

**CLEARWATER COUNTY
SPECIAL MEETING COUNCIL AGENDA
May 14, 2019
6:00 pm
Caroline Community HUB
5103 – 48 Avenue, Village of Caroline, AB**

JOINT PUBLIC HEARING:

6:00 am Bylaw 1061/19 Caroline – Clearwater Intermunicipal Development Plan

A. CALL TO ORDER

B. AGENDA ADOPTION

C. JOINT PUBLIC HEARING

1. Bylaw 1061/19 Caroline – Clearwater Intermunicipal Development Plan






D. PLANNING & DEVELOPMENT

1. Caroline – Clearwater Intermunicipal Development Plan Bylaw 1061/19 – Consideration of Second and Third Readings
2. Caroline – Clearwater Intermunicipal Collaboration Framework Bylaw 1060/19 – Consideration of Second and Third Readings

E. ADJOURNMENT



REQUEST FOR DECISION

SUBJECT: Bylaw No. 1060/19 Caroline-Clearwater Intermunicipal Collaboration Framework and Bylaw No. 1061/19 Caroline-Clearwater Intermunicipal Development Plan		
PRESENTATION DATE: May 14, 2019		
DEPARTMENT: Planning and Development	WRITTEN BY: Craig Teal, RPP MCIP, Director of PCPS	REVIEWED BY: Keith McCrae, Director of Planning & Development Murray Hagan, Director of Corporate Services/Acting CAO
BUDGET CONSIDERATIONS: <input checked="" type="checkbox"/> N/A <input type="checkbox"/> Funded by Dept. <input type="checkbox"/> Reallocation		
LEGISLATIVE DIRECTION: <input type="checkbox"/> None <input checked="" type="checkbox"/> Provincial Legislation - MGA <input type="checkbox"/> County Bylaw or Policy (cite)		
COMMUNITY BUILDING PILLER (check all that apply): <input checked="" type="checkbox"/>  Economic Prosperity <input checked="" type="checkbox"/>  Governance Leadership <input checked="" type="checkbox"/>  Fiscal Responsibilities <input checked="" type="checkbox"/>  Environmental Stewardship <input checked="" type="checkbox"/>  Community Social Growth		
ATTACHMENT(S): Bylaw No. 1060/19 Caroline-Clearwater Intermunicipal Collaboration Framework and Bylaw No. 1061/19 Caroline-Clearwater Intermunicipal Development Plan		

STAFF RECOMMENDATION:

1. That Council hold a joint public hearing on Bylaw No. 1061/19 to adopt the Caroline-Clearwater Intermunicipal Development Plan (IDP) with Village of Caroline Council;
2. That Council give Bylaw No. 1061/19 to adopt the Caroline-Clearwater Intermunicipal Development Plan (IDP) second reading;
3. That Council give Bylaw No. 1061/19 to adopt the Caroline-Clearwater Intermunicipal Development Plan (IDP) third and final reading;
4. That Council give Bylaw No. 1060/19 to adopt the Caroline-Clearwater Intermunicipal Collaboration Framework (ICF) second reading; and

5. That Council give Bylaw No. 1060/19 to adopt the Caroline-Clearwater Intermunicipal Collaboration Framework (ICF) third and final reading.

BACKGROUND:

The Caroline-Clearwater Intermunicipal Collaboration Framework (ICF) and the Caroline-Clearwater Intermunicipal Development Plan (IDP) are companion documents required by the Municipal Government Act. Between July 2018 and March 2019 the Village and County have been working to prepare the ICF and IDP. The content of the documents being presented are the result of numerous committee meetings between County and Village Council representatives and, for the IDP, input collected through two major public engagement processes.

Intermunicipal Collaboration Framework

The ICF is an overall agreement on how the County and the Village of Caroline will approach the sharing of municipal services that benefit residents in the village and the county area around the village. It provides guidance for the amendment of existing agreements for shared services and for the establishment of new sharing arrangements. The intent is to:

1. Integrate planning, delivery and funding of shared resources;
2. Steward resources in providing services; and
3. Ensure each municipality contributes funding to services benefitting their residents.

Highlights of the ICF contents include:

- No set term with the expectation that formal review occurs every four years and that amendments can be made where agreed upon by the County and the Village;
- Establishes a committee made up of two elected officials from the County and two elected officials from the Village to review issues, advise and make recommendations to both Councils;
- Contains protocols for exploring and discussing issues related to shared services and includes a dispute resolution process;
- Inventories the current services provided by the County and the Village, identifies those currently provided on an intermunicipal or shared basis, and inventories the existing agreements;
- Sets out principles to guide decisions on when a service should be shared and processes to put forward suggestions on new projects and services;
- Identifies a series of services to be explored in the coming 5-6 years for potential sharing between the Village and the County; and
- Provides an implementation schedule for the period between 2020 and 2025.

Intermunicipal Development Plan

The IDP is a statutory/policy plan that is meant to guide planning decisions in and around Caroline. The aim is to coordinate land use planning and infrastructure decisions to ensure the

interests of the County and Village are taken into account and to encourage further growth in the greater Caroline area.

Topics covered in the IDP include:

- A long term vision for the community based on input from area residents;
- Context and background about major features that shape the available options for future land uses in the area (e.g. limits from pipeline setbacks);
- Long term growth and expansion of the village;
- Joint economic development in the form of future shared commercial/industrial parks;
- Preserving natural spaces and a healthy natural environment and increasing trail and outdoor recreation options;
- Continued agricultural activity and variety of rural uses;
- Opportunity for a node of country residential, multi-lot subdivisions;
- Municipal water and wastewater infrastructure and planning for major roadways; and
- Processes to administer the plan including an Intermunicipal Committee and process for referring planning applications for comments.

PUBLIC AND REFERRAL AGENCY INPUT:

Process and Public Notification

A public hearing must held before County Council considers second reading of Bylaw No. 1061/19 to adopt the IDP and before Village Council considers second reading of their adopting bylaw. Both the Village Council and County Council must adopt the same plan. A joint hearing has been arranged for Tuesday, May 14, 2019 at 6:00 pm in the Community Hall at the Caroline HUB to enable both Councils to hear the same presentations on the proposed IDP before making a decision on second reading.

The proposed IDP was available for public review through the County and Village websites. Advertisement occurred in two editions of the Mountaineer and two editions of the Western Star. Letters notifying landowners in the village and the county area around Caroline of the public hearing, how to access a copy of the proposed IDP, and their opportunity to send in comments were mailed out. Referral agencies were emailed a copy of the proposed plan for their review.

The adoption of the ICF does not require a public hearing. It is proposed to consider second and third reading of Bylaw No. 1060/19 to adopt the ICF at the same meeting that the adopting bylaw for the IDP is considered for second and third reading.

Referral Agency Comments

Alberta Health Services has no objections to the proposed IDP.

ATCO Gas has no objections to the proposed IDP.

TransCanada Corporation has no concerns with the IDP. They offer the following guidelines for pathway development in their right of way based on the IDP suggestions for future trail alignments along and across their right of way:

- The pathway shall maintain a minimum five (5) meter separation from the edge of TransCanada's pipeline(s) and have a maximum width of three (3) meters.
- All crossings of a pipeline are to be as close as possible to a 90 degree angle and in no case at less than a 45 degree angle.
- Locate and expose the pipeline prior to construction.
- Install signage about the pipeline's presence at crossings and every 100m along the pathway.

Previous comments from TransCanada were considered in drafting the IDP and TransCanada was added to the referrals process for Village and County development that is within 200m of the pipeline right of way.

ATCO Pipelines has indicated that they need a separate public utility lot for the regulator station at the west end of 48 Avenue. In addition, the connecting pipeline between the regulator station and the TransCanada pipeline needs to be protected as development occurs.

Alberta Transportation has no objections to the IDP. The Department offers the following comments:

- Policy Statement 3.10 - While the front of the buildings may face the highway, the access to the building may not necessarily be from the provincial highway. Lot access may be via local road, internal subdivision road, or service road. Landscaping and buildings shall meet Alberta Transportation's setback requirements.
- Policy Statement 4.7 - The preparation of a Traffic Impact Assessment (TIA) may be required to determine if mitigation at the highway connection is needed to support the proposed RV parking area. Coordination between the Village of Caroline and Clearwater County is required to determine cost sharing arrangements for highway intersection improvements resulting from the proposed RV parking area.
- Joint Growth Area - As mentioned in our previous comments, proposed provincial highway access points must meet department standards for access spacing based on the highway's classification and cross-section (urban cross-section compared to rural cross-section). Public road intersectional improvements required on provincial highways to accommodate proposed development would be the responsibility of land use or subdivision/development authority. Therefore, consideration should be made to build-in transportation network improvements (consisting of local roads and provincial highway intersections) in the off-site levy. The recent changes in the Off-Site Levy (OSL) Regulations enable municipalities to collect for highway connection improvements and avoid a situation where transportation system upgrades are borne by the first developer in or where the last developer that triggers the improvements.
- Policy Statement 5.4.6: There are provisions for accommodating multi-modal transportation within highway rights-of-way. The proposed regional trail paralleling Hwy 54 and crossing Hwy 54 is to meet Alberta Transportation's Trails within Highway Right-of-Way Policies, Guidelines and Standards manual (enclosed document is available on the Department website – 196 page manual). The provision of pedestrian accommodation would be the responsibility of Clearwater County and/or Village of Caroline.

- Policy Statement 6.1: The Department is supportive and encourages the creation of a Highway Vicinity Management Agreement (HVMA) with Clearwater County and Village of Caroline. Please contact the Department to proceed with initiating an HVMA for the IDP area.
- Policy Statement 6.2: Beef up local road network to encourage efficiently planned communities with less highway impacts. When establishing the road hierarchy, the transportation plan within the IDP area should contemplate major east-west and north-south arterials that compliments the provincial highway to strengthen and reinforce a robust transportation network.
- Policy Statement 7.5: For developments on individual lots, drainage should be maintained on-site. For exceptions, approval from Alberta Transportation is for any development proposal to discharge development flows into the highway right-of-way. For overall storm water management systems managed by the Village of Caroline and Clearwater County, please ensure that the greater storm water management system meets Alberta Transportation's Design Bulletin 16: Drainage Guidelines for Highways Under Provincial Jurisdiction in Urban Areas (enclosed).

Rocky Gas Co-op Ltd. has expressed concern regarding the long term transfer of existing customers as the Village of Caroline boundaries expand. They indicate that the area surrounding Caroline falls within Rocky Gas Co-op's franchise area and their tap 20 facility (which is a regulator station connecting to the TransCanada supply line) is right beside St. Joseph's Church on the west boundary of Caroline. They wish to retain their customers as Caroline grows and would like the opportunity to be considered as the natural gas provider to the Village of Caroline itself when the present contract with ATCO expires.

Alberta Environment and Parks has not provided comments specific to the proposed IDP and have instead offered generic background on the types of planning referrals to which they may provide a formal response.

The Red Deer River Watershed Alliance (RDRWA) has offered the following comments and suggestions:

- Recommend referencing the concept of a "watershed" and the principle of "connectivity" in the Community Vision and key attributes;
- Recommend adding a specific policy about watershed management such as "Both municipalities shall recognize the importance of groundwater, aquifers, wetlands, riparian areas, watercourses and waterbodies, and will collaborate when reviewing proposals which may impact watershed(s) within the Plan Area. Participation by both municipalities in regional watershed alliance groups will be encouraged, and information and recommendations provided may be considered where appropriate;"

- Recommend adding a map showing key environmental features such as the Raven River corridor and wetland complexes and strengthening sections of the Plan to ensure the integrity of environmentally significant areas are maintained over time;
- Recommend adding background information about water supply, location of existing water wells and water infrastructure and policies to protect the aquifer from being contaminated;
- Recommend clarifying what is meant by “most efficient use of land” and considering compact development; and
- Recommend adopting more stringent policies to limit risks to development in the 1:100 year flood plain.

Landowner Input

One landowner inquired to confirm the boundaries of the proposed IDP in relation to their parcel. The landowner’s property was part of the initial study area and is not included in the Plan Area; therefore their land is not subject to the policies of the proposed IDP. No comments were offered.

Another landowner called to confirm the types of land uses and future space for village growth shown on Map C: Major Policy Areas. No comments were offered.

Planning Staff Comments on Input Received

Many of the comments offered by referral agencies speak to detailed issues that are usually addressed as follow up action occurs based on the broad policies of plans like the IDP. For example, the IDP shows the desire to have trails and both TransCanada and Alberta Transportation have communicated their detailed design expectations related to trails. At some future date, more detailed design of a trail network would then address these issues based on the standards of the day.

Alberta Transportation’s comments regarding future access points and contributions towards highway intersection improvements will have more direct bearing on the Village’s Municipal Development Plan (as it will be the first plan that proposes new access points), future area structure plans and subdivision approvals. The IDP sets out the broad parameters for further discussions with Alberta Transportation on all of the topics they have mentioned. Alberta Transportation’s decisions are not bound by the proposed IDP.

