T. Hofmann & Associates*

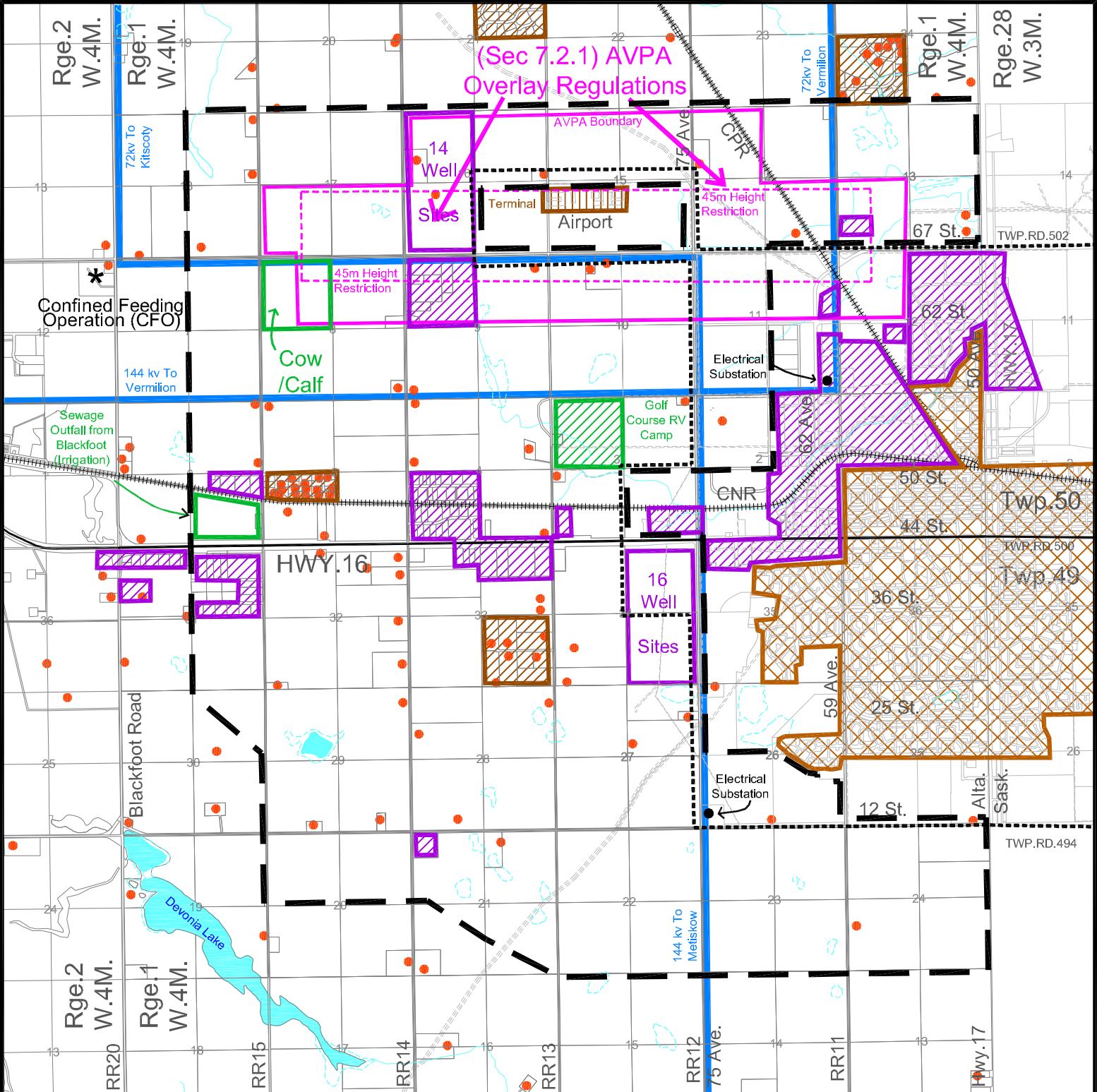
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File No.: Lloyd IDP Jan. 25 06.dwg





- Legend
- Commercial / Industrial
  - Country Residential
  - Urban Residential/Commercial
  - Golf Course / RV Camp
  - Residence
  - ATCO Transmission Line
  - IDP Boundary
  - Lloydminster City Boundary

