

# BLACKFALDS INTERMUNICIPAL DEVELOPMENT PLAN

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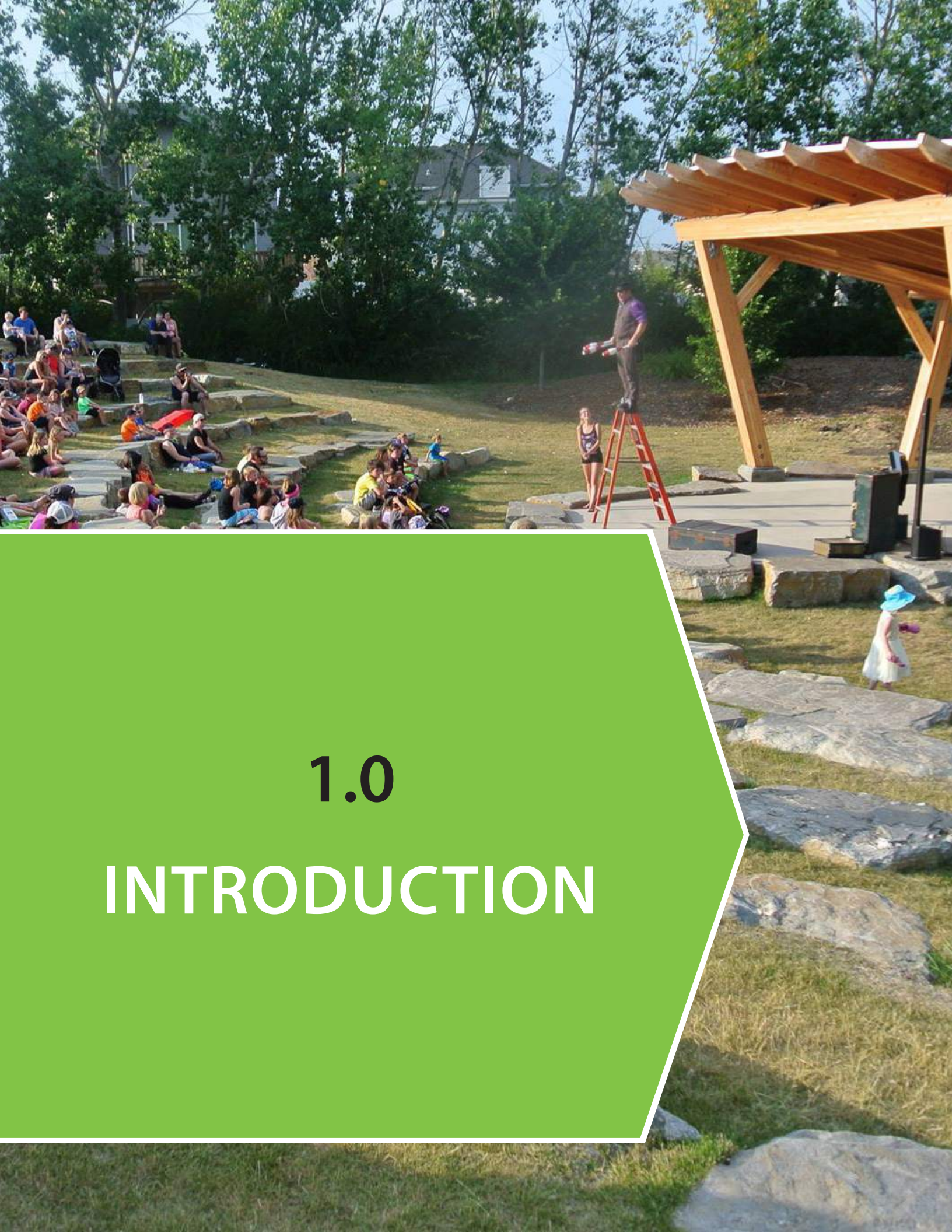
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# Glossary of Abbreviations

|                 |                                                        |
|-----------------|--------------------------------------------------------|
| <b>AEP</b>      | Alberta Environment and Parks                          |
| <b>ASP</b>      | Area Structure Plan                                    |
| <b>AT</b>       | Alberta Transportation                                 |
| <b>CFO</b>      | Confined Feeding Operation                             |
| <b>ER</b>       | Environmental Reserve                                  |
| <b>ERE</b>      | Environmental Reserve Easement                         |
| <b>ICF</b>      | Intermunicipal Collaboration Framework                 |
| <b>IDP</b>      | Intermunicipal Development Plan                        |
| <b>IDPC</b>     | Intermunicipal Development Plan Committee              |
| <b>JEA</b>      | Joint Economic Area                                    |
| <b>LTGA</b>     | Long Term Growth Area                                  |
| <b>LUB</b>      | Land Use Bylaw                                         |
| <b>MDP</b>      | Municipal Development Plan                             |
| <b>MGA</b>      | Municipal Government Act                               |
| <b>MGB</b>      | Municipal Government Board                             |
| <b>MMGA</b>     | Modernized Municipal Government Act                    |
| <b>MR</b>       | Municipal Reserve                                      |
| <b>NRCB</b>     | Natural Resources Conservation Board                   |
| <b>NRDRWWSC</b> | North Red Deer Regional Wastewater Services Commission |
| <b>OP</b>       | Outline Plan                                           |
| <b>RDRWSC</b>   | Red Deer River Watershed Services Commission           |
| <b>SWMF</b>     | Storm Water Management Facility                        |
| <b>QEII</b>     | Queen Elizabeth II Highway                             |





**1.0**

# INTRODUCTION

## 1.1 BACKGROUND

Lacombe County and the Town of Blackfalds have a long history of working together cooperatively to enhance the economic, environmental and social sustainability of the region. This IDP is an expression of this collaborative partnership by ensuring the future development of the lands set out in this plan are mutually beneficial and coordination of infrastructure and services occur where possible to benefit area residents.

Geographically both municipalities are strategically located between Alberta's two major cities of Edmonton and Calgary, on the main transportation route of the QEII. The Town of Blackfalds is centrally located between the City of Red Deer and City of Lacombe. These factors have created an area for the successful development of commercial and industrial development as well as desirable location for people to live. This is reflected in the Town of Blackfalds being one of the fastest growing municipalities in Canada over the last number of years. While this success and fast pace of growth provides considerable opportunities for both municipalities, it also places pressure and strains on infrastructure, facilities and the need for land.

The recent changes to the MGA has necessitated this review of the IDP to ensure compliance; it also provides an opportunity for proactive planning in this development area. Therefore, as with previous IDPs, this IDP will also identify potential growth areas within the County based on up to date growth forecasts. Through the strong collaborative governance guided by the comprehensive policies of this IDP the Town and the County can continue to strengthen the local economy and plan for the future of both municipalities.

## 1.2 PURPOSE

The purpose of this IDP is to outline a cooperative framework for the resolution of planning, environmental matters, economic development, the coordination of intermunicipal programs, utility servicing, other infrastructure, and transportation issues that are of joint interest to the Town of Blackfalds and Lacombe County.

The two municipalities adopted a *Joint General Municipal Plan* in 1988. Since that time, provincial planning legislation has changed, defining new requirements for intermunicipal planning under the new MMGA. The *Town of Blackfalds Municipal Sustainability Plan* and *Lacombe County's Strategic Plan* also emphasize the need for Intermunicipal initiatives for coordinated land use planning and mutually beneficial economic development goals.

A updated IDP was adopted in September 2013 by both Councils to respond to the substantial growth that occurred in the Town, and the continuing development pressures within both the Town and surrounding area. Strong growth is continuing and with the changes to the MGA, it is necessary to update the IDP to align our future development interests and needs. Further amendments will be made, as necessary, to ensure the IDP remains an effective policy document to guide land use decisions in this common area of interest based on population and land need projections.