The comments from the Red Deer River Watershed Alliance (RDRWA) are consistent with the overall direction of the proposed IDP; however, many of the suggestions would be more appropriately addressed through each municipality’s municipal development plan and more detailed levels of planning. For example, Section 4 Natural Capital and Protection of the Environment in the County’s Municipal Development Plan provides much of the more detailed policy being suggested by the RDRWA. The section also puts in place a process to obtain current information about environmental features and conditions as specific areas and parcels are being planned and developed. An example of the broad approach taken by the proposed IDP is Policy 3.5 which indicates that both municipalities will seek to maintain and enhance a

healthy natural environment. This policy encompasses concern for water resources along with other topics related to a healthy natural environment.

Planning staff are not recommending changes to the proposed IDP in response to the comments received from referral agencies.

OPTIONS:

County Council and Village Council have the following options after the close of the public hearing for the proposed IDP:

1. Proceed to give the adopting bylaws second and third reading as presented (meaning there would be no amendments made to the IDP that was given first reading);
2. Defer second and third reading of the adopting bylaws to consider input and/or seek additional information from Administration before considering second and third reading at a subsequent Council meeting (meaning item would return to a future Council agenda);
3. Direct amendments to the adopting bylaws prior to giving second and third reading to the adopting bylaws as amended (meaning specific changes would be made and debated by Council); or
4. Defeat second or third reading of the adopting bylaws (meaning the IDP as presented will not be adopted).

The same four options as above are also available to County Council and Village Council in considering the adopting bylaws for the proposed ICF.

CLEARWATER COUNTY

BYLAW NO. 1061/19

Being a bylaw to adopt the Caroline-Clearwater Intermunicipal Development Plan

WHEREAS, Section 631(1) of the Municipal Government Act, RSA 2000, Chapter M-26, as amended, provides that two or more councils may, by each passing a bylaw, adopt an intermunicipal development plan; and

WHEREAS, the Village of Caroline and Clearwater County have worked collaboratively to prepare an intermunicipal development plan; and

WHEREAS, the Council of Clearwater County deems it desirable and appropriate to adopt the Caroline-Clearwater Intermunicipal Development Plan;

NOW THEREFORE, the Council of Clearwater County, duly assembled, enacts as follows:

1. That the document titled "Caroline-Clearwater Intermunicipal Development Plan" dated April 2019 as attached and forming part of this Bylaw be adopted;
and
2. That this Bylaw shall take effect upon the final passing thereof.

READ a first time this ____ day of _____, 2019.

REEVE

CHIEF ADMINISTRATIVE OFFICER

PUBLIC HEARING held this _____ day of _____ A.D., 2019.

READ a second time this ____ day of _____, 2019.

READ a third time and finally passed this ____ day of _____, 2019.

REEVE

CHIEF ADMINISTRATIVE OFFICER



CAROLINE-CLEARWATER INTERMUNICIPAL DEVELOPMENT PLAN



April 2019



**Bylaw No. 2019-003 &
Bylaw No. 1061/19**



CAROLINE-CLEARWATER INTERMUNICIPAL DEVELOPMENT PLAN

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1.0 INTRODUCTION

1.1 Plan Background

Clearwater County and the Village of Caroline cooperate extensively on economic development, tourism, recreation and the delivery of municipal services. The Village and County have adopted Municipal Development Plans to guide future land use decisions and development within each of their municipalities. There is a natural and logical extension of the cooperation between the two municipalities into the area of land use planning pertaining to the undeveloped portions of the Village and areas beyond the Village boundaries considered to be of mutual interest. These lands form part of the Greater Caroline Area.

Intermunicipal planning is an ongoing effort between two or more municipalities to make land use planning decisions in a manner that reflects the mutual and individual interests of the affected municipalities. An Intermunicipal Development Plan (IDP) is one of the main tools used in this effort.

An IDP is a broad-based policy document that is designed to ensure that development takes place in an environmentally responsible and sustainable manner without significant unnecessary costs and negative impacts on either municipality. It recognizes the difficult challenges facing both municipalities as they try to deal with the expectant growth pressures in a way that is mutually beneficial. An IDP is expected to provide both municipalities with a comprehensive long range plan that reduces potential development conflicts, addresses community concerns and provides a framework for ongoing consultation and cooperation in areas of mutual concern. The Plan is intended to help create the type of community that is desired in the future.

Land use planning decisions made by the Village and County affect and influence one another. Some of the prominent planning issues include potential conflicts between urban and rural land uses in proximity to one another and coordinating infrastructure and provision of municipal services. Positive relations, achieved through communication, consultation and cooperation, can provide many opportunities to share resources, achieve economic development goals and reduce the costs of providing municipal and community services.

This plan is an Intermunicipal Development Plan between Clearwater County and the Village of Caroline as described under the Municipal Government Act, RSA, 2000 (as amended).

1.2 Plan Area and Plan Goals

The Caroline - Clearwater Intermunicipal Development Plan applies to all lands within the Village Boundary and the areas of the County shown on *Map A: Plan Area*. The Plan is intended to guide development and provide a basis for inter-municipal discussion and collaboration where developments in one municipality have the potential to impact the environment or the economic opportunity of the other municipality. For further clarification the Plan will:

- Identify and develop policies regarding key environmental features;
- Coordinate the development of roads and other municipal infrastructure; and

- Plan for future expansion and land use change in the urban and rural portions of the identified Plan Area.

Specific goals of the intermunicipal development plan are as follows:

1. To reinforce and enhance the positive and mutually beneficial relationships between the Village and County;
2. To recognize the Village and surrounding rural areas as one diverse, mutually supporting community;
3. To encourage dialogue to reduce the potential for land use conflicts and foster a better understanding of each other's interests and views;
4. To achieve a common purpose for growth and development in the Greater Caroline Area which is supportive of intermunicipal agreements and other cooperative initiatives in the provision of municipal services;
5. To promote certainty for rural land use and development activities by designating and safeguarding areas for continued rural development;
6. To confirm future urban growth directions and land requirements and allowing for the efficient and economical expansion of the Village;
7. To enable both parties to jointly consider the effects that a specific development in one municipality might have on the other; and
8. To promote effectiveness and efficiency in the delivery of services including such things as coordinating transportation planning.

1.3 Role of the Plan and Relationship to Other Plans

The Intermunicipal Development Plan (IDP) is one part of the overall system of plans that guide and direct future growth and development within the Village of Caroline and the portion of Clearwater County within the Plan Area. As a policy document the IDP is general in nature and long range in its outlook. The Plan is based on growth and development over the next 50 plus years. It is capable of addressing significant increases in population and changes in development in response to economic forces and societal trends. It provides the means whereby County Council and Village Council, other decision makers, and the community can evaluate immediate situations or proposals in the context of a long range plan. Periodic amendments and revisions to the Plan will occur over this 50 year plus timeframe envisioned in the Plan.

Both the Village and County rely on their respective Municipal Development Plans and area structure plans to provide further and more detailed guidance on land use planning decisions.

These plans and the IDP must be consistent with one another. In several areas, the IDP provides the very broad direction in expectation of more detailed planning at a later date. In other cases the IDP specifically defers to these more detailed plans. Where there is a discrepancy or conflict between this IDP and any other plan adopted by the Village or the County, the policies of this IDP prevail to the extent of any discrepancy or conflict.

In addition to its direction on future land uses, the IDP includes policies related to and mechanisms for coordinating developments adjacent the boundaries between the two municipalities. The IDP contains policies acknowledging the Village of Caroline's plans for long term expansion into parts of the County. It also acknowledges the interest in developing lands in the County in proximity to Caroline. Communication and referral protocols to coordinate these two aspirations are fundamental elements of the IDP.

While the IDP focuses on the Village and County as the primary decision makers for land use planning approvals and the legislative obligations of the two municipalities, the Vision and ideas discussed throughout the Plan can be used by other parties. This may include community groups, individual property owners, or businesses that seek to make the Vision for the Greater Caroline Area become reality through their own choices, investments and actions.

1.4 Structure and Interpretation of the Plan

The IDP is divided into a series of sections and topics for ease of reference and use. In interpreting and implementing the IDP it is important to recognize that the Plan is a long-term document and that it will take many years to reach the full extent of the Vision that it sets out. Interpretation and implementation of some of the IDP policies will require the exercise of judgment, discretion and ongoing and open communication between the Village and County.

It is also important to bear in mind that the IDP works best as a comprehensive whole and should be interpreted in a holistic manner. While the Plan is structured by topic area it is important to view all of the policy directions in context with one another rather than as individual parts. In this way, the several policy statements are intended to contribute towards achieving the full essence of the Vision and land use policy framework that has been agreed upon by the two municipalities.

The IDP contains "shall", "should" and "may" policy statements. "Shall" policies are those which must be followed. "Should" policies mean compliance to the principle is required but the applicable authority has some discretion based on the circumstances of the specific case that is under consideration. "May" policies indicate that the applicable authority determines the level of compliance that is required.

Finally, all of the text in this Plan that is not expressly identified as a policy statement is provided for information, context and clarification only. Maps contained in the Plan must be interpreted with the policies in the text of the Plan and are not considered policy on their own.

2.0 Community Vision and Context

Our Vision: A prosperous community at the West Country's doorstep

"The Greater Caroline Area is a prosperous, inviting and welcoming community to all residents and visitors. Residents enjoy a high quality of life in a safe and affordable close knit community. A wide range of housing opportunities for families of all sizes in a culturally diverse community is available. Caroline's urban area is the dynamic and multi-faceted service centre to the Greater Caroline Area. Recreational business and employment opportunities are bountiful, with a variety of facilities and programming for all ages and abilities. The inspiring natural scenery invigorates the community and attracts new residents and tourists. Employment opportunities are plentiful, adding to the magnetic attraction to the community. Unparalleled access through and around the Greater Caroline Area is provided by a network of vibrant open spaces and trail systems."

Key Attributes

- *Natural Setting* – As the Gateway to the West Country, we value the mountainous backdrop, forested areas, agricultural landscape and starry skies that contribute to the community's setting and appeal.
- *Preservation of Agricultural Land* – Agricultural lands and activities are an important part of the community's identity, economy and our heritage.
- *Natural Features* – We value and preserve the abundant natural features in the area, including wetlands, tree stands, urban trees and the Raven River corridor as vital components of our community.
- *Open Space* – A variety of multi-use trails, hiking trails, sidewalks, paths and riding trails can be found throughout our community, connecting the parks and natural open spaces with the urban and rural setting.
- *Employment and Economic Development* – Businesses of all sizes are economically important, providing employment opportunities and services to our community.
- *Community Identity* – The architecturally attractive, clean and well-kept businesses and properties in Caroline are in keeping with our community's theme, which creates a sense of pride and identity.
- *Tourist Hub* – The urban setting provides a range of convenient amenities, services and attractions for travelers passing through and those visiting our community.
- *Service Centre* – Our urban setting serves as a regional service centre to the greater Caroline area, offering a range of medical, professional and social services to area residents, visitors and tourists.

- *Housing Mix and Range* – We offer a wide range of residential choices from country residential acreages to single detached dwellings and a host of multi-family high density housing forms.
- *Seniors Living* – We host a variety of seniors living options, including independent living options, assisted living and long term care facilities.
- *Recreational Opportunities* – We offer a variety of recreational facilities for rodeo, agricultural, sporting, arts and culture and community related events, with a wide variety of programming available to the community in these spaces.
- *Community Events and Programming* – A wide variety of community events and activities are offered year round for our residents and visitors alike.
- *Efficient and Sustainable Infrastructure* – Infrastructure is provided in a coordinated manner with land use development that makes efficient use of existing infrastructure connections and public funds.
- *Infrastructure Availability* – Affordable and effective water, wastewater, transportation, and telecommunication infrastructure is available to all of our existing and new developments.

Our Context: Key Influences of the Plan

Our community is located along Highway 54 and the Highway 22 corridor near the eastern slopes of the Rocky Mountains. We are a gateway into the West Country where many Albertans visit and recreate in the nearby natural areas. As residents, we enjoy beautiful, majestic scenery and natural spaces containing many lakes, rivers and streams, woodlands and forests. Agriculture, oil and gas, forestry and recreation related tourism activity contribute to our local economy.

The Village of Caroline is the main commercial and service centre within the southeastern part of Clearwater County. There were approximately 512 residents of the village in 2016 at the time of the latest census. Estimates of the population within a 20 kilometer distance of the village range from 3,500 to 3,800.

There is a high degree of daily interaction among County and Village residents as they share employment opportunities, school facilities and educational programs, and recreation facilities. Village and County residents participate on the same teams and in the same clubs, shop at the same stores, frequent the same restaurants and volunteer with the same community organizations.

There are several physical features in the area around Caroline that have an influence on how we have planned for our future growth and land uses. Many of these are shown on *Map B: Significant Features*. A summary discussion is provided below. More detail about the Greater

Caroline Area and the information that helped shape this Plan is available in the *Caroline – Clearwater Intermunicipal Development Plan Background Report* under separate cover.