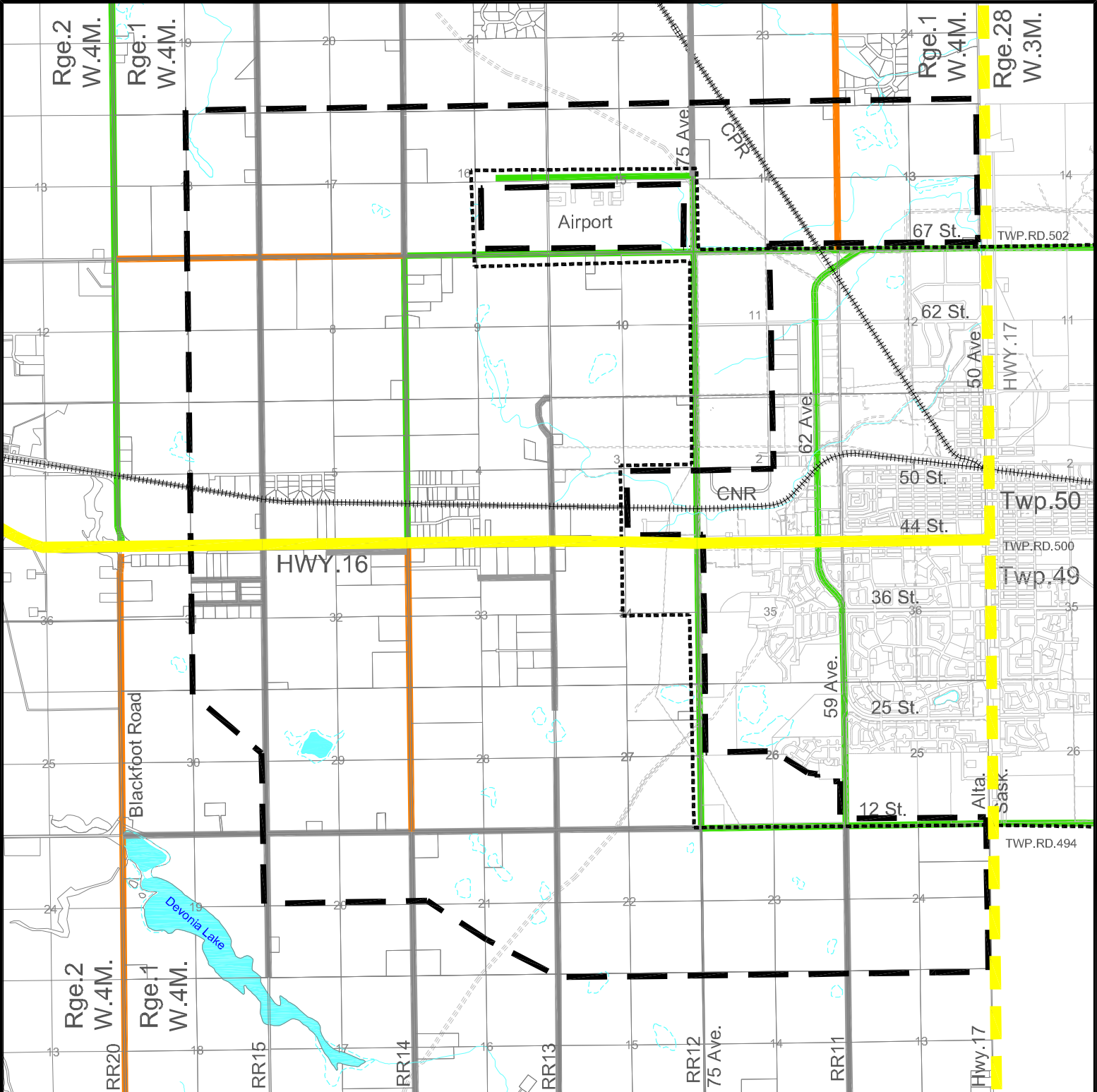
Existing Land Use  
Map # 4

Vermilion River /  
Lloydminster IDP

**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1 :60 000

File No.: Lloyd IDP Jan. 25 06.dwg



- Legend**
- Provincial Highway (Divided)
  - Provincial Highway (Undivided)
  - Main Road (Paved)
  - Oiled Gravel (Dust Control)
  - Gravel
  - IDP Boundary
  - Lloydminster City Boundary