## 1.3 PROVINCIAL LEGISLATION

This IDP is a statutory plan prepared in accordance with Section 631 of the *Municipal Government Act*, which states that:

- 631(1) *Two or more councils of municipalities that have common boundaries that are not members of a growth region as defined in section 708.01 must, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.*
- (1.1) *Despite subsection (1), the Minister may, by order, exempt one or more councils from the requirement to adopt an intermunicipal development plan, and the order may contain any terms and conditions that the Minister considers necessary.*
- (1.2) *Two or more councils of municipalities that are not otherwise required to adopt an intermunicipal development plan under subsection (1) may, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary.*
- (2) *An intermunicipal development plan*
- (a) *must address*
- (i) *the future land use within the area,*
- (ii) *the manner of and the proposals for future development in the area,*
- (iii) *the provision of transportation systems for the area, either generally or specifically,*
- (iv) *the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,*
- (v) *environmental matters within the area, either generally or specifically, and*
- (vi) *any other matter related to the physical, social or economic development of the area that the councils consider necessary,*
- and*
- (b) *must include*
- (i) *A procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan;*
- (ii) *A procedure to be used, by one or more municipalities, to amend or repeal the plan; and*
- (iii) *Provisions relating to the administration of the plan."*
- (3) *The council of a municipality that is required under this section to adopt an intermunicipal development plan must have an intermunicipal development plan that provides for all of the matters referred to in subsection (2) within two (2) years from the date this subsection comes into force.*
- (4) *Subject to the regulations, if municipalities that are required to create an intermunicipal development plan are not able to agree on a plan, sections 708.33 to 708.43 apply as if the intermunicipal development plan were an intermunicipal collaboration framework.*
- (5) *In creating an intermunicipal development plan, the municipalities must negotiate in good faith.*

The plan must also meet the requirements of the *Provincial Land Use Policies*, a goal of which is to encourage cooperative approaches to managing growth and development:

“to foster cooperation and coordination between neighboring municipalities and between municipalities and provincial departments and other jurisdictions in addressing planning issues and in implementing plans and strategies.”

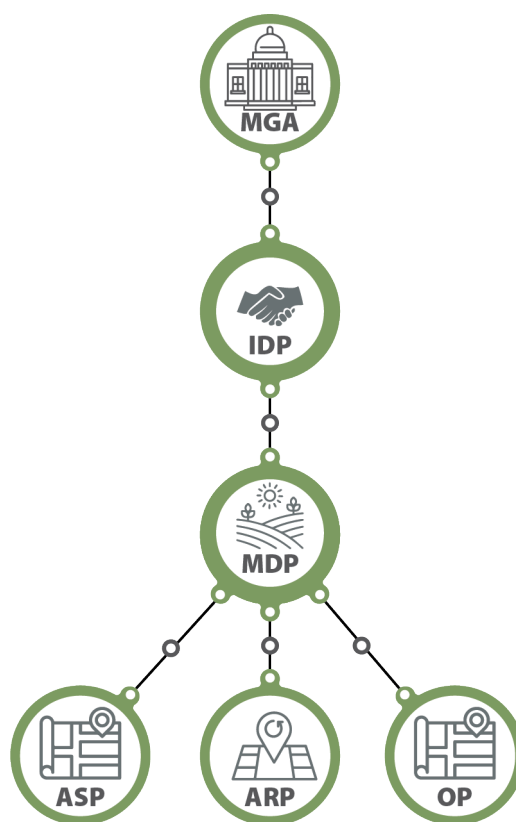
## 1.4 PLANNING HIERARCHY

All municipal planning documents must comply with the requirements and regulations detailed in the MGA. The MGA also stipulates the requirements and authority of the hierarchy of planning documents that guide municipal planning and development in Alberta.

These documents provide a framework for land use and development decisions for all municipalities within the province.

The IDP, being prepared cooperatively and adopted by Bylaw by each of the participating municipalities, is a high-level statutory land use planning document.

MDPs and ASPs provide more detailed and specific policy guidance for decisions on land use and development within their respective municipality. IDPs, MDPs and ASPs must be consistent with one another. The policy direction outlined in these statutory plans informs the regulations and rules regarding appropriate land uses, subdivision and development criteria detailed in the LUB of each municipality.



## 1.5 POLICY CONTEXT

Both municipalities understand the importance of the IDP and collaborative municipal planning for the success of both municipalities. The *Town of Blackfalds MDP* acknowledges the need for intermunicipal cooperation and the Town is prepared to undertake cooperative planning mechanisms with Lacombe County. Similarly, the *Lacombe County MDP* acknowledges the need for the County to work with urban municipalities to achieve mutually beneficial growth and development in the urban fringes. Lacombe County has recognized that the preparation of IDPs can help to foster this intermunicipal cooperation through planning with the Town of Blackfalds.



## 1.6 PLAN AREA

Central to the success of the IDP is the identification of appropriate lands for the plan area and the development referral area to ensure land use decisions within the IDP boundary are consistent with the agreed upon policy direction of this IDP.

The boundary of this IDP is shown on [Map 2 - Future Land Use Concept](#). The plan area is divided into three parts as described below:

### LONG TERM GROWTH AREA

The LTGA represents lands that may be subject to urban growth within a 30-year time horizon. The Plan identifies potential future urban land uses within the LTGA, and requires that development in this area is compatible with eventual urban development.

### JOINT ECONOMIC AREA

The JEA refers to an area where the Town and County will work together to encourage commercial and industrial development along the QEII. [Map 2 - Future Land Use Concept](#) identifies the areas where joint economic agreements have been put in place.

### NOTIFICATION AREA

The Notification Area includes the undeveloped areas of the Town and all County lands within the plan area boundary, including the LTGA, as shown on [Map 2 - Future Land Use Concept](#). Within this Notification Area, each municipality is required to notify the other regarding matters that are described in Section 8.3 of the Plan.

## 1.7 TIME FRAME

The Alberta Municipal Government Board generally deals with a planning horizon of 25 to 30 years when considering applications for annexation. It has become common practice in IDPs to adopt this horizon for general land use planning purposes. However, this does not mean that IDPs should only apply to areas in which urban growth is anticipated within this time horizon. The purpose of an IDP is not only to guide future urban growth, but also to help ensure that development in either municipality does not have an unacceptable negative impact on the other municipality. For this reason, an IDP boundary need not be limited to the area of land required to accommodate 25 or 30 years of urban growth.





**2.0**

# PLANNING PROCESS



## 2.1 INTERMUNICIPAL DEVELOPMENT PLAN COMMITTEE

An IDPC was initially created by the two municipal Councils to develop the new plan. The Committee consisted of three elected officials and supported by administrative staff from each municipality. This Committee remains in place to monitor how the plan is working and to recommend revisions that may be necessary to reflect changing needs and conditions.

## 2.2 PUBLIC INVOLVEMENT

The IDP planning process included consultation and engagement opportunities with the community at large. Public support for the IDP is essential to its long-term success.

### **Engagement Event: Draft Plan – October 10, 2019**

The purpose of the meeting will be to present the Draft Plan to the public.

### **Statutory Public Hearing – Town of Blackfalds - December 10, 2019 Lacombe County - December 12, 2019**

As required by the MGA, a statutory public hearing must be held prior to second reading of the IDP bylaw by both municipal Councils. The public hearing provides stakeholders and interested public the opportunity to comment on the IDP prior to the vote by the municipal Councils to adopt the IDP bylaw.

As the IDPC monitors how the plan is working, changes will inevitably be necessary to keep pace with the growth that is occurring in the area and to respond to future growth prospects. Any proposed amendments to the plan will require that the Town and County hold public hearings before any changes can be passed by the Councils.