Key Influences

- *Raven River* - the Raven River parallels Highway 54 to the south and runs south of the village. It is part of a World Class fishery, a key drainage course through the community, and a valuable wild life habitat and corridor. The lands along the river consist of a shallow valley within which the river meanders. Most of the immediately abutting land contains tree cover.
- *Crown quarters* – the NE 13-36-6-5, the SE 24-36-6-5, the North Half of 11-36-6-5 are Crown owned lands. The NE 13, on the east side of the village, contains the Caroline Museum and Campground. The NE 13 and SE 24 are largely characterized by low lying, wet lands. The North Half of 11 lies south of the village along the Raven River and consists of treed and meadow areas.
- *Road network* - Highway 54 (part of the Highway 22 corridor) is the primary east-west travel route through the Greater Caroline Area. There is one paralleling gravel County road 1.5 miles to the north and a partially paralleling gravel County road 2.5 miles to the south. The Caroline North Road and the Caroline South Road are paved municipal roads which provide access through the area for north-south travel.
- *Oil and gas wells and pipelines* - there are several active oil and gas wells in the area surrounding the village. Most are sweet wells with a required setback of 100m. One, located to the southeast of the village is a sour well requiring a 1.5 kilometer setback distance. The setbacks restrict the future development of residential, urban expansion and public assembly types of land use.
- *Major sour oil/gas pipelines* - located less than a mile north of the village is a significant corridor of sour oil/gas pipelines that require a 1.5 kilometer setback distance. These pipelines run east-west. A similar set of pipelines runs in a north-south direction approximately 1.75 miles to the east of the village.
- *Village waste water treatment plant and sewage lagoon* - this facility is located half a mile south of Highway 54 outside the Village boundaries. It requires a 300m setback for any residential, food related or public assembly uses.
- *Agricultural lands* - much of the land that has been cleared for agricultural use in the Greater Caroline Area is relatively high quality with farmland assessment rates ranging between 34 percent and 60 percent.

3.0 GROWTH MANAGEMENT

Goal:

To direct future growth in a manner that is compatible with the heritage, character and physical setting of the Greater Caroline Area and minimizes potentially negative social, fiscal and environmental impacts

Objectives:

1. To promote compact, contiguous and accessible development provided with efficient public services while preserving open space, agricultural land and environmentally sensitive areas that are not suitable for development
2. To manage future growth and development in a responsible, orderly and cost-efficient manner through the necessary degree of land use control
3. To identify, recognize and manage potential implications of growth and development on the Plan Area

Policy Statements:

- 3.1 Major future development areas shall be planned prior to any Land Use Bylaw amendments allowing development to occur in the Village Growth Area, Joint Growth Area or County Growth / Rural Acreage Area shown on *Map C: Land Use Policy Areas*. Amendments to Municipal Development Plans, area structure plans, outline plans and/or concept plans shall be the primary tools in this regard and shall be supported by technical studies and servicing information where necessary.
- 3.2 Such studies as may be needed to understand the implications a proposed use or development may have on the Plan Area may be required by the municipality having jurisdiction. These may include social impact assessments, environmental impact assessments, traffic studies or economic impact studies, or similar studies and assessments. Either municipality may request any of the background studies that have been completed from the other municipality or request that a particular study be undertaken.
- 3.3 The Village and County shall explore and, where practical and desirable, implement cost-sharing or service enhancing arrangements for the provision of municipal services to the residents and properties in the Plan Area in accordance with the Caroline-Clearwater Intermunicipal Collaboration Framework.

- 3.4 Both municipalities shall seek to make the most efficient use of land within their jurisdiction in keeping with the character of their respective communities and the life style opportunities and needs that they seek to accommodate as described in their respective Municipal Development Plans.
- 3.5 Both municipalities shall recognize the value of the natural environment in contributing to the area's high quality of life and shall, within the scope of their jurisdiction and working with other municipalities and levels of government where applicable, seek to maintain and enhance a healthy natural environment to the benefit of area residents.
- 3.6 Recognizing that Province controls the development of confined feeding/intensive livestock operations, the Village and County shall not support new confined feeding/intensive livestock operations or the expansion of existing operations within 3.2 kilometers (2 miles) of the Future Village Boundary or the County Growth / Rural Acreage Area shown on *Map C: Land Use Policy Areas*.
- 3.7 When an area structure plan, an outline plan, a concept plan, a subdivision application or a development permit application is proposed that involves land on either side of and within 200m of the TransCanada Pipeline rights of way, as shown on *Map E: Plan Area and Referral Areas*, the municipality that has jurisdiction over approval of the plan or application shall refer the matter to TransCanada for review and input.
- 3.8 When either municipality receives a referral from the Alberta Energy Regulator or from a proponent for a license for any oil or gas related infrastructure, they shall share the referral and related information with the other municipality. The Village and the County shall coordinate their responses on these referrals in an effort to avoid the creation of additional constraints to development that may result from mandatory setbacks and the presence of oil and gas wells, facilities and pipelines.
- 3.9 Where residential and non-residential uses are close to one another, each municipality shall ensure an acceptable transition and/or buffer is provided in accordance with their respective Municipal Development Plan, any applicable area structure plan and their Land Use Bylaw.
- 3.10 Commercial and industrial development shall provide a high standard of building and overall site appearance on all parcels adjacent the Highway 54 right-of-way running through the Plan Area. This shall include orienting buildings to face the highway, creating attractive architectural appearances on building elevations visible from the highway and planting landscaping materials to break up and soften views of commercial and industrial properties.

4.0 ECONOMIC DEVELOPMENT AND FISCAL HEALTH

Goal:

To enhance wealth generation and employment opportunities within the Greater Caroline Area

Objectives:

1. To foster economic development for the plan area by recognizing the needs of the area community, both municipalities and the local economy
2. To work together in providing a land base and land use pattern capable of supporting a range of appropriate economic activities
3. To promote the establishment of sustainable assessment bases capable of supporting desired levels of municipal service provision for the area community

Policy Statements:

- 4.1 The Village and County shall work together to ensure a strong and stable local economy within the broader regional economy. This may include cooperating in an ongoing economic development program and/or targeted initiatives.
- 4.2 Both municipalities shall work towards diversification of local economic sectors to increase employment opportunities and increase the size of the non-agricultural and non-residential assessment base. Activities that are not related to the oil and gas sector, such as value added agriculture, value added manufacturing or processing of resources, and tourism, shall be strongly encouraged in addition to accommodating ongoing investment in the oil and gas sector.
- 4.3 The Village and County shall actively encourage and attract agriculture and value-added agricultural activity to the Greater Caroline Area.
- 4.4 The Village and County shall actively encourage and promote increased tourism related economic activity in the Greater Caroline Area and the development of Caroline as a tourist hub and tourism service centre.
- 4.5 The Village and County shall ensure that their combined land use patterns within the Plan Area provide a suitable inventory of lands for commercial and industrial development. This includes a range of choice for potential commercial and industrial activities in terms of parcel sizes, access and visibility along major travel corridors, available municipal services, and levels of servicing.

- 4.6 While a broad range of commercial and industrial (which includes value-added agriculture) uses and development is desirable, those uses and developments which may detract from the community's character, quality of life for area residents, unduly impact on the environment, or cause negative social implications may not be permitted.
- 4.7 The Village and County shall explore, and if deemed feasible, establish a large vehicle and recreational vehicle parking and support area on the east side of the village along Highway 54. This may include a large parking area, public washrooms, business directory and visitor information kiosks, picnic tables and benches, and connections to the trail and sidewalk system, and a recreational vehicle sani-dump. The intent is to attract more passing traffic and tourists to stop and take advantage of the commercial services in Caroline.

5.0 LAND USE POLICY AREAS

Map C: Land Use Policy Areas divides the Plan Area into five (5) land use policy areas that are subject to specific policies (see Sections 5.1 through to 5.5). Other broad policies, such as those contained in 3.0 Growth Management and 4.0 Economic Development, apply across all five of these policy areas in addition to the specific policies.

Each policy area serves a different long term purpose and function. The land use patterns, traditionally residential, commercial, industrial, etc., in each area are intended to be governed by either the Village or the County Municipal Development Plan and any applicable adopted area structure plan. This approach has been selected to provide the required broad policy direction required at the level of the Intermunicipal Development Plan (IDP) while maintaining consistency with the land use patterns and policies of the two Municipal Development Plans.

The five (5) land use policy areas and their primary roles and functions are as follows:

Village Growth Area – this area shows the existing lands within the Village of Caroline and lands that will eventually be needed to expand and grow the village. The Current Village Boundary is shown along with a Future Village Boundary. Land uses in this area are expected to include residential, commercial, industrial, institutional and open space uses based on the Village of Caroline Municipal Development Plan. Planning decisions in this area are expected to be made by the Village where the subject land is within the Village boundary. Planning decisions for the lands beyond the Current Village Boundary are expected to be made in a manner that does not hinder the ability to develop the subject land as part of the future urban area.

Joint Growth Area – this area shows locations where the Village and County will work together to create opportunities for commercial and/or industrial uses to locate close to the village and increase employment in the Greater Caroline Area. Development of each site is expected to be a cooperative venture with each municipality making a contribution. The resulting benefits are expected to be shared between the Village and County. The specific land uses are expected to be consistent with the County's Municipal Development Plan and any adopted applicable area structure plan.

County Growth / Rural Acreage Area – this area shows the opportunity to establish a concentrated future neighbourhood of rural acreages in an area close to the village and the available amenities and services. It is in an area that does not pose conflict with the long term expansion of the village and is accessible to paved roadways and electricity infrastructure. Land uses in this area are expected to include residential, agriculture and open space based on the policies of the County's Municipal Development Plan and any adopted applicable area structure plan. A primary purpose for this area is to create opportunity to increase the County population and Greater Caroline Area population by creating rural living opportunities that are difficult to economically achieve in the village.

Natural / Open Space Area – this area includes the four quarter sections that are owned by the Crown and lands that should remain in their natural state. Lands along the Raven River, where conversion of part of the parcel to a non-agricultural use is possible, are intended to be dedicated as environmental reserve to preserve the natural features and allow public access to the river. Future trail and recreation opportunities are also possible in these areas. Part of these areas straddles the boundary between the County and the long term expansion area of the Village. It is expected that the Natural / Open Space Area will form a buffer between urban commercial and residential uses and rural acreage uses. Further, it is expected that the creation of recreation amenities, such as trails, will be a collaborative effort between the Village, County, community members and the Province.

Agricultural / Rural Development Area – this area shows the lands that are intended to remain predominantly agricultural use and not to be converted to residential, commercial or industrial use. It is recognized that a typical rural landscape may contain a variety of agricultural uses, resource extraction uses, first parcel out and farmstead removal residential uses, open spaces and small scale commercial/industrial uses. The intent is to allow these to continue and for any future changes to be governed by the County's Municipal Development Plan policies.

The Major Transportation Routes for motorized vehicle traffic in and close to the Plan Area are shown on *Map C: Land Use Policy Areas* to understand the relation between concentrations of land use and the need to accommodate the movement of people and goods. These consist mainly of Highway 54 running east-west and managed by Alberta Transportation and the Caroline North and Caroline South roads running north-south and managed by the County and Village. These roads and the portion Burnstick Lake Road south of Highway 54 are paved. The remaining roads shown are gravel County roads.

The land use policy areas that are intended to accommodate concentrations of residential use, specifically the Village Growth Area and the County Growth / Rural Acreage Area, have considerable capacity for future population growth. In the case of the Village Growth Area there is potential to accommodate a future population of approximately 2,370. The County Growth / Rural Acreage Area and its 14-15 quarter sections have potential to accommodate between 700 and 1,200. Reaching this combined potential population of 3,000 to 3,500 will take many years and may extend beyond the 50 plus year horizon of this Plan.

5.1 VILLAGE GROWTH AREA

Goal:

To identify sufficient space and suitable locations for the long term planned growth and expansion of the Village of Caroline

Objectives:

1. To identify the lands that currently are part of the village and lands for future expansion in consideration of present constraints and future opportunities
2. To ensure that future growth of the Village is not compromised and can contribute to the creation of a financially viable community that serves as a commercial and public service centre for the Greater Caroline Area

Policy Statements:

- 5.1.1 The area identified in *Map C: Land Use Policy Areas* as Village Growth Area shall contain the existing developed areas of the village and lands intended for future urban development as part of the Village.
- 5.1.2 Land uses within the Village Growth Area lying within the Current Village Boundary shown on *Map C: Land Use Policy Areas* shall be in accordance with the future land use concept in the approved Village of Caroline Municipal Development Plan and any applicable area structure plan. This may include residential, commercial, industrial, open space, and institutional land uses.
- 5.1.3 The density of uses and development and forms of development within the Village Growth Area lying within the Current Village Boundary shall be in accordance with the Village of Caroline Municipal Development Plan and any applicable area structure plan.
- 5.1.4 Approved and allowable uses under the present designations under the County Land Use Bylaw that apply to lands shown as Village Growth Area and outside the Current Village Boundary on *Map C: Land Use Policy Areas* may continue and/or may be approved until such time as these lands are annexed to the Village.
- 5.1.5 Conversion and/or development of the lands shown as Village Growth Area and outside the Current Village Boundary on *Map C: Land Use Policy Areas* to any use or development that is different from what is allowed under the present designations under the County Land Use Bylaw shall not occur until after these lands have been annexed to the Village.