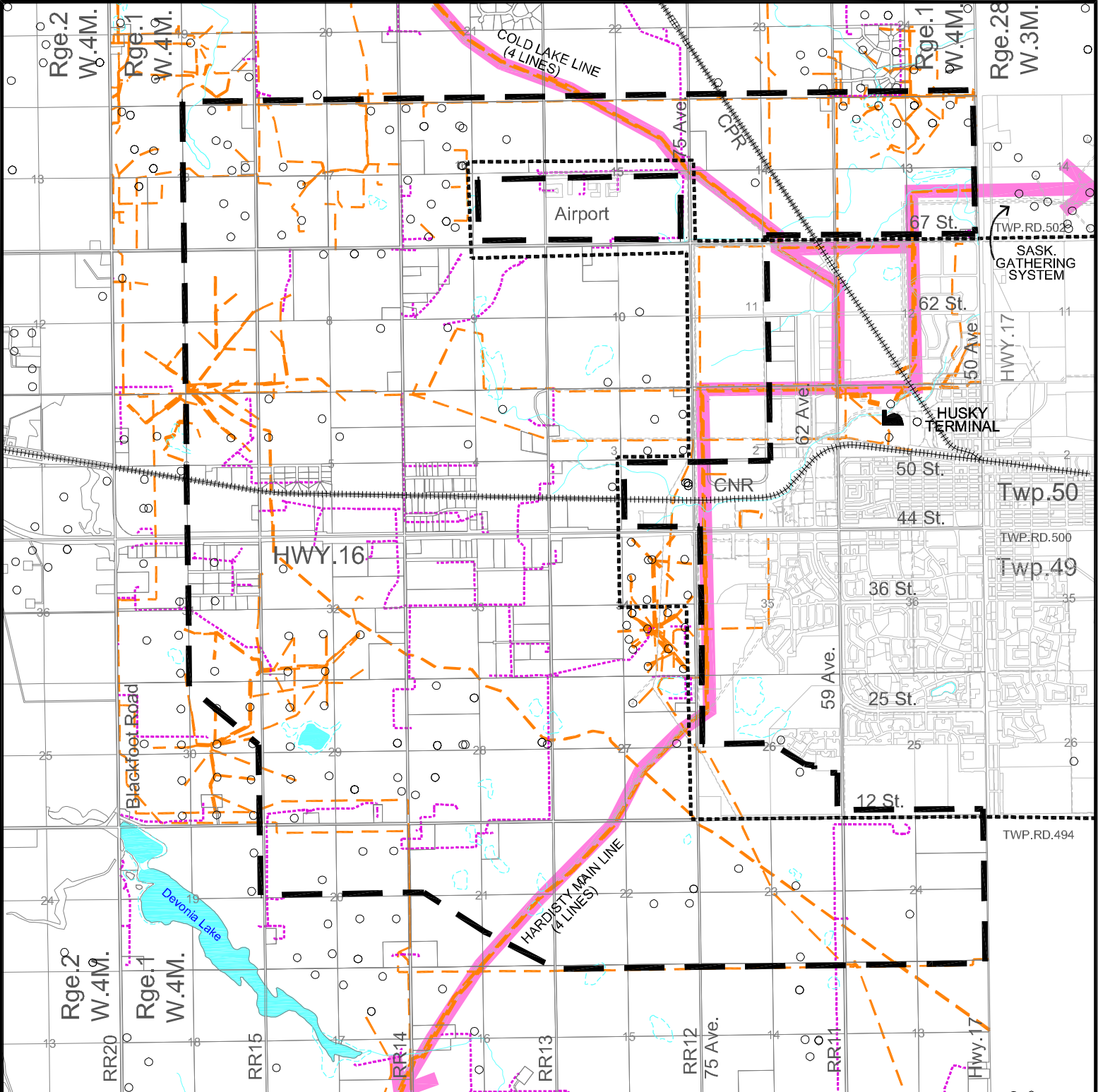
Existing Road System  
Map # 5

Vermilion River /  
Lloydminster IDP

**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Jan. 25 06.dwg



Legend

- Active Oil / Gas Well
- ▀ Facility (Refinery)
- - - High Pressure Transmission Pipeline
- ⋯ Low Pressure Distribution Pipeline
- █ Existing Major Pipeline Transmission Lines
- ▬▬▬ IDP Boundary
- ⋯⋯⋯ Lloydminster City Boundary