## 2.3 BASIS OF THE PLAN

As the Town and County pursue their growth opportunities, this IDP is an agreement that the planning for the lands identified in the IDP boundary will be coordinated based on the following principles in order to achieve the plans objectives as agreed to by both municipalities.

### **2.3.1 PLAN PRINCIPLES**

1. Commit to working cooperatively through effective and ongoing collaboration, coordination and communication.
2. Promote orderly, sustainable and beneficial land development for the residents of both municipalities.

3. Protect, conserve and enhance the shared environmental and agricultural lands while balancing the need for urban growth.
4. Support the objectives and policies of the plan through continued cooperative decision-making and implementation.
5. Ensure the policies and objectives of the plan are relevant through the agreed upon review process.

### **2.3.2 PLAN OBJECTIVES**

1. To establish an area adjacent to the Town within which planning and development decisions are coordinated to ensure development compatibility.
2. To establish effective mechanisms for communication, coordination and cooperation between the Town and County.
3. To identify and protect future County areas for urban growth and expansion to ensure the future land uses within the plan area do not unduly conflict with the Town's urban expansion needs.
4. To acknowledge the importance of the agricultural community and provide policy to protect agricultural land uses.
5. To cooperate in the pursuit of mutually beneficial economic development opportunities with the plan area.
6. To promote effectiveness, efficiency and transparency in the delivery of services, including such things as coordinating transportation planning, providing emergency services, and the development of intermunicipal servicing and recreation facilities.
7. To cooperate in the preservation and protection of the natural environment and wherever feasible integrating these areas with future development for passive recreation uses.
8. To develop proposals for the financing and programming of intermunicipal infrastructure of the IDP area.
9. To coordinate intermunicipal programs relating to the physical, social and economic development of the area
10. To address MGA requirements with respect to intermunicipal conflict resolution procedures, plan administration, and plan amendment and repeal procedures.



An aerial photograph of an industrial facility, likely a refinery or chemical plant, featuring numerous storage tanks, processing units, and large industrial buildings. The facility is situated in a rural area with green fields and a road in the foreground. A large green arrow-shaped overlay points from the left towards the facility, containing the text '3.0 POLICY FRAMEWORK'.

# 3.0 POLICY FRAMEWORK

### 3.1 URBAN DEVELOPMENT FRAMEWORK

The population of the Town of Blackfalds has experienced substantial growth in recent years and is projected to continue this growth into the future based on the *Blackfalds Population and Land Demand Analysis* completed and supported by the Town, dated May 10, 2019. The last population projections, as outlined in the former IDP, are over 10 years old and required updating. The population analysis did identify that a variety of circumstances could significantly slow or halt Blackfalds growth. The IDPC as a result decided while they were cognisant of the implications for land requirements to accommodate such growth given the current climate at this time and given the relatively recent land annexation it would be more prudent to leave the plan boundary and the lands identified for growth unchanged. The Committee has agreed that the question of additional land requirements will be addressed in three (3) to five (5) years when it will become more evident of the accuracy of these population projections.

Many factors must be considered while undertaking growth planning. The primary factors generating Blackfalds' anticipated high population projections are the Town's relative youth and substantial net in-migration in the recent past. These factors are expected to form a scenario not commonly seen wherein the population is expected to continue at a very high rate. To normalize this very high rate of growth, two different projection models were considered to contemplate future growth, as shown in Figure 1. For the Town's municipal planning purposes and this document, the Alternate Projection is preferred.

**FIGURE 1**  
**POPULATION PROJECTIONS**

| YEAR | TOTAL POPULATION     |         | MUNICIPAL LAND AREA DEMAND (HA) |          |
|------|----------------------|---------|---------------------------------|----------|
|      | EXISTING/PROJECTIONS |         | EXISTING/PROJECTIONS            |          |
|      | ALTERNATE            | HIGH    | ALTERNATE                       | HIGH     |
| 2018 | 10,125               |         | 1,689.20                        |          |
| 2021 | 13,770               | 14,997  | 1,685.61                        | 1,762.23 |
| 2026 | 19,918               | 23,708  | 1,791.22                        | 2,344.98 |
| 2031 | 28,121               | 36,286  | 2,210.13                        | 3,119.44 |
| 2036 | 38,844               | 53,469  | 2,765.36                        | 4,077.43 |
| 2041 | 52,681               | 75,773  | 3,465.21                        | 5,153.47 |
| 2046 | 70,286               | 103,634 | -                               | 103,634  |
| 2051 | 92,054               | 136,903 | -                               | 136,903  |



## 3.2 URBAN LAND REQUIREMENTS

The following land requirement charts are intended to show the Town's land needs but do not form part of the IDP's policies or land use concept at this time for reasons previously outlined under Section 3.1. To determine the amount of land required to accommodate future growth, it is important to first recognize the amount of land Blackfalds holds within its current boundary and how that land has been allocated for future development as shown in [Map 2 - Future Land Use Concept](#).

**FIGURE 2**

### EXISTING LAND USE BREAKDOWN, BLACKFALDS 2018

|                    | HECTARES        | % OF DEVELOPED | % OF TOTAL    | HECTARES/1,000 |
|--------------------|-----------------|----------------|---------------|----------------|
| <b>DEVELOPED</b>   | <b>614.24</b>   | <b>100.0%</b>  | <b>36.4%</b>  | <b>60.67</b>   |
| Residential        | 348.56          | 56.7%          | 20.7%         | --             |
| Commercial         | 24.64           | 4.0%           | 1.5%          | 2.43           |
| Industrial         | 105.59          | 17.2%          | 6.3%          | 10.43          |
| Other              | 135.44          | 22.1%          | 8.0%          | 13.38          |
| <b>UNDEVELOPED</b> | <b>1,071.96</b> |                | <b>63.6%</b>  |                |
| Residential        | 728.01          |                | 43.2%         |                |
| Commercial         | 141.60          |                | 8.4%          |                |
| Industrial         | 202.35          |                | 12.0%         |                |
| Other              |                 |                | 0.0%          |                |
| <b>TOTAL</b>       | <b>1,686.20</b> |                | <b>100.0%</b> |                |
| Residential        | 1,076.57        |                | 63.8%         | --             |
| Commercial         | 166.24          |                | 9.9%          | 16.42          |
| Industrial         | 307.94          |                | 18.3%         | 30.41          |
| Other              | 135.44          |                | 8.0%          | 13.38          |

Residential lands' capacity to accommodate future capacity is influenced by density and average household size. The current *Town of Blackfalds MDP* identifies the target density for new neighbourhoods to be between 10-17 dwelling units/hectare which is a large range. The overall density for existing development in the Town is approximately 12.5 dwelling units/hectare with newer neighbourhoods, those approved in the last 5 years, being approximately 16.5 dwelling units/hectare. The analysis assumes that as the Town grows, the average household size will decrease by 0.1% annually while average density will increase by 1.5% annually. The land capacity to host these types of developments also relies on the assumptions that our existing commercial land development ratio of 2.43 hectares/1,000 persons and existing industrial land development ratio of 10.43 hectares/1,000 persons is maintained. This is ultimately a Council planning decision and is assumed at this time is to remain status quo.



Commercial lands' capacity to accommodate future growth is influenced primarily by market demand. The existing commercial development ratio in Blackfalds is approximately 2.4 hectares of commercial development per 1,000 residents; however, it must be recognized that market demand for commercial development is influenced by many factors including proximity to surrounding population centres, as such, it is difficult to compare Blackfalds to other communities. Although the existing commercial development ratio cannot be altered, there is a desire to increase this ratio to provide additional commercial opportunities in the community.

Industrial lands' capacity to accommodate future growth is also influenced primarily by market demand and proximity to major transportation routes and industrial market centres. The existing industrial development ratio in Blackfalds is approximately 10.4 hectares of industrial development per 1,000 residents.