- 5.1.6 Subdivision of lands shown as Village Growth Area and outside the Current Village Boundary as shown on *Map C: Land Use Policy Areas* for more than a single lot out of a previously unsubdivided quarter section shall not be allowed until the lands have been annexed to the Village.
- 5.1.7 Policy 5.1.6 does not apply to a subdivision that separates a portion of a quarter section or parcel of land for the sole purpose of creating a clear boundary for a portion of a quarter section or parcel of land intended to be annexed to the Village from the portion that is intended to remain in the County.
- 5.1.8 If subdivision of lands shown as Village Growth Area and outside the Current Village Boundary as shown on *Map C: Land Use Policy Areas* is approved, and municipal reserve dedication and/or school reserve dedication is allowed in accordance with the Municipal Government Act, the reserve dedication should be deferred through use of a deferred reserve caveat registered against the balance of the lands being subdivided and/or the parcel that is created.

5.2 JOINT GROWTH AREA

Goal:

To identify opportunities for joint growth managed by the Village and County to their mutual benefit and provide the basis for future discussions and management of joint growth and development by the Village and County relating to select areas and/or projects that are of mutual benefit and interest

Objectives:

1. To identify locations, scenarios, and situations where joint growth and development may be appropriate
2. To establish the broad parameters for agreements relating to implementing joint growth and development initiatives

Policy Statements:

- 5.2.1 The areas identified in *Map C: Land Use Policy Areas* as Joint Growth Area are intended for joint growth and development managed by the County and the Village. These areas may contain commercial uses, industrial uses, or a combination of commercial and industrial uses. Prior to development of either Joint Growth Area, an agreement on how to manage the joint growth location and its development will be established between the Village and the County.
- 5.2.2 Considerations and issues that shall be addressed in an agreement relating to a joint growth location or joint growth and development initiative shall include:
- a) Equitable distribution of the municipal tax proceeds resulting from the development between the Village and County in relation to the cost of maintaining and providing infrastructure and providing services;
 - b) Contribution towards the capital costs of infrastructure through the collection of offsite levies, over size improvement charges, or capital contributions built into the utility rate base, or a combination of these or similar financing tools;
 - c) If serviced with municipal water and/or wastewater, the ability to guarantee available capacity in municipal utility systems to the project/area subject to the agreement;
 - d) Standards that will apply for the design and construction of infrastructure;

- e) Establishing a suitable term of the agreement in recognition of the long term nature of land use and development decisions; and
 - f) Setting out a dispute resolution mechanism to be used solely in the context of the joint development agreement (which may be based on the process described in the Caroline-Clearwater Intermunicipal Collaboration Framework).
- 5.2.3 Prior to a change in Land Use Bylaw designation under the County Land Use Bylaw to allow commercial and/or industrial uses to develop within either Joint Growth Area shown on *Map C: Land Use Policy Areas*, an area structure plan shall be prepared in accordance with the requirements of the County's Municipal Development Plan.
- 5.2.4 Approved and allowable uses under the present designations under the County Land Use Bylaw that apply to each Joint Growth Area shown on *Map C: Land Use Policy Areas* may continue and/or may be approved until such time as the Joint Growth Area is developed and/or redeveloped for the uses approved through the area structure plan described in Policy 5.2.3.
- 5.2.5 A Joint Growth Area that is the subject of an agreement described in Policy 5.2.2 and, where the agreement is in good standing and effect, shall not form part of any proposal for annexation to the Village.
- 5.2.6 In addition to the areas shown on *Map C: Land Use Policy Areas*, either municipality may put forward suggestions for a joint growth and development initiative for discussion with the other municipality for other lands within the Plan Area. Each municipality may decline to participate in a proposed joint growth and development initiative.
- 5.2.7 Joint development initiatives should focus on major developments which hold potential to have a significant positive impact on the overall attractiveness and economic well-being of the Plan Area.

5.3 COUNTY GROWTH / RURAL ACREAGE AREA

Goal:

To provide an area for a well planned residential neighbourhood made up of country residential acreages of varying sizes to accommodate interest in rural residential opportunities in proximity to commercial and public services

Objectives:

1. To identify an area where a concentration of country residential parcels could be developed
2. To ensure compatibility of planned country residential areas with other planned uses and activities
3. To provide diversity in the housing options available in the Greater Caroline Area

Policy Statements:

- 5.3.1 The area identified in *Map C: Land Use Policy Areas* as County Growth / Rural Acreage Area is intended for residential use in the form of acreages and may also include agricultural use. The design and standards used for multi-lot residential subdivision shall be based on the applicable policies of the County's Municipal Development Plan.
- 5.3.2 With the exception of first parcel out and fragmented parcel subdivision, subdivision and development for residential purposes in the County Growth / Rural Acreage Area shown in *Map C: Land Use Policy Areas* shall be preceded by the preparation and adoption of an area structure plan, or outline plan, or concept plan as required under the County's Municipal Development Plan.
- 5.3.3 Municipal reserve, school reserve and environmental reserve dedications and open space design shall be based on the policies of the County Municipal Development Plan and any applicable, approved area structure plan, outline plan or concept plan.

5.4 NATURAL / OPEN SPACE AREA

Goal:

To create an integrated system of green space that preserves natural features for their intrinsic and functional value and provide open space, trail and recreation opportunities for the Greater Caroline Area

Objectives:

1. To preserve the natural beauty and character of the Raven River to facilitate enjoyment by residents and visitors
2. To provide opportunity to develop and maintain an open space system extending by continuous or semi-continuous links from existing open space areas in the Village to appropriate locations throughout and beyond the Plan Area
3. To protect environmentally significant areas from adverse negative impacts
4. To protect natural drainage courses and waterways critical to the Plan Area

Policy Statements:

- 5.4.1 The valley and lands along the Raven River shall be retained in their natural state except for those measures needed for utility crossings, public access and trails, or safety.
- 5.4.2 Lands along the Raven River that may be subject to flooding during a 1 in 100 year rainfall event shall be safeguarded from land uses that are not tolerant to flooding. Factors to be considered in determining the appropriateness of a land use proposed within the 1 in 100 year floodplain shall include the degree of risk to individuals and private investment and the ability to evacuate the development.
- 5.4.3 When lands near water courses and bodies of water are subdivided, environmental reserve shall be dedicated in accordance with the policies of the applicable Municipal Development Plan.
- 5.4.4 The Village and County shall work together and with other parties, such as community groups, private landowners and the Province, to preserve natural areas and create open space areas for use by area residents and the general public.
- 5.4.5 The Village and County should work with the Province to establish a trail network and enhance public access and use of the Crown owned NE 13-36-6-5 and North Half of 11-36-6-5 as shown in *Map D: Open Space and Trails*.

- 5.4.6 A regional trail network connecting points of interest within the village and points of interest in the county should be created along the Highway 54 alignment as shown in *Map D: Open Space and Trails*.
- 5.4.7 If an area structure plan is created to provide more direction for the County Growth / Rural Acreage Area, this same area structure plan should be used to refine and provide more detail for the design for the open space along the Raven River and within the Crown owned quarters that is shown in *Map D: Open Space and Trails*.

5.5 AGRICULTURAL / RURAL DEVELOPMENT AREA

Goal:

To ensure lands not needed to accommodate urban growth or non-agricultural uses remain in agricultural production

Objectives:

1. To encourage and allow lands intended for long term agricultural use to be used for a variety of agricultural and agricultural related activities as the priority land use
2. To avoid the premature subdivision and conversion of agricultural land to non-agricultural use

Policy Statements:

- 5.5.1 Agricultural use of land shall continue to be the predominant use within the Agricultural / Rural Development Area on *Map C: Land Use Policy Areas* over the long term and subdivision of agricultural lands for non-agricultural purposes should be discouraged.
- 5.5.2 Conversion of predominantly agricultural lands within the Agricultural / Rural Development Area to non-agricultural use shall not occur until an area structure plan and/or outline plan has been approved. This requirement does not apply to first parcel out subdivisions fragmented parcel subdivisions or re-designation under the Land Use Bylaw of all or a portion of a parcel to a non-agricultural designation where no subdivision is proposed.
- 5.5.3 Non-agricultural uses that may be considered as discretionary uses in the Agriculture District designation of the County's Land Use Bylaw are allowed within the Agricultural / Rural Development Area on *Map C: Land Use Policy Areas*.
- 5.5.4 Parcels created as a first parcel out or a fragmented parcel in accordance with the County's Municipal Development Plan may be used for residential purposes and any discretionary use allowed under the Agriculture District, Country Residential District and Country Residential Agricultural District designations of the County's Land Use Bylaw.

6.0 MULTI-MODAL TRANSPORTATION

Goal:

To provide a coordinated transportation system that supports the safe and efficient movement of persons and goods within the Greater Caroline Area using a variety of modes of travel

Objectives:

1. To integrate transportation and land use considerations in all transportation decision making
2. To use a system of transportation planning and management that establishes a safe and efficient transportation system
3. To coordinate transportation planning among Alberta Transportation, the County and the Village

Policy Statements:

- 6.1 The Village and County shall work with Alberta Transportation to establish a Highway Vicinity Management Agreement that facilitates intersections along Highway 54 to give access to existing and future commercial and industrial areas.
- 6.2 Both municipalities shall coordinate the planning and construction of major transportation links within the Plan Area. Where these links involve Provincial highways the two municipalities shall work in concert with Alberta Transportation to provide a satisfactory level of service and safety.
- 6.3 Both municipalities shall share their respective capital plans for transportation improvements with each other and other interested parties to ensure coordination respecting road upgrades.
- 6.4 As subdivision occurs, lands required for future transportation corridors as identified in this Plan, or in a transportation plan or a highway vicinity management agreement accepted by both municipalities, shall be protected. This may take the form of dedication of road right-of-way, registration of land acquisition agreements on title, additional building setback requirements, or a combination of these measures.
- 6.5 The right-of-way requirements for roads shall be as set out in the applicable Village or County design standards.

- 6.6 The Village and County shall consider the needs of non-motorized means of travel when designing new or upgraded major transportation routes and shall encourage Alberta Transportation to do the same. This may entail multi-use pathways and/or sidewalk connections paralleling or forming part of the major transportation routes.

7.0 UTILITY SERVICES

Goal:

To establish the broad parameters and expectations leading to the effective and cost-efficient provision of municipal utility services capable of supporting future growth and development

Objectives:

1. To determine appropriate servicing standards and expectations within the Plan Area
2. To provide for the coordination and integration of utility systems within the Plan Area
3. To provide for the orderly and cost-effective extension of servicing systems
4. To identify strategies for storm water management reflecting best management practices

Policy Statements:

- 7.1 All development shall be supplied with an appropriate level of utility services based on the location and characteristics of the development and the policies of each municipality's Municipal Development Plan.
- 7.2 Each municipality shall determine the nature of the utilities to be provided by the municipality or the developer.
- 7.3 Village water and waste water services shall not be extended beyond the Village boundaries unless these extensions form part of a joint development initiative based on the joint development policies section of this Plan or the creation of the Rural Acreage Area described in this Plan.
- 7.4 As subdivision and development occurs, lands required for future utility and servicing rights-of-way and major utility facilities such as water treatment plants and waste water treatment facilities, as identified through the mutual agreement of the Village and County, or subsequent studies, shall be protected. This may take the form of easements/utility right-of-way agreements, dedication as road right-of-way, dedication as public utility lot or a combination of these measures.
- 7.5 Provision shall be made for storm water management for all development throughout the Plan Area. Best management practices, including the integration of existing water bodies and natural areas into storm water management ponds, shall be pursued. The release of storm water run-off from any development area to downstream areas shall be designed and managed in accordance with Alberta Environment and Parks requirements.

- 7.6 Natural and man-made drainage courses that are critical to the overall management of storm water and surface drainage within the Plan Area shall be protected by the municipality having jurisdiction. The Village and County shall work cooperatively to address drainage issues and may use tools such as public utility lots and/or drainage easements where needed to ensure proper drainage within the Plan Area.
- 7.7 The Village shall periodically update its master plans and utility plans in advance of anticipated Village growth to ensure that adequate water treatment and waste water treatment capacity is available to accommodate future growth.
- 7.8 Land shown on Map C: Land Use Policy Areas as “Lands that may be impacted by new waste water treatment plant options” shall not be considered for any other use until a final determination has been made on the options available to the Village for increasing the treatment capability and storage capacity of the waste water treatment plant. Existing uses and development may continue. No new dwelling units or uses that are not permitted within the setback distance from a waste water treatment plant under the Subdivision and Development Regulation shall be permitted.
- 7.9 The Village and County shall continue to cooperate in the provision of solid waste disposal and recycling services to the plan area.