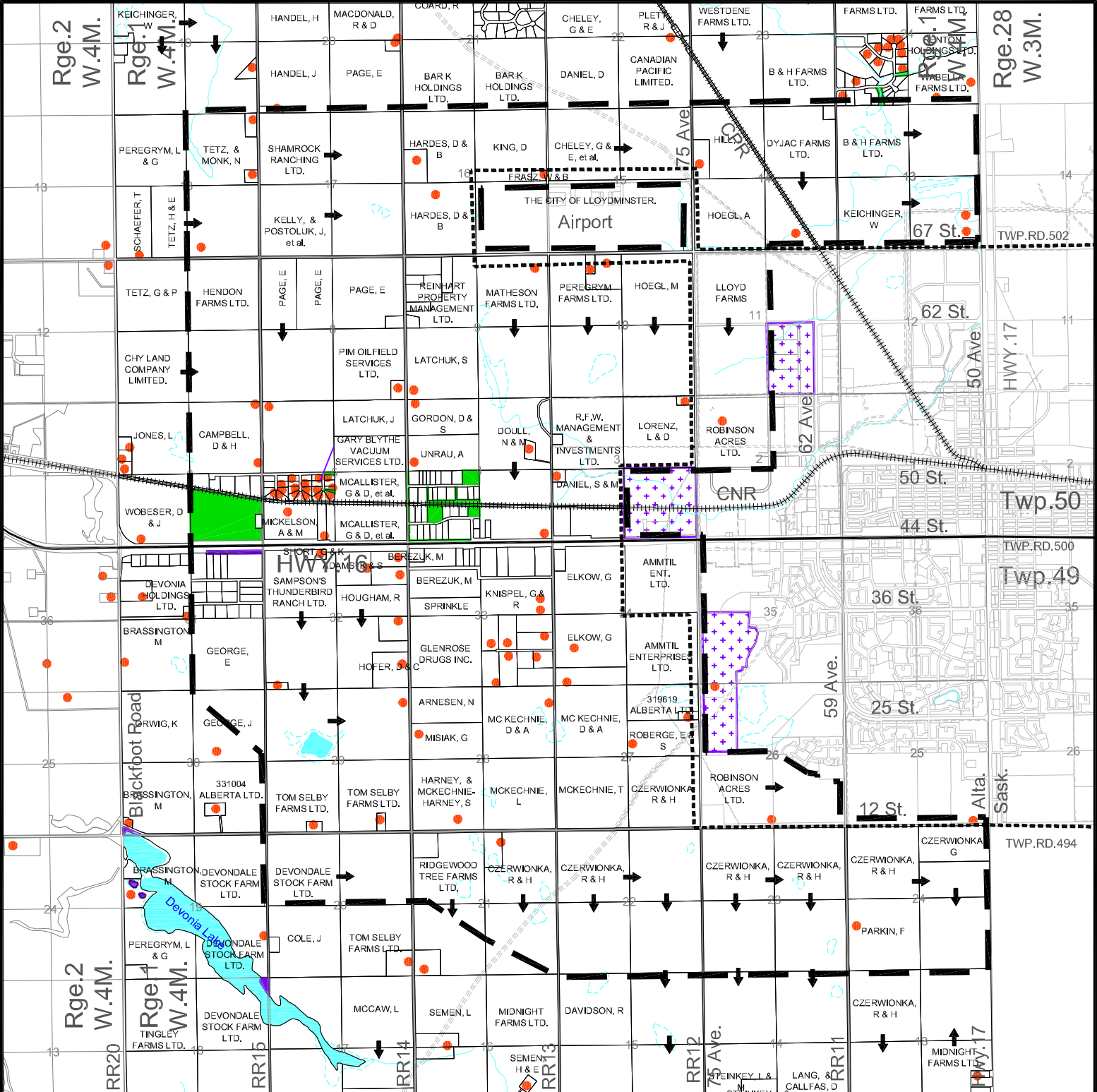
Existing Oil / Gas Infrastructure  
Map # 6

Vermilion River /  
Lloydminster IDP

**MATRIX** PLANNING  
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Scale - 1:60 000

File No.: Lloyd IDP Mar. 13 06.dwg



- Legend
- City Owned Parcels
  - County Owned Parcels
  - Residence Location
  - IDP Boundary
  - Lloydminster City Boundary