Applying the existing density and development ratios to the Alternate Population projection, existing municipal land capacity and demand can be determined. Figure 3 has been formatted in such a way where the bold text indicates when the amount of land required to accommodate existing development has been reached. It is noted that at 10 years growth the land inventory exceeds the amount currently available within the Town boundary.

**FIGURE 3**  
**PROJECTED FUTURE LAND DEVELOPMENT DEMANDS BY LAND USE CATEGORY -**  
**ALTERNATE POPULATION PROJECTION, BLACKFALDS**

|                          |                            | 2018     | 2021     | 2026     | 2031     | 2036     | 2041     | 2046     | 2051     |
|--------------------------|----------------------------|----------|----------|----------|----------|----------|----------|----------|----------|
|                          | POPULATION                 | 10,125   | 13,770   | 19,918   | 28,121   | 38,844   | 52,681   | 70,286   | 92,054   |
| RESIDENTIAL LAND (HA)    | Developed Demand           | 348.56   | 454.67   | 613.59   | 808.14   | 1,041.44 | 1,317.66 | 1,640.05 | 2,003.92 |
|                          | Undeveloped Remaining      | 728.01   | 621.90   | 462.99   | 268.43   | 35.13    | (241.08) | (563.48) | (927.34) |
|                          | Estimated 10-yr Demand     | 694.99   | 808.14   | 1,041.44 | 1,317.66 | 1,640.05 | 2,003.92 | -        | -        |
|                          | Existing or Required Total | 1,076.57 | 1,076.57 | 1,076.57 | 1,317.66 | 1,640.05 | 2,003.92 | -        | -        |
| COMMERCIAL LAND (HA)     | Developed Demand           | 24.64    | 33.51    | 48.48    | 68.44    | 94.54    | 128.21   | 171.06   | 224.04   |
|                          | Undeveloped Remaining      | 141.60   | 132.73   | 117.77   | 97.80    | 71.71    | 38.03    | (4.82)   | (57.79)  |
|                          | Estimated 10-yr Demand     | 56.46    | 68.44    | 94.54    | 128.21   | 171.06   | 224.04   | -        | -        |
|                          | Existing or Required Total | 166.24   | 166.24   | 166.24   | 166.24   | 171.06   | 224.04   | -        | -        |
| INDUSTRIAL LAND (HA)     | Developed Demand           | 105.59   | 143.61   | 207.73   | 293.28   | 405.11   | 549.42   | 733.02   | 960.04   |
|                          | Undeveloped Remaining      | 202.35   | 164.33   | 100.21   | 14.66    | (97.17)  | (241.47) | (425.08) | (652.10) |
|                          | Estimated 10-yr Demand     | 241.93   | 293.28   | 405.11   | 549.42   | 733.02   | 960.04   | -        | -        |
|                          | Existing or Required Total | 307.95   | 307.95   | 405.11   | 549.42   | 733.02   | 960.04   | -        | -        |
| OTHER USES (8% OF TOTAL) |                            | 135.44   | 134.85   | 143.30   | 176.81   | 221.23   | 277.22   | -        | -        |
| TOTAL                    | Area Required (ha)         | 1,686.20 | 1,686.20 | 1,791.22 | 2,210.13 | 2,765.36 | 3,465.21 | -        | -        |
|                          | 1/4 Sections               | 26.04    | 26.04    | 27.07    | 34.13    | 42.71    | 53.52    | -        | -        |



**4.0**

# LAND USE POLICIES



## 4.1 EXISTING LAND USE

Existing land use within the plan is shown in [Map 1 – Existing Land Use](#).

Lands surrounding the Town are still mainly in agricultural use, although pressure is increasing to change farmland into urban and other non-agricultural uses. Some existing land uses that must be taken into account in planning for future development include:

- The NRDRWWSC sewage system in the NW 23-39-27-W4M;
- Previous existing landfills in NW 23-39-27-W4M and NE 36-39-27-W4M;
- Country residential development northeast of the Town along the C&E Trail and in the Burbank area, southeast of the Town;
- Gravel extraction operations in the area generally south of Highway 597 and west of Highway 2A;
- One CFO on the NW 33-39-27-W4M;
- Existing and new industrial/commercial developments in the Aspelund Area Development Node and south of Highway 597; and
- Kuhnen Park, Mary and Cliff Soper Natural Area, “Bridge Out” Park and Burbank Park.



## 4.2 AGRICULTURE

Generally, all the land within the plan area has a high agricultural capability. It is therefore difficult to identify areas appropriate for non-agricultural use on the basis of low agricultural capability. Conversion of agricultural land to non-agricultural use must therefore be considered in light of other factors, such as the Town's future land requirements, the potential economic development opportunities offered by the lands, the availability of utility services, access, environmentally sensitive areas and the nature of surrounding land uses.

The *Lacombe County LUB* identifies a limited range of permitted uses in its Agricultural District. However, the list of discretionary uses is extensive and varied, allowing a broad range of non-agricultural uses to be considered. This means that the requirement for notification to the Town with respect to discretionary uses is particularly important.

### POLICIES

4.2.1 Extensive Agriculture: Unless otherwise provided for in this Plan, the provisions of the *Lacombe County MDP* and *Lacombe County LUB* regarding the use and development of agricultural land will apply to the areas designated as Agricultural District.

4.2.2 Confined Feeding Operations: The Town and County request that the NRCB not allow any new CFOs to be established with a LTGA, or within 1.6 kilometre (1 mile) of the Town boundary effective at the time of the application; an area developed or designated for multi-lot residential use; or a provincial or municipal park or recreation area, or other area used or intended to be used for a recreational facility development

Input on applications for CFOs within the boundaries of both the *Highway 2 West ASP*, the *Highway 2A Urban Corridor ASP* and the *Lacombe/Blackfalds Rural Fringe ASP* shall be consistent with the policies pertaining to CFOs stated in the ASPs.

4.2.3 Right to Farm: Both municipalities recognize the importance of agriculture to the local, regional and provincial economy. In making decisions on development issues in the agricultural area, both municipalities will respect the right of agricultural operators to pursue normal activities associated with extensive agricultural without interference or restriction based on their impact on adjacent uses.

When making decision on development, the County shall take into consideration the impact of the development on adjacent agricultural uses.

Conversion of agricultural land to other non-agricultural uses must be considered carefully to assess the benefit of the proposed use in relation to the loss of agricultural land and the future expansion of the Town.

4.2.4 Development Approvals: In making decisions on development issues within the IDP boundary, both municipalities shall:

1. respect the right of agricultural operators to pursue normal activities associated with extensive agriculture without interference or restriction based on their impact on adjacent land uses.
2. promote the use of the JEA for developments which are more suitably located within the JEA rather than on agricultural land as outlined in the *Lacombe County MDP* and the County's ASPs.
3. consider the long-term impact that this development type may have on urban annexation and development.



## 4.3 RESIDENTIAL

[Map 2 - Future Land Use Concept](#) designates areas for country residential, conservation cluster, and future urban residential development. Some of the potential residential development opportunities that have also been identified in the *Lacombe/Blackfalds Rural Fringe ASP* along the Blindman River, between QEII and Highway 2A, and along the Red Deer River east of Burbank, will have to await the completion of gravel extraction operations in these areas before redevelopment and reclamation.

Development for multi-parcel residential use shall be restricted to those lands identified for residential use in [Map 2 - Future Land Use Concept](#).