8.0 PLAN IMPLEMENTATION AND ADMINISTRATION

The successful implementation of this Plan will depend heavily on an ongoing commitment by the Village and the County to communicate and share information and views on land use planning matters with one another. Mutual trust and respect of one another as equals is essential. A clearly established system outlining the expectations and protocols for ongoing referrals, dialogue on planning issues, plan amendments and means of resolving any issues that arise helps to implement the goals, objectives and policies of this Plan.

8.1 Intermunicipal Committee

Goal:

To facilitate the ongoing sharing of information between the two municipalities' elected officials and provide a forum to review and comment on topics relating to land use planning and development that are of mutual interest

Objectives:

1. To establish broad processes and procedures for ongoing intermunicipal discussions and communication on land use planning and development related matters
2. To define the role of the Intermunicipal Committee

Policy Statements:

- 8.1.1 An Intermunicipal Committee shall be established between the Village and the County. It shall comprise two elected officials from each Council. Administrative support to the committee will be provided by the County and Village staff attending the committee meetings.
- 8.1.2 The mandate of the Intermunicipal Committee may include discussion and consideration of the following:
 - a) Making recommendations to both Councils on intermunicipal matters related to land use planning and development that are referred by either municipality;
 - b) Monitoring the progress of the Plan including overseeing implementation actions;
 - c) Reviewing any proposed annexations;
 - d) Reviewing any proposed amendments to this Plan;
 - e) Serving as an informal review body for any amendment, proposed area structure plan, proposed outline plan or application that may have a significant impact on the Plan Area that is referred to the Committee; and
 - f) Assisting with the resolution of disputes in accordance with this Plan.

- 8.1.3 The Intermunicipal Committee shall make decisions and recommendations on a consensus basis. For this purpose, consensus shall be defined as the unanimous consent among the elected officials forming the Committee.
- 8.1.4 The Intermunicipal Committee shall meet annually to discuss planning issues of mutual interest and on an as-needed basis to resolve or further discuss any issues.
- 8.1.5 The responsibility for providing administrative support to the Intermunicipal Committee shall alternate between the two municipalities on an annual basis; Administrative support to be provided and procedures to be followed shall include:
 - a) The establishment of dates and locations for all meetings, production of agendas, distribution of pre-meeting information packages, and other matters as deemed necessary;
 - b) Keeping a record of the Committee meetings;
 - c) Chairing the meetings on an alternating basis; and
 - d) Convening meetings as required by the Plan.

8.2 Communication and Referral Processes

Goal:

To provide opportunities for each municipality to become informed about and have input on planning and development matters

Objectives:

1. To maintain open and ongoing dialogue through direct and timely communication and sharing of information
2. To establish processes for the referral of plans, amendments and applications affecting lands of mutual interest

Policy Statements:

- 8.2.1 Each municipality shall share with the other information, data or studies, road plans and utility plans that may have implications for all or parts of the Plan Area.
- 8.2.2 For lands in the Village, the referral area shall be any parcel of land or part of a parcel of land located within the Village and adjacent to the Village boundary.

- 8.2.3 For lands in the County, the referral area shall be any parcel of land or part of a parcel of land located within the County and in between the Village boundary and the Referral Area Boundary shown on *Map E: Plan Area and Referral Areas*.
- 8.2.4 Each municipality shall refer to the other proposed statutory plans, outline plans, concept plans, land use bylaws and amendments to any of these where such proposals may affect or involve lands falling within their respective referral areas.
- 8.2.5 Each municipality shall refer to the other proposed subdivision applications falling within their respective referral areas.
- 8.2.6 Development permit applications shall not be referred.
- 8.2.7 Notwithstanding the above policies, where in the judgment of the municipality having jurisdiction, any proposed plan or application is thought to have potential implications for or be of interest to the other municipality the matter may be referred to the other municipality.
- 8.2.8 When an item is referred, each municipality shall have at least thirty (30) days to review and comment. A municipality may request an extension of the initial review period. The CAO of the municipality sending the referral may agree to an extension of the review period and where an extension is provided it shall be communicated in writing.
- 8.2.9 Subject to a written and signed intermunicipal memorandum of understanding, items subject to referral and their respective timelines for submitting comments may be added or deleted without the need for a formal amendment to this Plan. If a written memorandum of understanding is created, it shall be attached and considered an appendix to this Plan.
- 8.2.10 When forwarding comments on a referral, each municipality shall indicate whether the comments offered come from review of the referred matter by Administration or from review of the referred matter with Council.
- 8.2.11 Each municipality shall offer comments from the perspective of specific implications that have a high likelihood of affecting their own planning efforts around land uses, development, and infrastructure. General observations on issues that have no bearing on the planning efforts of the commenting municipality shall be avoided.
- 8.2.12 When issues are raised through the communication and referral process, they shall be addressed using the process steps described below. While these steps are underway, the municipality having jurisdiction over the matter should not proceed with making a decision.

a) Stage 1: Administrative Review

Once an issue is identified, the municipality having jurisdiction shall provide the other municipality with all available information concerning the matter. The

commenting municipality shall evaluate the matter and provide written comments to the other municipality. Every attempt shall be made to discuss the issue with the intent of arriving at a mutually acceptable resolution. If an agreement or understanding on how to approach the issue is reached, the commenting municipality shall indicate same to the other municipality in writing. If no agreement can be reached, the matter shall be referred to the Intermunicipal Committee.

b) Stage 2: Intermunicipal Committee Review

If an issue is referred following Administrative Review, a meeting shall be scheduled to allow both Administrations to present their perspectives and views on the issue. The Intermunicipal Committee may:

- Provide suggestions back to both Administrations on how to address the issue and refer the matter back to the Administrative Review stage;
- Seek additional information and alternatives for consideration at a future meeting of the Intermunicipal Committee;
- If possible, agree on a consensus position that resolves the issue; or
- Conclude that no initial agreement can be reached and refer the matter to the two Councils.

In the event that the Intermunicipal Committee reaches consensus and resolves the issue, the details of the consensus shall be provided to each municipality in writing.

8.3 Dispute Resolution

Goal:

To create a process that allows for timely resolution of differences of opinion in a manner respectful of each municipality's interests and concerns

Objectives:

1. To establish a procedure for resolving disputes if and when required
2. To clarify items that may constitute a dispute and be subject to the dispute resolution process

Policy Statements:

8.3.1 The following shall form the basis for initiating the dispute resolution process:

- a) Lack of agreement between the two municipalities on any proposed amendment to this Plan;

- b) Lack of agreement between the two municipalities on any proposed statutory plan, outline plan, concept plan, land use bylaw or amendment to any of these located within or affecting the Plan Area; or
- c) Lack of agreement between the two municipalities on an interpretation of this Plan.

8.3.2 A dispute is defined as: (1) any statutory plan, land use bylaw or amendment to either which is given first reading by a Council which the other Council deems to be inconsistent with the policies of this Plan or detrimental to their planning interests as a municipality; or (2) any non-statutory plan within the Plan Area adopted by a Council which the other Council deems to be inconsistent with this Plan or there is an issue of interpretation of the policies of this Plan.

8.3.3 A dispute shall be limited to the decisions on those matters listed under item 8.3.1 and 8.3.2 above. Any other appeal by other parties shall be made to and addressed by the respective approving authorities within each municipality.

8.3.4 The dispute resolution process of this Plan may only be initiated by Village Council or County Council and shall only be used for resolving intermunicipal planning disputes. Identification of a dispute and desire to go through the dispute resolution process shall occur within 15 calendar days of a decision made pursuant to items 8.3.1 and 8.3.2 above. Once either municipality has received written notice of a dispute from the other, the dispute resolution process shall be started within 15 calendar days of the date the written notice was received unless otherwise agreed to by both CAOs.

8.3.5 In the event that the dispute resolution process is initiated, the municipality having authority over the matter shall not give any further approval in any way until the dispute has been resolved or the mediation process has concluded.

8.3.6 A dispute shall be addressed and may be resolved at any stage using the following process:

- a) Stage 1: Council to Council Meeting

If the Intermunicipal Committee is not able to resolve the dispute, the matter shall be referred to a joint meeting of the two Councils. Each municipality shall be given the opportunity to present their perspectives and views on the issue. The two Councils may:

- Provide suggestions back to the Intermunicipal Committee on how to resolve the disputed matter and refer the matter back to the Intermunicipal Committee;
- Seek additional information and alternatives for consideration at a future meeting of the two Councils;
- If possible, agree on a consensus position that resolves the issue; or
- Conclude that no initial agreement can be reached and refer the matter to mediation.

b) Stage 2: Mediation Process

If a dispute is referred for mediation, a mediated process shall be used to reach agreement subject to agreement by both Councils that mediation is necessary. Prior to the start 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.

If agreed to by both Councils, municipal Administration may be used as a resource during the mediation process. All discussions and information related to the mediation process shall be held in confidence until the conclusion of the mediation process. The process shall be deemed to conclude once the mediator submits a report to both Councils.

The mediator's report and recommendations shall not be binding on the municipalities and shall be subject to acceptance by both Councils. If both Councils accept the mediator's report, this shall be communicated to each municipality in writing and the matter shall be considered resolved. The report shall be introduced through the public hearing process along with any necessary amendments to the proposed bylaw or plan.

If mediation is not undertaken or the mediator's report is not accepted by both Councils, then the disputing municipality may begin the appeal process.

c) Stage 3: Appeal Process

In the event that mediation proves unsuccessful, was not undertaken or the municipality having jurisdiction proceeds with an approval that does not reflect the accepted mediation recommendations, the disputing municipality may appeal the matter to the Municipal Government Board in accordance with the Municipal Government Act.

8.3.7 The municipality initiating a dispute may withdraw their objections at any time throughout the process. The municipality initiating the dispute shall provide written confirmation that the dispute is withdrawn to the other municipality.

8.3.8 Both municipalities agree that time shall be of the essence when working through the dispute resolution process.

8.4 Urban Expansion and Annexation

Goal:

To recognize and consider the growth aspirations of the Village in an orderly, economical and logical manner which discourages loss and premature fragmentation of agricultural land area

Objectives:

1. To establish a process for managing and assessing annexation proposals
2. To set out the criteria for timely, cooperative and strategic annexations
3. To identify and protect areas to accommodate future expansion of the Village
4. To anticipate growth requirements and priorities for the Village and take steps to minimize or remove obstacles to accommodate future Village growth

Policy Statements:

- 8.4.1 Both municipalities shall protect those lands identified between the Current Village Boundary and the Future Village Boundary shown on *Map C: Land Use Policy Areas* from land uses and developments that might interfere or conflict with future urbanization. This shall include limiting the amount of subdivision and development that may occur prior to annexation.
- 8.4.2 The Village shall not pursue annexation of any land it cannot economically and reasonably service.
- 8.4.3 Either municipality or a landowner may put forward an annexation proposal or request. In the case of an annexation proposal by a landowner, the landowner shall attempt to notify both municipalities in writing at the same time or as close to the same time as possible.
- 8.4.4 Where annexation is proposed by either municipality, affected landowners shall be notified prior to the general public.
- 8.4.5 Annexation proposals shall be reviewed by the Intermunicipal Committee prior to submission of a Notice of Intent to the respective Councils and the Municipal Government Board.
- 8.4.6 If deemed necessary by the Intermunicipal Committee, at least one joint meeting of the two Councils to discuss the rationale for the annexation shall be held prior to submission of the annexation application to the Municipal Government Board.

- 8.4.7 In determining the appropriateness of an annexation proposal, the following criteria, among others, shall be taken into account and documented in a supporting report:
- a) Justifiable based on projected growth rates reflecting historic trends or anticipated economic stimulus;
 - b) Availability and cost of providing municipal services including consideration of economies of scale related to the financing of municipal service extensions;
 - c) Adequacy of transportation systems and ability to expand to accommodate demands resulting from annexation including consideration of economies of scale related to the financing of transportation infrastructure;
 - d) Landowner interest in pursuing development and as high a degree of concurrence among affected landowners as possible;
 - e) Measures to mitigate the impacts of annexation relating to such aspects as change in taxation levels, service provisions and treatment of and continuation of existing, approved uses and development;
 - f) Consistency with adopted statutory plans;
 - g) Logical extension of jurisdictional boundaries including consideration of long term responsibilities for maintenance and service delivery and the establishment of rational planning units or boundaries; and
 - h) The financial impact on both municipalities and any means of mitigating impacts.

8.5 Implementation

Goal:

To promote the use of the Plan and implementation of its policies

Objectives:

1. To implement the Plan through other statutory and non-statutory plans
2. To implement the Plan through decisions of council, subdivision authorities and development authorities
3. To provide for periodic reviews and plan amendments when deemed desirable and necessary

Policy Statements:

Interpreting Policies

- 8.5.1 This Plan contains “shall”, “should” and “may” policies which are interpreted as follows:
- “Shall” policies must be complied with,

- “Should” policies mean compliance in principle is required but subject to the discretion of the applicable authority on a case by case basis, and
- “May” policies indicate support in principle subject to the applicable authority determining the level of compliance that is required.