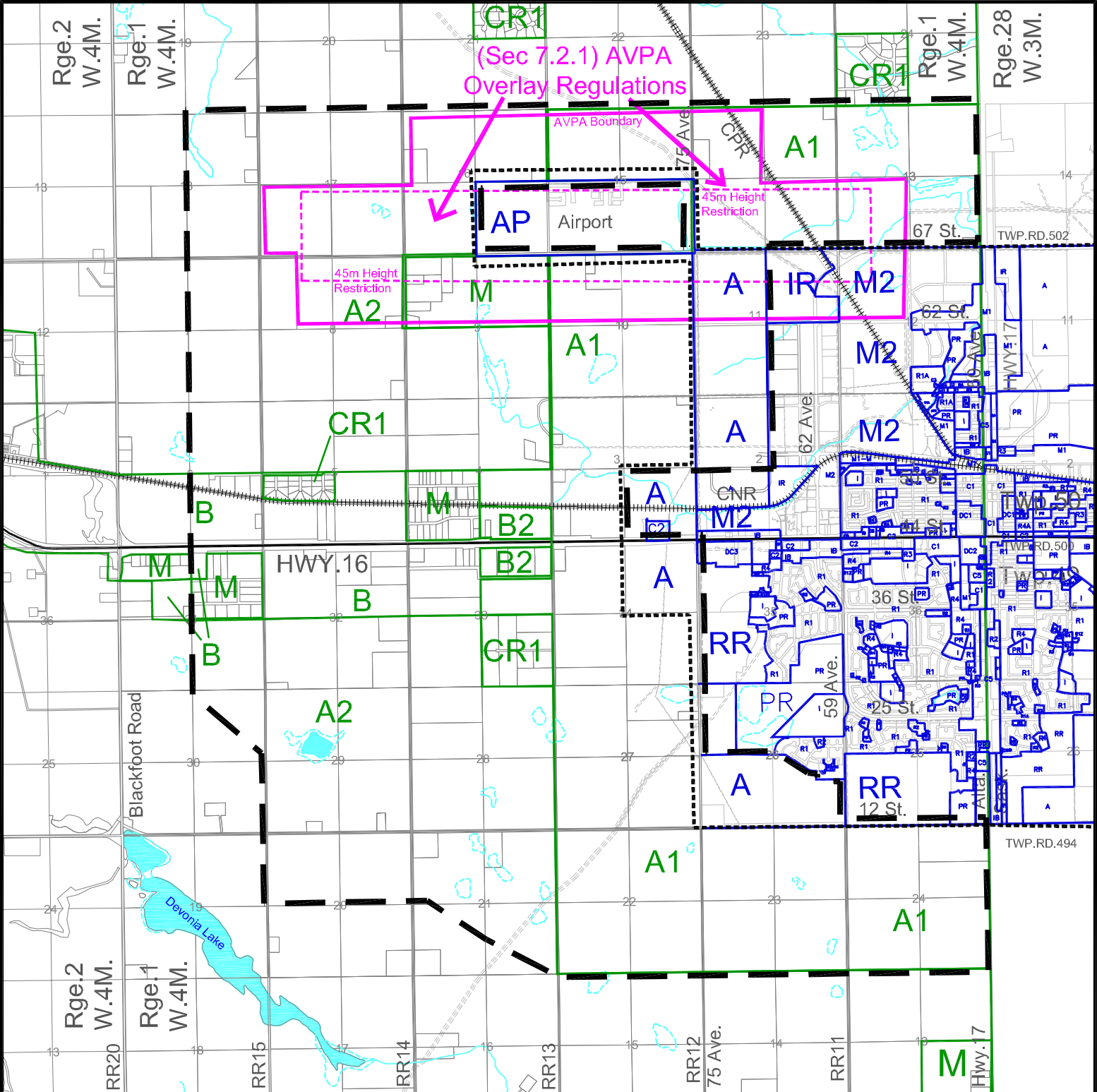
Land Ownership  
Map # 7

Vermilion River /  
Lloydminster IDP

**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Jan. 24 06.dwg



(Sec 7.2.1) AVPA  
Overlay Regulations

Legend

- City Zoning Districts
- A Agricultural
  - AP Airport Protection
  - IR Industrial Reserve
  - RR Residential Reserve
  - PR Parks and Recreation
  - R2 Duplex & Semi-Detached Residential
  - M2 Heavy Industrial

- County Zoning Districts
- M Industrial Development
  - B Business
  - B2 Lloydminster Fringe Business
  - CR1 Country Residential One
  - CR2 Country Residential Two
  - A1 Urban Vicinity Development
  - A2 Urban Vicinity Development
  - MHP Manufactured Home Park