### POLICIES

- 4.3.1 Country Residential: This designation refers generally to residential development consisting of large unserviced lots served by rural cross-section roads and roadside storm water drainage. The purpose of the Country Residential District is to generally permit land of low agricultural value to be developed for multi-lot residential use.
- 4.3.2 Residential Conservation Cluster: Residential Conservation Cluster is a designation that allows for the clustering of smaller lots at low rural densities while preserving environmentally sensitive areas and natural features. Areas particularly suited to conservation cluster subdivision design include those with natural features such as woodlands, stream corridors, steep slopes, wetlands, shore lands, ridge tops, and wildlife corridors.

#### RESIDENTIAL CONSERVATION CLUSTER DEVELOPMENT



- 4.3.3 Future Urban Residential: Areas to the north and east of the Town have been designated for future urban residential development.

## 4.4 INDUSTRIAL/COMMERCIAL

In addition to industrial areas, the Industrial/Commercial designation includes commercial uses that are generally compatible with industrial uses and that require highly visible and accessible locations and/or large areas of land.

[Map 2 - Future Land Use Concept](#) identifies areas that could be developed for industrial or commercial use. These areas are generally close to QEII or along Highway 597. The Town has also identified potential development opportunities along Township Road 40-0 and the Lakeside/Sargent Road.

### POLICIES

- 4.4.1 QEII/Highway 597: Both municipalities will work to take the fullest possible advantage of the industrial and commercial development opportunities potentially offered by the intersection of Highway 597/Aspelund Road with QEII. This will include the extension of municipal utility services, the provision of the most direct highway access that is consistent with proper traffic safety considerations, and an emphasis on intensive use of the land through development and/or redevelopment.
- 4.4.2 Buffers/Transitional Uses: Industrial/commercial development must be planned such that appropriate buffers and/or transitional uses are provided adjacent to development. More detailed guidance will be provided at the ASP/OP stage.
- 4.4.3 Development Standards: Both municipalities shall collaborate in a joint effort to identify appropriate development standards dealing with such issues as fencing, berming, screening, landscaping, site coverage, setbacks, height restrictions, etc., applicable to development adjacent to the highways. The agreed upon standards will be implemented through both the *Town of Blackfalds LUB* and *Lacombe County LUB*.



**5.0**

**ENVIRONMENTAL  
MANAGEMENT &  
RECREATION**



## 5.1 ENVIRONMENTAL MANAGEMENT

The lands within the IDP plan area contain numerous environmental features including Lacombe Lake and Blackfalds Lake as well as numerous wetlands, drainage courses and significant treed areas as shown on [Map 1 – Existing Land Use](#). Both municipalities will work together cooperatively to ensure that these natural areas are protected and conserved.

5.0

### POLICIES

#### 5.1.1 Biophysical Assessment

- a) For any major development (including recreational) proposed near these natural features, the municipalities will require a biophysical assessment to be conducted by a qualified professional to determine how the features can be preserved and any development impacts mitigated.
- b) Based on findings of the biophysical assessment developments shall be designed to preserve large areas of trees, ridgelines, and the natural landscape character wherever possible.
- c) Should development occur in treed areas, it is encouraged that vegetation loss be minimized as much as possible while being cognisant of all sightlines and setback requirements.

#### 5.1.2 Hazard Lands: No incompatible development will be permitted on unstable slopes or within areas that may be prone to flooding, such as along the Blindman River and the Red Deer River and along wetlands and other waterbodies.

#### 5.1.3 Geotechnical Report

- a) The development authority of the governing municipality shall require the development proponent to carry out a geotechnical report and supply recommendations, prepared by a qualified professional, regarding establishment of appropriate development setbacks and/or other required mitigation measures.
- b) Notwithstanding Policy C, the Subdivision Authority may require a greater setback based on the recommendations of a geotechnical study undertaken by a qualified professional.
- c) As a condition of subdivision approval and/or development approval, ER or an ERE, not less than 30 metres in width from the high water mark of waterbodies and/or the top of bank of watercourses to the lot line shall be required.

## 5.2 RECREATION AND OPEN SPACE

Municipalities have many tools through the subdivision and development process to ensure that public access and public recreation facilities are developed and maintained. The municipalities will work cooperatively to ensure development maintains existing public access to natural areas and provides for new recreational opportunities. There are a number of public parks, donated to the County for the purpose of providing publicly accessible natural areas within the plan area. The Great Trail is also located in the plan area, running south of the City of Lacombe through the Lacombe Research Station, west along Lacombe Lake, and down to the northern boundary of the Town of Blackfalds. The paving of the Lacombe-Blackfalds portion of The Great Trail was completed in 2012.

### POLICIES

#### 5.2.1 Municipal Reserve

- a) MR dedication within the LTGAs shall generally be dedicated as land to be used for school and/or public amenity within developments.
- b) MR may be provided by land and/or cash-in-lieu of land payment by the developer at the discretion of the municipality. When a cash-in-lieu payment is requested, the resulting funds may be utilized for the acquisition of lands within the plan area or other use deemed appropriate by the municipality.

#### 5.2.2 Trail System

- a) Both municipalities will work together to create an interconnected trail system. ASPs and/or OPs in the plan area will address the potential extension of urban trails into rural areas. Trails developed along the Blindman River might provide future opportunity to connect with the City of Red Deer trail system.
- b) The Town and County will encourage the development of an integrated trail system for pedestrians and/or bicycles to provide linkages between open spaces both built and natural.

#### 5.2.3 Regional Park

Map 2 - Future Land Use Concept shows an approximate location for a possible future regional park as envisioned in the *Town of Blackfalds MDP*. This proposal will be further investigated as part of the future determination of land uses following the completion of gravel extraction operations in the area. The location suggested is intended to associate the regional park with the Blindman River Valley and to suggest an appropriate future use of a portion of AT's land holdings. However, a regional park could also be considered as an appropriate use for some of the other lands currently subject to gravel extraction.



**6.0**

**INFRASTRUCTURE**



## 6.1 WATER SERVICING

A new regional water line has been built, supplying treated water from the City of Red Deer to Blackfalds and other municipalities to the north. This line has the capacity to service all of the plan area. The County also has an allocation of water from this line that could be used to supply existing and future development in the County. Water supply has been extended from the Town to the Aspelund Area Development Node west of the QEII.

6.0

### POLICIES

#### Extension of Municipal Water Service

- 6.1.1 The means by which municipal water can be extended to proposed or existing development in the County, and the allocation of capital and operating costs, will continue to be negotiated by the Town and the County.
- 6.1.2 Unless otherwise identified in an ASP or OP, all multi-lot development will be required to have a communal water system with the capability of connecting to the Regional Line once available.
- 6.1.3 Private systems, where properties have their own water well systems, will generally be restricted to subdivision and development opportunities available under the Agricultural District in the *Lacombe County LUB*.



## 6.2 WASTEWATER SERVICING

The Town will continue to investigate the improvements that will be required to extend sanitary sewer services to the LTGAs. Sanitary sewer has been extended from the Town to the Aspelund Area Development Node west of the QEII.

### POLICIES

#### Intermunicipal Sanitary Sewer Line

- 6.2.1 The Town and the County will continue to examine the feasibility of further development of the existing regional sanitary sewer system as part of the RDRWSC.
- 6.2.2 Unless otherwise identified in an ASP or OP, all multi-lot development will be required to have a communal waste water system with the capability of connecting to the Regional Line once available.
- 6.2.3 Private systems, where properties have their own on-site sewage systems, will generally be restricted to subdivision and development opportunities available under the Agricultural District and Country Residential District in the *Lacombe County LUB*.

## 6.3 STORMWATER MANAGEMENT

It shall be the responsibility of development to show how stormwater will be managed. Stormwater is managed on site by controlling the amount of water released into the overall system. The stormwater management plan for all development shall comply with the *Wolf Creek/Whelp Brook Master Drainage Plan*, and any urban master drainage plans as approved by AEP.