Approving Authorities

- 8.5.2 In the hierarchy of statutory plans, the Intermunicipal Development Plan shall take precedence over other municipal statutory plans and documents except where the Intermunicipal Development Plan defers to a more detailed, adopted plan.
- 8.5.3 The Village shall be responsible for the administration and decisions on all statutory plans, non-statutory plans, land use bylaws, amendments thereto, subdivision applications and development applications falling within the boundaries of the Village.
- 8.5.4 The County shall be responsible for the administration and decisions on all statutory plans, non-statutory plans, land use bylaws, amendments thereto, subdivision applications and development applications falling within the boundaries of the County.

Future Plans and Studies

- 8.5.5 Area structure plans, concept plans or outline plans should be prepared and adopted by the municipality having jurisdiction prior to changes in land use designation for large blocks of agricultural land or otherwise undeveloped lands where subdivision is proposed or likely to occur.
- 8.5.6 Each municipality may establish their own processes for the preparation of new or amendments to area structure plans, concept plans and outline plans. At the start of these processes where lands within their respective referrals areas are involved, each municipality should consult the other on issues that concern the neighbouring municipality and should be considered and reviewed as part of preparing the plan. This may involve obtaining comments on the proposed terms of reference for the plan process.
- 8.5.7 The Village and the County shall coordinate future planning efforts including but not limited to potential collaboration on area structure plans, transportation plans, drainage basin studies, and water and waste water system studies, feasibility studies relating to provision of municipal utilities and power generation, and open space plans.

Public Participation

- 8.5.8 The municipalities shall provide opportunities for public participation in the creation of statutory plans, non-statutory plans, land use bylaws and amendments thereto, in accordance with the requirements of the Municipal Government Act, their respective public participation policies and good planning practice.

Plan Amendments

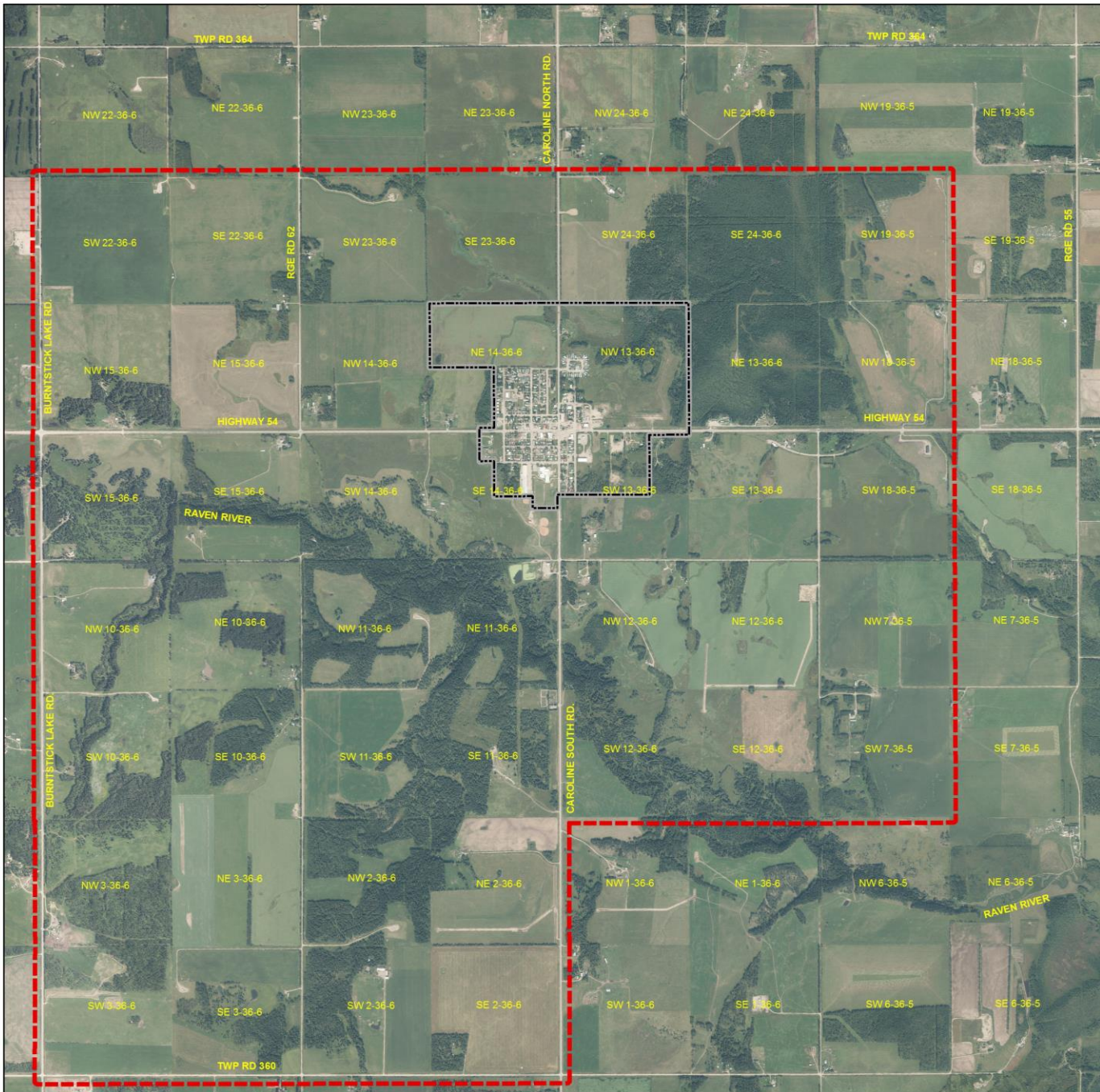
- 8.5.9 An amendment to this Plan may be proposed by either municipality.
- 8.5.10 An amendment to this Plan proposed by a landowner shall be made to the municipality in which the subject land is located.
- 8.5.11 An amendment to this Plan has no effect if not adopted by both municipalities by bylaw pursuant to the Municipal Government Act.

Plan Review

- 8.5.12 At the end of five years from the date that this Plan is adopted by both Councils, the two municipalities shall consider the need for a review of the Plan. If necessary, the Plan shall be updated and revised. Thereafter the Plan shall be considered for review every five years unless some alternative time is agreed to by both Councils.

Procedure to Repeal Plan

- 8.5.13 If one municipality deems this Plan no longer workable, the municipality may initiate the process to repeal this Plan.
- 8.5.14 The following procedure to repeal this Plan shall be applied:
- a) One municipality shall give the other municipality written notice of its intention to repeal its bylaw adopting this Plan;
 - b) Within 30 days of the date of written notice being forwarded to the other municipality, a Council-to-Council meeting shall be convened at which meeting the municipality initiating the repeal process shall provide its reasons for doing so;
 - c) Following the meeting, the municipality initiating the repeal process may either withdraw its intention to repeal this Plan by giving written notice to the other municipality or proceed to consider a bylaw to repeal this Plan;
 - d) Once one municipality has given first reading to a bylaw repealing this Plan, the two municipalities shall start the process to create a replacement Intermunicipal Development Plan and the bylaw to repeal this Plan shall not advance to consideration of second reading;
 - e) Until such time as the replacement Intermunicipal Development Plan has been adopted by both municipalities, this Plan remains in effect;
 - f) In the event that a replacement Intermunicipal Development Plan is not adopted, the municipalities shall notify the Minister of Municipal Affairs and seek the assistance of an arbitrator in the creation of a replacement Intermunicipal Development Plan pursuant to Part 17.2, Division 3 of the Municipal Government Act.



CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

MAP A: PLAN AREA

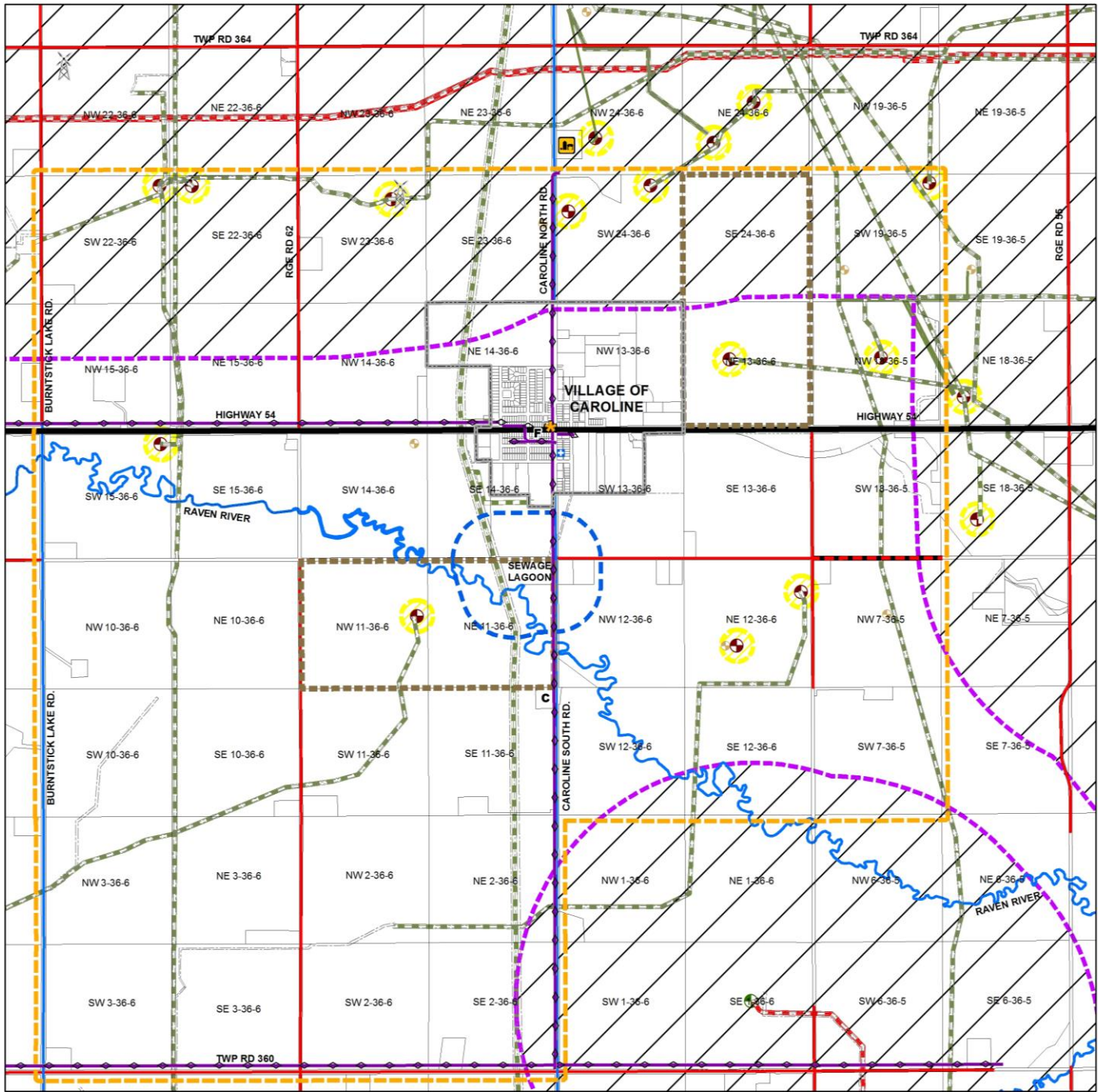
- - - - Plan Area Boundary
- Village of Caroline Boundary