Existing City / County Zoning  
Map # 8

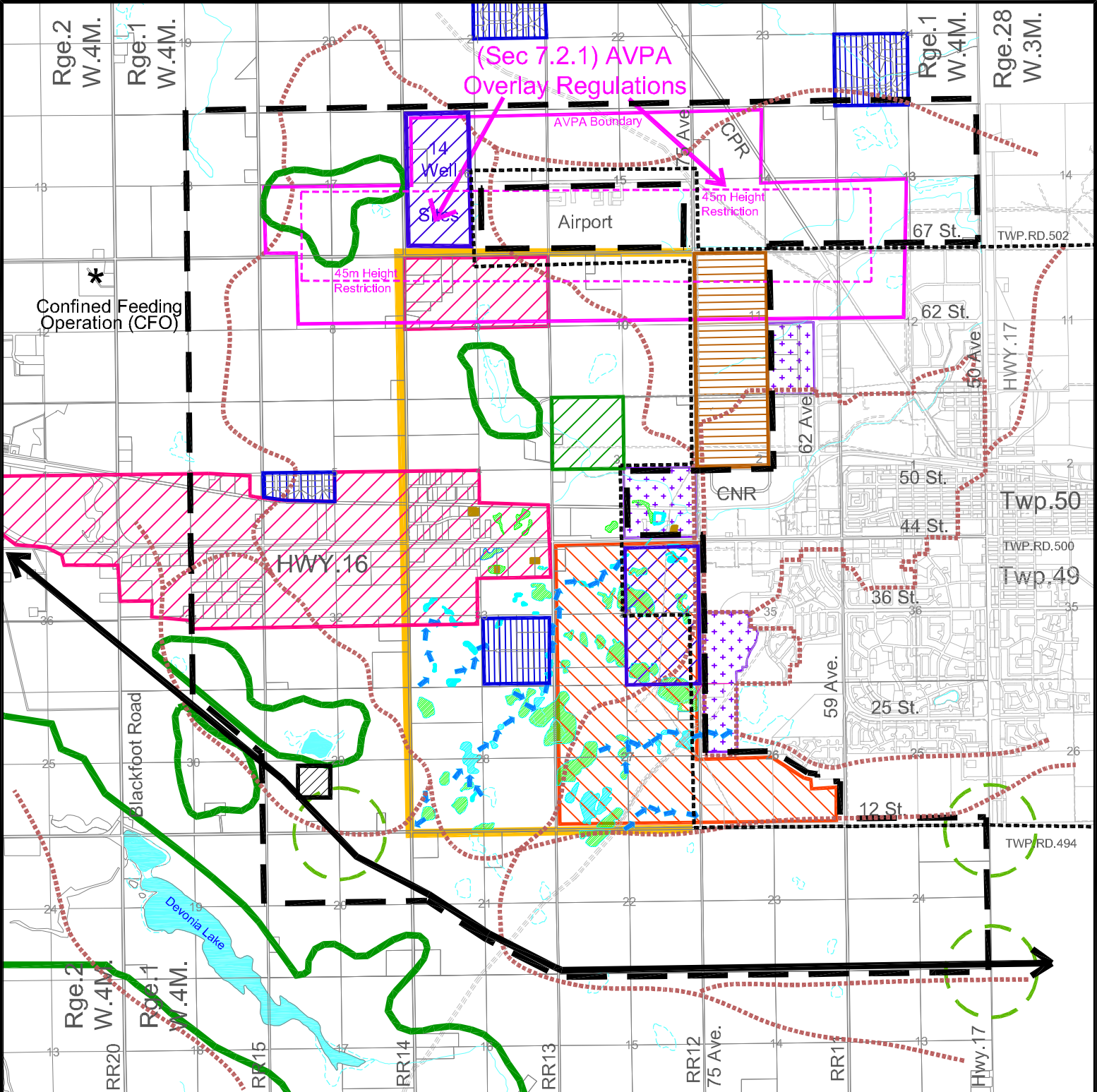
Vermilion River /  
Lloydminster IDP

- IDP Boundary
- Lloydminster City Boundary

**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Jan. 24 06.dwg



(Sec 7.2.1) AVPA  
Overlay Regulations

Legend

- Drainage Basin Boundary
- Watercourse
- Seasonally Flooded Area
- Seasonal Wetland
- Seasonal Drainage
- Future Interchange
- Hwy. 16 Bypass
- Trees/Water: Potential
- IDP Boundary
- Lloydminster City Bndy.

Opportunities / Constraints  
Map # 9

- Dense Well Site Concentration
- Existing Ind./Comm. Zoning
- Urban Residential Expansion Direction
- Golf Course
- Existing Multi-Parcel CR
- Potential Serviced Industrial
- Potential Archeol. Sensitive Site
- City Owned Land
- Continuous Road Access

Vermilion River /  
Lloydminster IDP

**MATRIX** PLANNING  
G.T. Hofmann & Associates

Scale - 1:60 000

File No.: Lloyd IDP Jan. 24 06.dwg