### POLICIES

- 6.3.1 Stormwater management plans shall be required, as necessary, to define the regulation of stormwater discharge and water quality according to AEP, and any municipal standards.
- 6.3.2 Developments shall be required to integrate best management practices. These may include the use of constructed wetlands and existing wetlands in the design of stormwater systems that improve water quality.
- 6.3.3 SWMF shall not be accepted as municipal reserve.
- 6.3.4 Existing drainage patterns shall not be altered, unless approved by the AEP and/or governing authority.

## 6.4 ROADS AND TRANSPORTATION

The municipalities acknowledge that development in one municipality frequently has implications for road upgrading in the other municipality.

### POLICIES

- 6.4.1 Road Upgrading: The municipalities will address requirements for road upgrading jointly, with agreements for cost-sharing to reflect consideration of the sources of the traffic to be accommodated on the upgraded roads.
- 6.4.2 Major Road Pattern: Both municipalities agree to work together on a major road network to serve future growth in the plan area. Specific road alignments will be addressed through the development of ASPs or OPs. The Transportation Study completed by the Town in 2015 provides additional guidance in this regard.
- 6.4.3 Highways
  - a) Access to and vehicle speeds on Highway 2A are significant safety issues, as is the elevated crossing of the railway. AT has completed a transportation planning study for the highway, which describes the road improvements that are being considered, including its future alignment, the twinning of the highway, and several intersectional improvements.
  - b) The two municipalities will work jointly with the AT to encourage the construction of these improvements as soon as possible.
  - c) Other than the existing interchanges along the QEII and Highway 2A, no additional accesses to the Highway shall be considered unless otherwise approved by AT and/or the regulatory authority. It is of note that the Town has identified the need for a second major access at Township 40-0 and QEII.
- 6.4.4 Dangerous Goods Routes: The Town and the County will coordinate their designation of dangerous goods routes.



## 6.5 FIRE PROTECTION

Fire protection and emergency response are important considerations for development, especially those adjacent to urban centres. All new developments will have to develop a fire protection plan outlining how they will provide adequate fire protection services and how the design of the development mitigates against the occurrence of a fire incident.

### POLICIES

- 6.5.1 New multi-lot developments shall prepare a fire protection plan to the satisfaction of Lacombe County outlining how they will provide adequate fire protection services.
- 6.5.2 Any fire protection plan will be forwarded to Lacombe County's Fire Chief for approval.
- 6.5.3 Full fire flow will be required for any multi-lot development as per the regulations of the *Lacombe County LUB*.

## 6.6 UTILITY SERVICING

It is acknowledged that development and upgrading of major servicing infrastructure in one municipality may have implications on services in the other.

### POLICIES

- 6.6.1 Early notice of major servicing infrastructure proposed by one municipality shall be provided to the other municipality, to allow for collaboration and coordinated planning.

## 6.7 RAILWAYS

CN and Canadian Pacific railway lines are located in the plan area.

### POLICIES

- 6.7.1 Adequate noise buffering and other safety measures, as determined by the municipalities in consultation with the railway operator and the development proponent, will be required wherever residential development occurs adjacent to a railway.

An aerial photograph of an industrial and commercial area. In the foreground, there's a large green overlay with white text. Behind it, a multi-lane highway curves through the landscape. To the left of the highway, there are several industrial buildings, some with large roofs, and a body of water. Further back, there's a residential area with many houses. The overall scene depicts a mix of urban, industrial, and natural elements.

# 7.0 ECONOMIC DEVELOPMENT



## 7.1 MUTUAL ECONOMIC DEVELOPMENT

Both municipalities support growth and development that provides for the long-term sustainability of both municipalities. In order to achieve this goal, both municipalities have been working cooperatively over the last number of decades to ensure that development does not hinder or negatively impact the growth of either municipality.

### POLICIES

- 7.1.1 Intermunicipal Cooperation: The Town and the County will continue to cooperate in the field of economic development.
- 7.1.2 Intermunicipal Development Plan Committee: The IDPC will continue to meet on a regular basis to serve as a forum for discussing shared economic development opportunities and exchanging information on development initiatives.
- 7.1.3 Cost/Revenue Sharing: The Town and County recognize the economic opportunities for the two municipalities in facilitating and encouraging the development of commercial and industrial businesses on the west side of the QEII, and that the availability of public water and wastewater services will increase the range, intensity and value of development that occurs. Financial arrangements for the sharing of costs and revenues in the JEA are set out in an agreement between the Town and County. This agreement serves to minimize the impact of municipal jurisdictional boundaries in the location of commercial and industrial development, and ensure that both the Town and County benefit economically from such development.



## 7.2 JOINT ECONOMIC AREA

The JEA Agreement, identified in [Map 2 - Future Land Use Concept](#), establishes a long term land use planning and economic agreement between the Town and the County. The Agreement minimizes the impact of municipal jurisdiction boundaries and encourages commercial and industrial development in the JEA that benefits both municipalities. In recognition of the added value of development that is possible with the extension of the Town water and wastewater systems, the Agreement provides for the sharing of taxes levied in the JEA. The Town has agreed to allow development in the JEA to connect to and be served by the Town's public water and wastewater services on a user-pay, utility rate basis, subject to the availability of capacity in these services. The net cost of water and wastewater servicing will be borne by developers initially and then subsequently by individual property owners. The net cost is defined as the total cost of construction less any grant and other funds attributed, either at the time of development, or through off-site levies or deferred servicing agreements.

7.0

### POLICIES

- 7.2.1 The JEA Agreement establishes that the Town will not seek annexation of lands west of QEII, except in accordance with specified terms, and sets out a dispute resolution process to manage any intermunicipal conflicts.

## 7.3 ANNEXATION

The Town will be able to accommodate its projected development demand until after 2031; however, consideration must also be given to having sufficient additional land within its boundary to accommodating at least a 10-year growth period. The IDPC has agreed to review the land requirements of the Town within 5 to 7 years prior to 2030. When these projections of the Future Land Development Demands by Land Use Category are fulfilled, then identification of lands up to each of the neighbouring urban municipalities' boundaries must be considered for annexation under the Town.

### POLICIES

- 7.3.1 Municipal Services Required
- a) Neither municipality will propose or support the annexation of land to the Town, except subject to the following:
  - b) The land should be serviceable with municipal water and sanitary sewer, and
  - c) The provision of such services should have the support of both municipalities and any affected regional utility commission.

7.3.2 Growth Requirements: The Town and the County recognize that annexation may be necessary to safeguard the Town's long-term growth interests. However, proper consideration must be given to how the annexation may affect the short-term interests and needs of the affected landowners. Issues that will be considered in defining areas to be annexed include appropriate planning boundaries, the efficient extension of municipal services and roadways, and existing property ownership boundaries.

7.3.3 Initiation of Annexation: A proposal for annexation may be initiated by either municipality or may be submitted, with a supporting rationale, to either or both municipalities by any landowner within the area proposed to be annexed. If either municipality resolves that an annexation proposal is worthy of further consideration, it may refer that proposal, with or without changes, to the IDPC.

Unless both Councils have resolved to support a proposed annexation, the proposal shall be referred to the IDPC before a formal application to the MGB is prepared. The IDPC will consider the proposal and recommend to the municipal Councils that a formal application to the MGB be prepared, with or without revisions to the initial proposal, or that the proposed annexation should be abandoned.

7.3.4 Cost/Revenue Sharing: Any future annexations will be based, at least in part, on a joint study to analyse the potential for cost and/or revenue sharing as a means of reducing intermunicipal competition for industrial/commercial development and assessment.

7.3.5 Review of Plan: It is assumed that, regardless of any other review processes, the plan will be thoroughly reviewed whenever a major annexation takes place. The review will be expected to consider the extension of the limits of the LTGAs to ensure appropriate protection of future urban land from inappropriate development on adjacent County lands.