Orthophoto Date: June 7, 2017



April 2019





CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

MAP B: SIGNIFICANT FEATURES

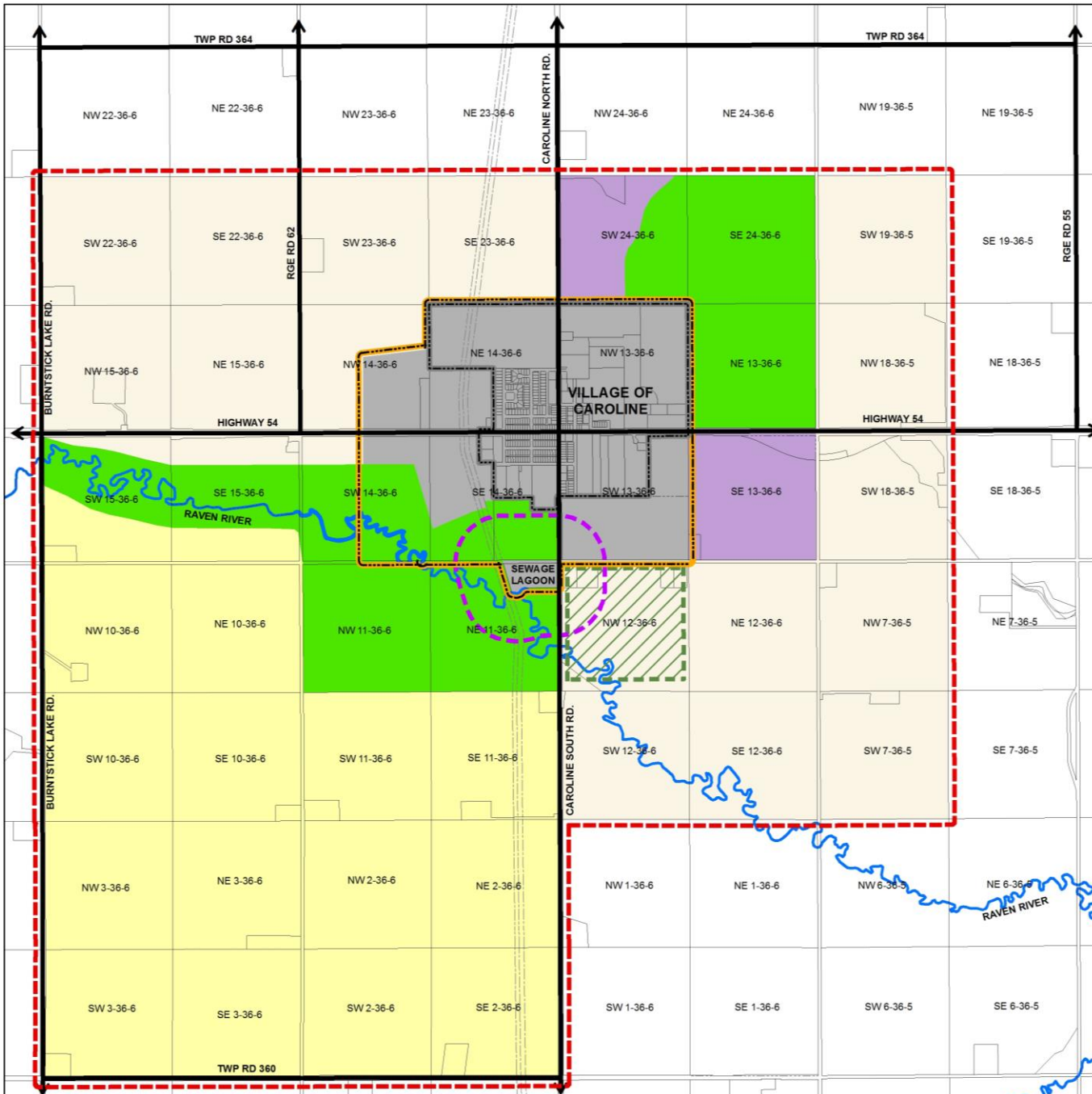
- Sour Oil/Gas Pipeline Level 4 - 1.5km Setback
- Active Sweet Oil/Gas Pipeline
- Active Sour Oil/Gas Pipeline
- Abandoned Sweet Oil/Gas Pipeline
- Active Sour Oil/Gas Well
- Active Sweet Oil/Gas Well
- Abandoned Oil/Gas Well
- Wells 100m Buffer
- Plan Area Boundary
- Village Boundary
- Paved Provincial Highway
- Paved County Road
- Gravel County Road
- Unmaintained County Road
- Crown Land
- Sewage Lagoon Setback (300 m)
- Major Overhead Powerlines
- Caroline Feed Store
- Fire Hall
- Cemetery
- Ambulance
- Village Office
- Telecommunications Tower

1. This map shows generalized locations of significant features.
2. This map is not intended for scaling or detailed design.



April 2019





MAP C: MAJOR POLICY AREAS

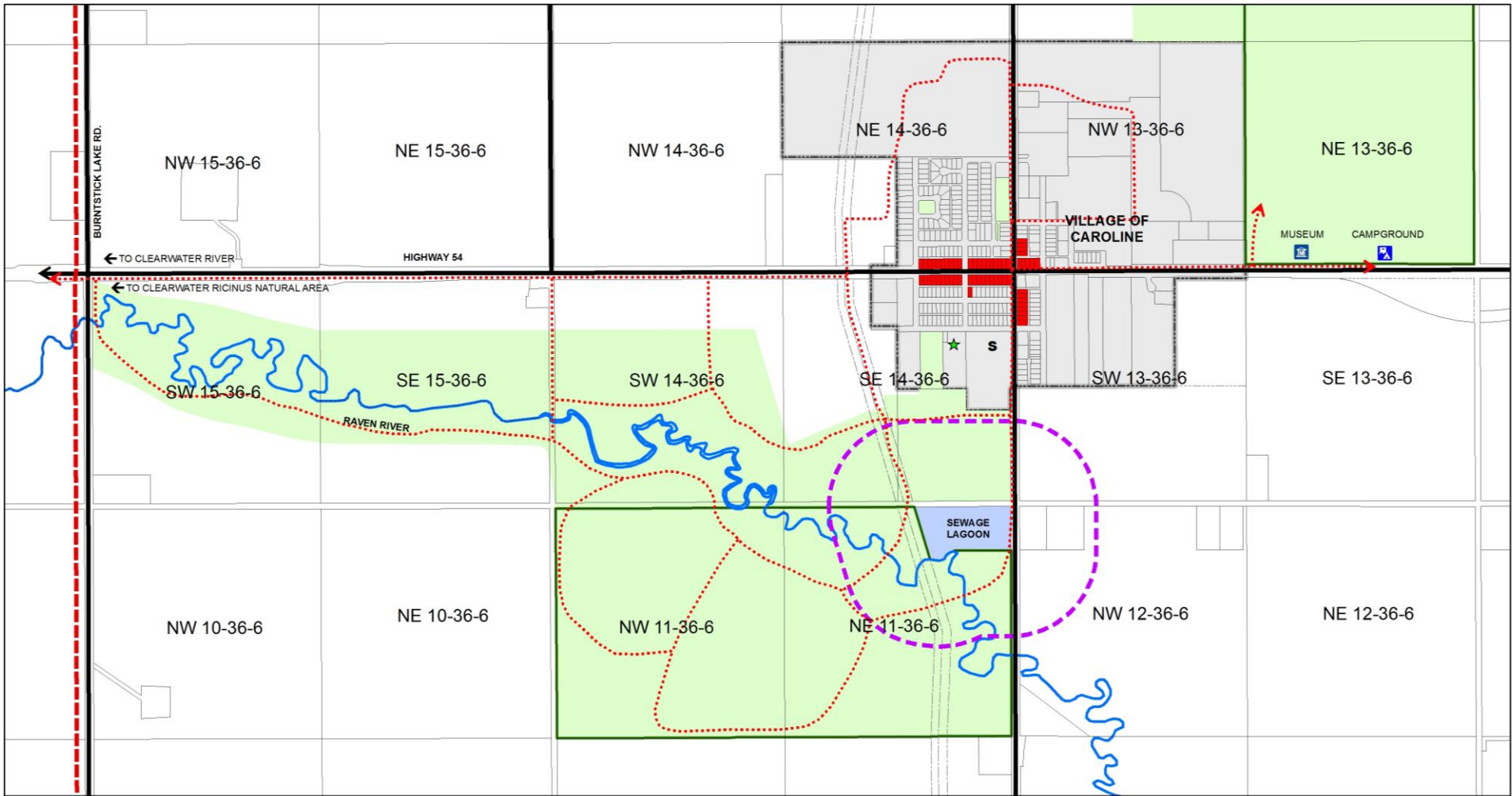
- Plan Area Boundary
- Current Village Boundary
- Future Village Boundary
- Main Transportation Routes
- Lagoon Setback (300m)
- Lands Impacted By Waste Water Treatment Plant Options

Policy Areas

- Village Growth Area
- Joint Growth Area
- County Growth Area/Rural Acreage
- Natural/Open Space Area
- Agricultural/Rural Development Area

1. This map shows generalized indications of land use policy and is not intended for scaling or detailed design.
2. The land use policy patterns must be interpreted with the text of this plan.





CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

**MAP D: OPEN SPACE
AND TRAILS**

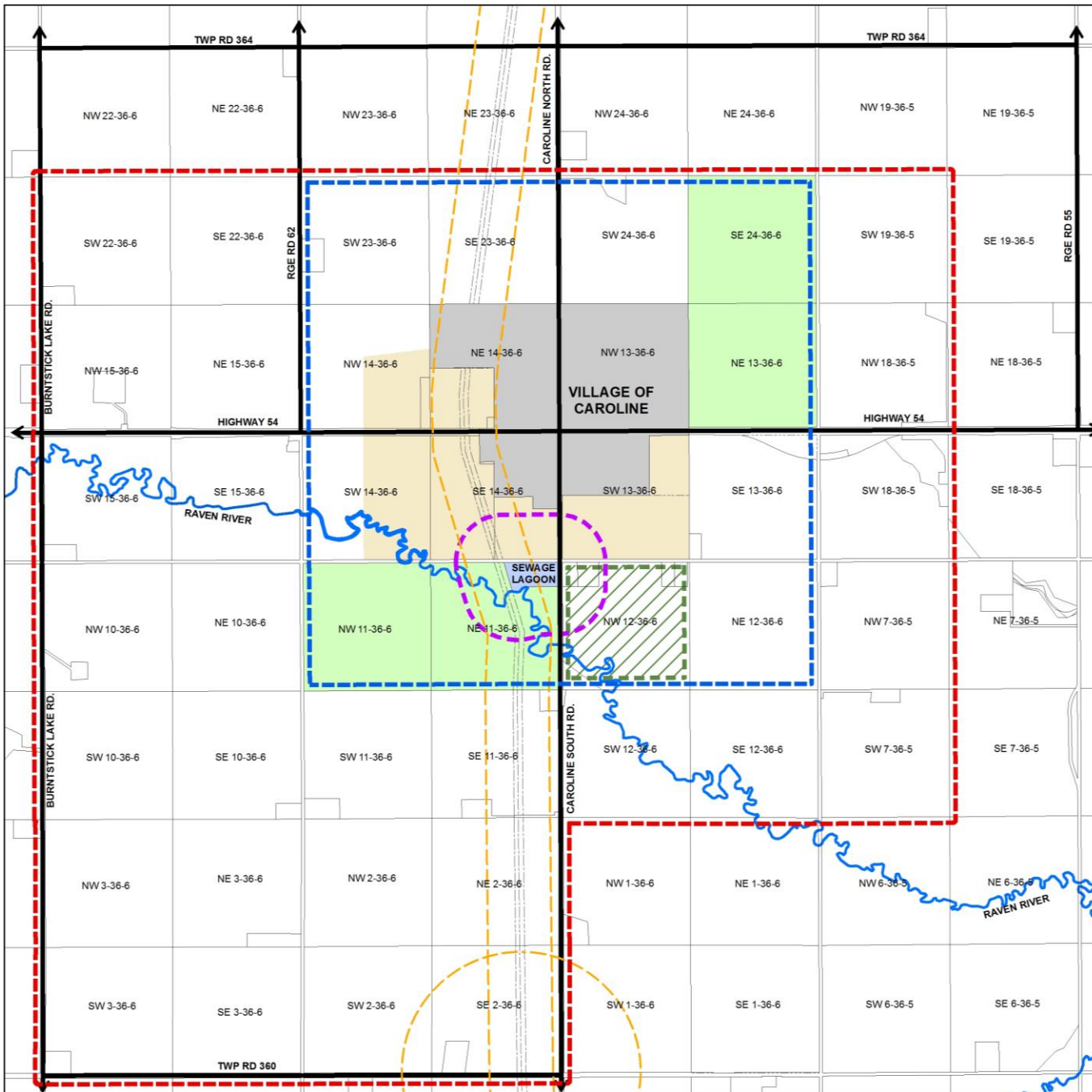
- | | |
|----------------------------|---|
| Plan Area Boundary | Village Of Caroline |
| Main Transportation Routes | Crown Land Area |
| Future Trail Desire Lines | Caroline School |
| Lagoon Setback (300m) | HUB (Arena, Curling Rink, Hall, Services) |
| Sewage Lagoon | Campground |
| Parks | Museum |
| Services | |

1. This map is not intended for scaling or detailed design.
2. The features shown on this map must be interpreted with the text of this plan.



April 2019





MAP E: PLAN AREA AND REFERRAL AREAS

- Plan Area
- Village Of Caroline
- Village Expansion
- Crown Land
- Main Transportation Routes
- Sewage Lagoon
- Lagoon Setback (300m)
- Lands Impacted By Waste Water Treatment Plant Options
- Referral
- TransCanada Referral Zone

1. This map is not intended for scaling or detailed design.
2. Items shown on map must be interpreted with the text of this plan.