8.0

PLAN  
IMPLEMENTATION



## 8.1 INTERPRETATION OF THE PLAN

### 8.1.1 Intermunicipal Development Plan Provisions

[Map 2 - Future Land Use Concept](#) is intended as a conceptual indication of future development with the plan area. The policies describing future development are also general in nature. Further guidance and direction will be offered by ASPs and OPs without the need for amendment to this plan, as long as the intent of the plan is preserved.

### 8.1.2 Area Structure Plans

This plan and the MDPs for both municipalities, require the preparation of an ASP or OP as a prerequisite to rezoning or subdivision. Such plans are required to ensure that issues relating to future land use, servicing, phasing, buffering, transitional treatments, etc. are addressed in a manner that ensures compatibility with existing or proposed development in the vicinity.

Within the LTGAs, ASP/OP boundaries are to be determined by the relevant municipality, in consultation with the other municipality and the development proponent.

### 8.1.3 Existing Statutory Plans and Bylaws

Both municipalities will ensure that other local statutory plans, OPs or bylaws are consistent with this Plan.

## 8.2 PLAN ADMINISTRATION

### 8.2.1 The municipalities have established an IDPC as follows:

- a) the IDPC will consist of one of each participating Council;
- b) the Committee will convene at least once a year to review the policies and performance of this plan;
- c) at the request of a participating municipality, the Committee may convene to discuss a relevant issue; and
- d) the Committee may convene to discuss/review applications, as discussed in Section 8.3.3, which are subject to objections or concerns during staff review.

## 8.3 REFERRALS

- 8.3.1 Each municipality will consult the other during the preparation or amendment of MDPs, ASPs, OPs and LUBs that relate to lands within the plan area.
- 8.3.2 The County will refer to the Town for comment every application for subdivision or development received for lands within the LTGAs identified in this plan, with the exception of development applications for agricultural buildings, residential uses and associated improvements, home businesses and other minor building improvements, which will be exempt from this circulation.
- 8.3.3 The County will also refer to the Town for comment any application for subdivision or development made in the Notification Area of the Plan that is related to:
- a. industrial activities which because of emissions of smoke, fumes or noise may be detrimental to the Town;
  - b. commercial or industrial developments which may by their nature be appropriately located within the Town or within the LTGAs; residential subdivisions; or
  - c. any other subdivision or development which, in the opinion of the County, may have an effect or impact on the Town with respect to community services, housing, commercial development, environmental impact, transportation or urban lifestyle.
- 8.3.4 The County agrees to refer to the Town any notice it receives from the NRCB for an application to establish a new CFO, or to expand or change an existing operation, within the plan area.
- 8.3.5 Each municipality will endeavour to inform the other of any new development initiatives as soon as it is clear that the initiative is likely to become a formal application.
- 8.3.6 Statutory plans and LUBs, or amendments to either, must be circulated prior to second reading. Non-statutory plans must be circulated prior to Council's consideration of final approval.
- 8.3.7 Referrals made under this sub-section shall be processed in accordance with the following:
- a. each municipality is to be provided with fourteen (14) days to review and comment on referrals;
  - b. if comments are not received from the responding municipality within the stated time period, it may be assumed that there is no objection to the proposal, but this should be confirmed with the responding municipality. A time extension may be granted by the municipality circulating the application; and
  - c. if a request for a time extension is denied, the denial does not constitute a dispute as defined under Section 8.4.1.

## 8.4 DISPUTE RESOLUTION MECHANISM

8.4.1 The following matters will activate the dispute resolution process:

- a) if an agreement has not been reached on any proposed amendment to this plan; or
- b) if an agreement has not been reached on any proposed statutory or non-statutory plan, LUB, or amendment thereto located within or affecting the plan area.

8.4.2 A dispute is defined as any statutory plan (in whole or in part), LUB, or amendment thereto, which is given first reading by a Council, or non-statutory plan that has been presented to Council for consideration, and which the other Council deems to be inconsistent with the goals, objectives and policies of this plan.

8.4.3 The dispute resolution process is as follows:

- a) Staff Review and Discussion

Upon receipt of a proposed statutory or non-statutory plan, LUB, or amendment to either, staff will undertake a review of the proposal and provide comments to the approving municipality. Issues of concern, if any, will be identified in writing to the other municipality. Every attempt will be made to discuss the issue with the intent of arriving at a mutually agreeable solution. If no agreement can be reached, the objecting municipality shall refer the application to the IDPC.

- b) IDPC Review

If an issue of concern cannot be resolved at the staff level, it shall be referred to the IDPC for discussion and resolution. They will attempt to resolve the issue and decide whether or not the proposal can proceed without mediation.

The committee will have fourteen (14) days from the time of referral to deliberate.

- c) Mediation

Assuming that an agreement is not reached through the IDPC, a mediation process shall be employed as a means of resolving the matter.

Prior to the initiation of the mediation process, the municipalities shall:

- Appoint an equal number of representatives to participate in the mediation process;
- Engage a mediator agreed to by the municipalities at equal cost to each municipality; and
- Approve a mediation process and schedule.

At the conclusion of the mediation process, the mediator will submit a report to both Councils for consideration. With respect to statutory plans, LUBs, and amendments



thereto, the mediator's report and recommendations are not binding on the municipalities and would be subject to the approval of both Councils.

If the Councils agree to the mediation report, then the applicant municipality would take the appropriate actions to address the disputed matter.

A mediator's report on non-statutory plans is binding on the municipalities.

d) Appeal

In the event that mediation proves unsuccessful regarding statutory plan or LUB issues, the affected municipality may appeal the matter to the MGB for resolution in accordance with the MGA.

8.0

## **8.5 PLAN AMENDMENTS**

8.5.1 Any amendment to this plan must receive the agreement of the municipalities following public hearing(s) held in accordance with the MGA. No amendment shall come into force until such time as all municipalities give third reading to their respective bylaws. Any disagreement respecting a proposed amendment would trigger the dispute resolution mechanism.

8.5.2 Each municipality or a stakeholder in the plan area may initiate an amendment to this plan.

## **8.6 PLAN REVIEW**

8.6.1 This IDP should be reviewed on a regular basis to ensure that it remains current and is effectively fulfilling its purpose.

## **8.7 PLAN TERMINATION**

8.7.1 A municipality will give three (3) months written notice, along with reasons, to the other municipalities of the intention to repeal its bylaw adopting the plan; or if in mutual agreement the Councils may repeal their adopting bylaws together and forego the three months.

8.7.2 The IDP is terminated when one or all of the municipalities repeal their respective adopting bylaw.

8.7.3 In the event the IDP is terminated it must be replaced by a new agreed upon IDP as per Section 631 of the MGA.

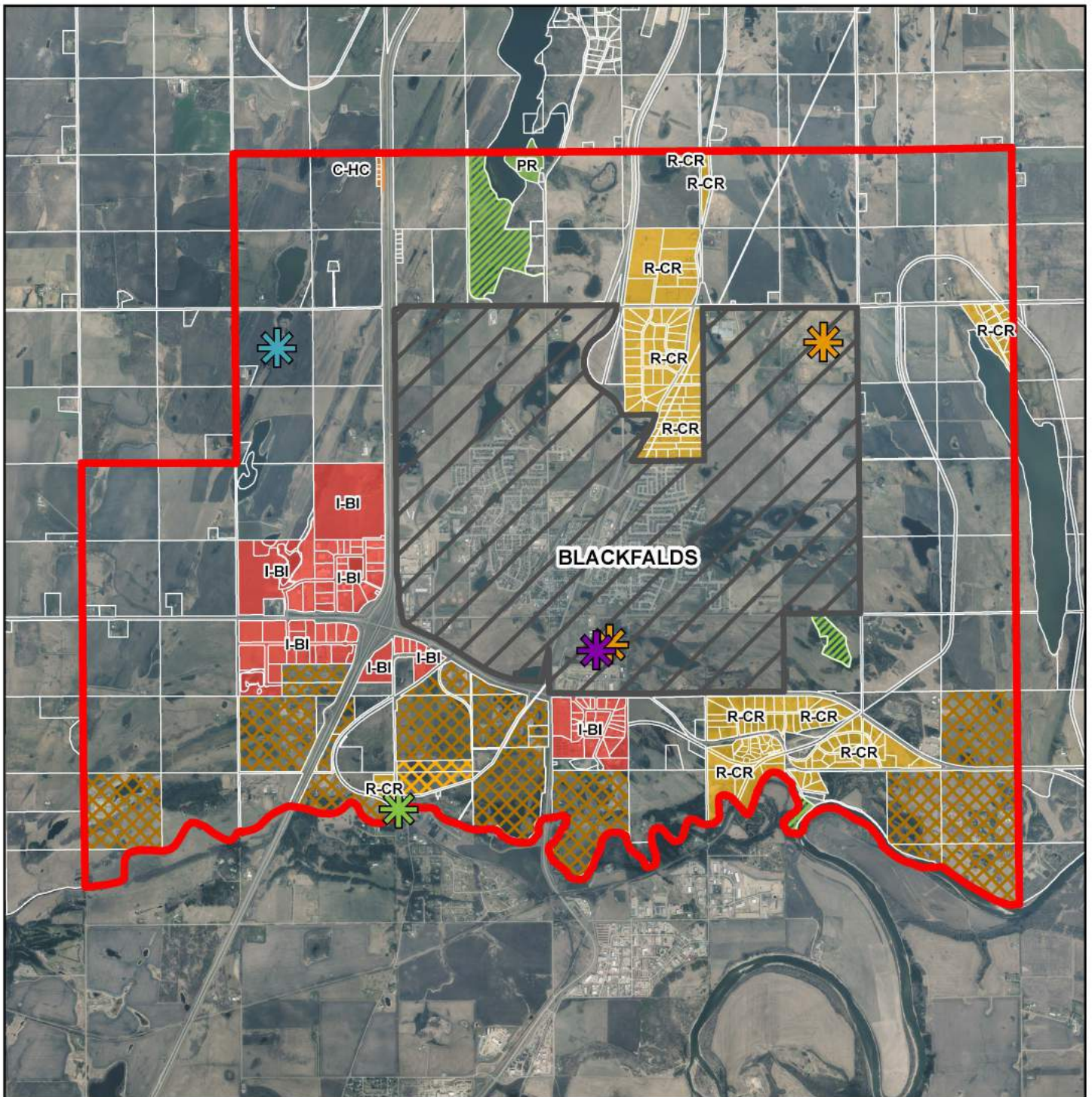




# MAPS



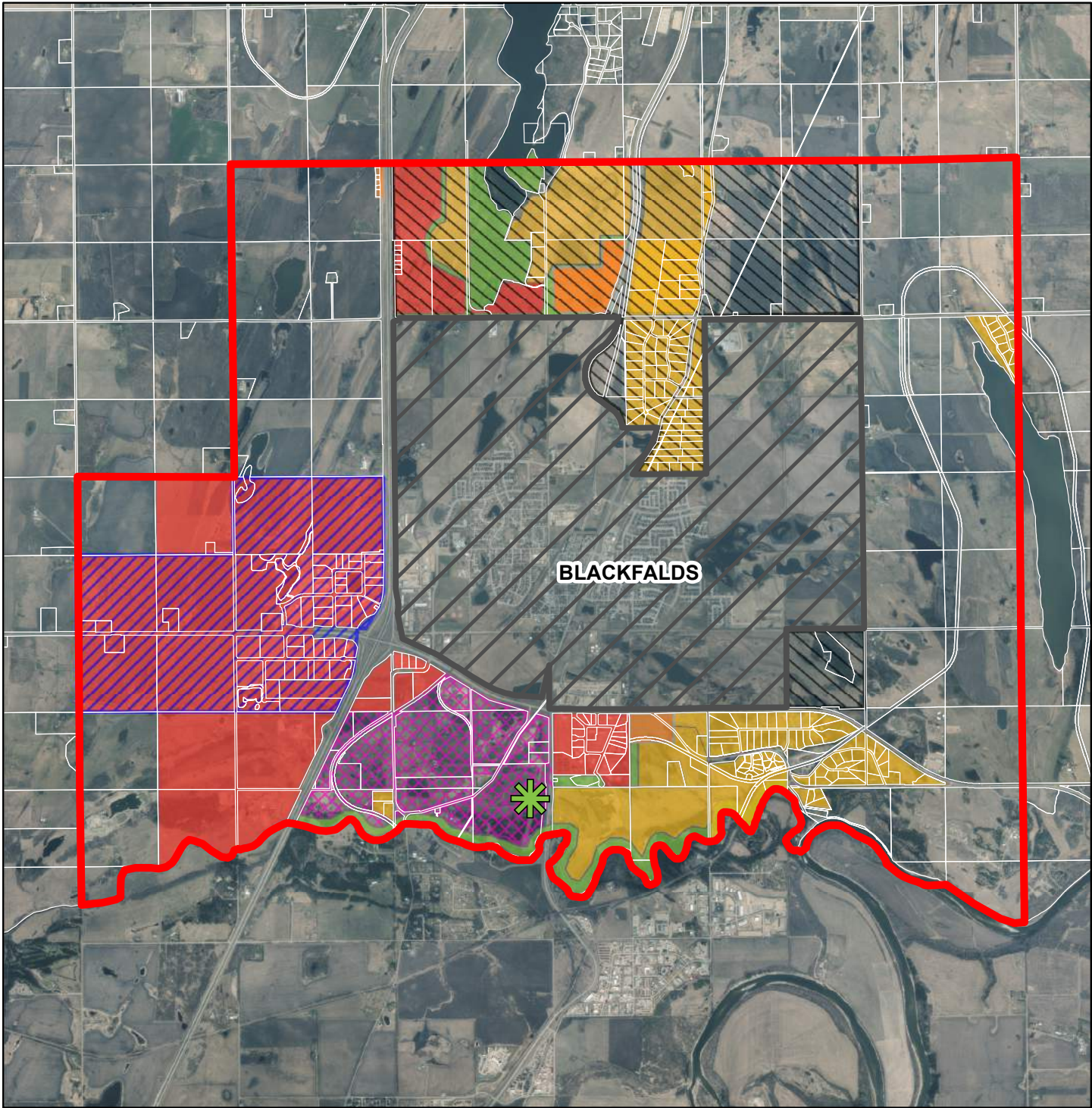
# MAP 1 - EXISTING LAND USE



- |                              |                                      |
|------------------------------|--------------------------------------|
| Plan Area                    | Gravel / Sand Pit                    |
| Country Residential District | Lacombe County Gravel / Sand Pit     |
| Business Industrial District | Municipal Natural Park / Public Area |
| Highway Commercial District  | Bridge Out Park                      |
| Recreation District          | NRDRWWSC Sewage System               |
| Town of Blackfalds           | Landfill Sites                       |
| Confined Feeding Operation   |                                      |



# MAP 2 - FUTURE LAND USE CONCEPT



MAPS

- |                                                                                                              |                                                                                                           |
|--------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|
|  Plan Area                |  Special Study Area    |
|  Joint Economic Area      |  Long Term Growth Area |
|  Rural Residential        |  Town of Blackfalds    |
|  Commercial               |  Regional Park         |
|  Industrial               |                                                                                                           |
|  Greenspace / Buffer Area |                                                                                                           |