CLEARWATER COUNTY

BYLAW NO. 1060/19

Being a bylaw to adopt the Caroline-Clearwater Intermunicipal Collaboration Framework

WHEREAS, the Council of Clearwater County is authorized under the Municipal Government Act, RSA 2000, Chapter M-26, as amended, to work collaboratively with neighbouring municipalities to ensure the efficient provision of municipal services for all residents; and

WHEREAS, the Village of Caroline and Clearwater County have worked collaboratively on the preparation of an intermunicipal collaboration framework between the two municipalities; and

WHEREAS, the Council of Clearwater County deems it desirable and appropriate to adopt the Caroline-Clearwater Intermunicipal Collaboration Framework;

NOW THEREFORE, the Council of Clearwater County, duly assembled, enacts as follows:

1. That the document titled "Caroline-Clearwater Intermunicipal Collaboration Framework" dated April 2019 as attached and forming part of this Bylaw be adopted;
and
2. That this Bylaw shall take effect upon the final passing thereof.

READ a first time this ____ day of _____, 2019.

REEVE

CHIEF ADMINISTRATIVE OFFICER

READ a second time this ____ day of _____, 2019.

READ a third time and finally passed this ____ day of _____, 2019.

REEVE

CHIEF ADMINISTRATIVE OFFICER

**CAROLINE-CLEARWATER
INTERMUNICIPAL COLLABORATION
FRAMEWORK**

APRIL 2019



Caroline-Clearwater Intermunicipal Collaboration Framework

PREAMBLE

WHEREAS Clearwater County and the Village of Caroline are committed to working cooperatively to meet the challenges and capitalize on the opportunities that the future and their shared circumstances will bring; and

WHEREAS the Village and County subscribe to a belief in a broad sense of community that extends beyond their respective boundaries and recognize that their common interests are greater than their differences; and

WHEREAS the Village and County acknowledge that the advancement of their shared interests is best accomplished through effective and ongoing cooperation, collaboration, coordination and communication; and

WHEREAS the Village and County recognize that they both have a significant role to play in the success of their shared region and will ultimately share both the risks and the rewards of their cooperative efforts; and

WHEREAS the Village and County want to provide a high quality of life to their ratepayers by ensuring that growth management, planning, programs and services are effectively, efficiently and economically delivered and are reasonably available to residents; and

WHEREAS the Municipal Government Act, as amended from time to time, requires municipalities that have common boundaries to create an Intermunicipal Collaboration Framework; and

WHEREAS the Municipal Government Act specifies the content and requirements of an Intermunicipal Collaboration Framework; and

WHEREAS the Village and Clearwater County have negotiated and mutually prepared an Intermunicipal Collaboration Framework in accordance with the Municipal Government Act; and

WHEREAS this Intermunicipal Collaboration Framework is meant to be a master agreement from which a number of subsequent agreements flow;

NOW THEREFORE Council for the Village of Caroline and Council for Clearwater County have adopted this document as the "Caroline-Clearwater Intermunicipal Collaboration Framework."

Caroline-Clearwater Intermunicipal Collaboration Framework

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PART A: ADMINISTRATIVE PROVISIONS

1.0 Purpose of Framework

- 1.1 The purpose of this Intermunicipal Collaboration Framework, or Framework, is to set out the broad parameters of how the Village of Caroline and Clearwater County will:
- (a) Provide for the integrated and strategic planning, delivery and funding of intermunicipal services;
 - (b) Steward scarce resources efficiently in providing local services; and
 - (c) Ensure that the Village and County contribute funding to services that benefit their residents.
- 1.2 This Framework builds on the long standing tradition of the Village and County working together to serve the needs and interests of the broader regional community. This Framework is the foundational agreement from which a number of agreements for specific topics and services flow.
- 1.3 The purpose of this Framework and the agreements that flow from it is to better serve and provide high quality of life to the residents of the Village of Caroline and Clearwater County by ensuring that growth management, land use planning, programs and services are effectively, efficiently and economically delivered and are reasonably available to them.

2.0 Definitions used in Framework

- 2.1 In this Framework, unless the context provides otherwise, the following words or phrases will have the following meanings:

“Act” means the Municipal Government Act, R.S.A. 2000 Chapter M-26, as amended from time to time;

“Calendar day” means any one of the seven days in a week;

"Capital" means those non-financial tangible assets having significant value and physical substance that are used in the supply of goods and services related to that asset; and have a useful economic life greater than one year, are to be used on a continuing basis and are not for sale in the ordinary course of operations;

“Chief Administrative Officer” or “CAO” means the Chief Administrative Officer of either the Village of Caroline or Clearwater County as the case or context may require;

“Chief Elected Official” or “CEO” means the Mayor of the Village of Caroline or the Reeve of Clearwater County as the case or context may require;

"Consensus" means "we can live with it; are comfortable with the result; and will own it when we take it to our Councils;"

"Initiating party" means a party who gives notice of a dispute under this framework;

"Intermunicipal" means a service, agency, decision, plan or action undertaken or created by one or more municipalities on a cooperative basis;

"Intermunicipal Collaboration Committee" or "ICC" means the committee established under this Intermunicipal Collaboration Framework;

"Intermunicipal Collaboration Framework" or "Framework" means a document describing the sharing of services between one or more municipalities and prepared in accordance with the Act and Regulation;

"Mediation" means a process involving a neutral person as a mediator who assists the parties to a matter and any other person brought in with the agreement of the parties to reach their own mutually acceptable settlement of the matter by structuring negotiations, facilitating communication and identifying the issues and interests of the parties;

"Mediator" means the person or persons appointed to facilitate by mediation the resolution of a dispute between the parties;

"Party" means a municipality that creates a framework with one or more other municipalities;

"Regulation" means the Intermunicipal Collaboration Framework Regulation (AR 191/2017) as amended from time to time;

"Representative" means a person selected by a party who holds a senior position with the party, and has authority to negotiate for or settle a dispute on behalf of the party;

"Service" includes any program, facility or infrastructure necessary to provide a service; and

"Third Party" means a service provider who is established or exists independently of any decision by a municipality.

3.0 Term and Review of Framework

- 3.1 This Framework shall have force and effect as of the date of third reading of the bylaws by the Village of Caroline and Clearwater County adopting the Framework document.
- 3.2 This Framework is a permanent agreement in accordance with the Act and has no expiration date.

- 3.3 The Village and County shall review this Framework at least every 4 years from the date that the bylaw adopting this Framework is given third reading. An earlier or more frequent review may be undertaken if agreed upon by the Village and County.
- 3.4 If either the Village or County determine that the adopted Framework does not serve their interests, or if both municipalities determine that the adopted Framework does not serve the interests of both municipalities, a replacement Framework shall be created in accordance with the Act. Until such time as the replacement Framework is ready for adoption and has been formally adopted, the current Framework remains in effect.

4.0 Process to Amend the Framework

- 4.1 If either the Village or the County wishes to amend this Framework, the party seeking the amendment must give written notice to the other party. Upon receiving written notice the other party must, within 30 days, meet to discuss the proposed amendments and a process to consider the amendments.
- 4.2 A proposal to amend this Framework must be provided in written form and must clearly identify:
- (a) The nature of the issue(s) or concern(s) giving rise to the need for an amendment; and
 - (b) The nature and reasoning behind the specific amendment(s) being proposed.

5.0 Relation of Framework to Other Agreements and Bylaws

- 5.1 Where there is a conflict or inconsistency between a bylaw and this Framework or an agreement between the Village of Caroline and Clearwater County and this Framework, this Framework prevails to the extent of the conflict or inconsistency.
- 5.2 If there is a conflict or inconsistency between this Framework and any existing agreement between the Village and the County, the Framework must either address the conflict or inconsistency or the Village and County must alter or rescind the agreement.
- 5.3 Where there is a need to amend an agreement to maintain consistency with this Framework and the agreement contains one or more municipalities that are not signatories of this Framework, the other municipalities shall be consulted and involved in process to amend the agreement.
- 5.4 The Village and County agree to amend their bylaws, where necessary, to ensure consistency between each bylaw and this Framework within two (2) years of the date that the bylaw adopting this Framework receives third reading. The Land Use Bylaw of each municipality is not subject to this requirement.

5.5 The Village and County agree to amend their agreements, where necessary, to ensure consistency between each agreement and this Framework within six (6) years of the date that the bylaw adopting this Framework receives third reading.

6.0 Relation of Framework to Intermunicipal Development Plan

6.1 The Village of Caroline and Clearwater County have adopted an Intermunicipal Development Plan in accordance with the Act through the passing of Bylaw No. 2019-003 and Bylaw No. 1061/19 respectively. The Caroline-Clearwater Intermunicipal Development Plan is a stand-alone document available under separate cover.

7.0 Indemnification

7.1 The Village of Caroline shall indemnify and hold harmless Clearwater County, its employees , and agents from any and all claims, actions and costs whatsoever that may arise directly or indirectly out of any act of omission of Clearwater County, its employees, or agents in the performance and implementation of this Framework.

7.2 Clearwater County shall indemnify and hold harmless the Village of Caroline, its employees , and agents from any and all claims, actions and costs whatsoever that may arise directly or indirectly out of any act of omission of the Village of Caroline, its employees, or agents in the performance and implementation of this Framework.

8.0 Written Notices

8.1 All and any required written notices in the performance and implementation of this Framework shall be directed to the CAO of each municipality using the mailing address for the respective municipal office as shown below:

Village of Caroline
Box 148
Caroline, AB
T0M 0M0

Clearwater County
Box 550
Rocky Mountain House, AB
T4T 1A4

PART B: GOVERNANCE AND PROCESS PROVISIONS

9.0 Governance and Roles

- 9.1 Successful collaboration and management of this Framework requires ongoing dialogue, consultation and communication. Efforts at all levels of the Village and County organizations are needed to ensure opportunities are recognized, information is passed through the organizations and decision makers are informed not just about their own municipality but about potential impacts on the other.
- 9.2 *Role of Councils* – Each Council retains the ability and responsibility to make decisions on behalf of their residents and ratepayers. As the public is at the center of any governance or service initiative their interests need to be taken into account to ensure the impacts of services and actions taken in the delivery of shared services have the desired results. Each Council affirms their commitment to increased cooperation in service delivery and will support increased communication at the administrative and staff levels and consideration of impacts on the other municipality. The Mayor and Reeve will be at the forefront of this relationship and they will be responsible for showing leadership for the elected officials to their organizations and in public.
- 9.3 *Role of the Intermunicipal Collaboration Committee (ICC)* - The ICC will become the focus for matters of intermunicipal consideration. Although this committee will be non-decision making they will be responsible for the negotiating and management of intermunicipal opportunities and challenges. Comprised of elected officials and administration representing their Councils, the ICC will strategically identify opportunities and prioritize intermunicipal actions to formulate recommendations for respective Council’s consideration.
- 9.4 *Role of CAOs* – The CAOs of the Village and County are the principal administrative personnel responsible for maintaining this Framework, its delivery and durability. The CAOs bring continuity to the relationship between the municipalities and have the ability to initiate communication on an as needed basis. They are responsible for ensuring Village and County staffs follow the principles, spirit and intent of this Framework and any agreements created under this Framework. The CAOs are seen as “conduits” for the flow of information and ongoing communication.
- 9.5 *Role of Staff* - Staff at all levels in the Village and County organizations will be responsible to ensure the principles, spirit and intent of this Framework and any agreements under this Framework are carried out operationally. This means that staff will work with their municipal counterparts to address issues that arise within the scope of their authority and mandate. Staff will also raise issues, when needed, and be accountable for informing their CAO about matters that require attention, or could be considered, for the mutual benefit of the municipalities.

10.0 Intermunicipal Collaboration Committee (ICC)

- 10.1 The Intermunicipal Collaboration Committee (ICC) is hereby established to give expanded focus to intermunicipal opportunities and considerations. Although individual Councils maintain the authority for decisions in the respective municipalities, the ICC is the main working group for intermunicipal matters.
- 10.2 Without interfering with or replacing the good work being accomplished in existing intermunicipal committees the ICC has the following primary functions:
- (a) Proactively identify new service areas or opportunities;
 - (b) Address intermunicipal opportunities that arise on an as needed basis where no existing structure exists to deal with the matter;
 - (c) Prioritize activity and develop appropriate measures, processes and sub-committees to address areas under consideration;
 - (d) Represent and speak well of regional efforts to cooperate in service delivery;
 - (e) Address areas where intermunicipal differences in need of resolution may arise;
 - (f) Ensure each Council is kept informed about discussions, progress and issues; and
 - (g) Serve as the principal negotiating committee for new or updated agreements under this Framework.

11.0 ICC Decision Making Authority and Process

- 11.1 The ICC is a recommendation making committee that interacts with and advises individual councils on decisions. Recommendations to individual councils will occur when the ICC members have consensus on how they wish to advise individual councils on a given issue. This may include:
- (a) Recommendations on options for proceeding;
 - (b) Advising no agreed upon recommendations have been reached in the allotted timeframe where a timeframe has been specified; or
 - (c) Advising on moving to the Dispute Resolution process or some other process to resolve the issue.
- 11.2 These recommendations or advisements may be delivered to Councils by:
- (a) A joint council meeting;
 - (b) A joint presentation to individual councils;
 - (c) A joint written submission agreed to by the ICC for delivery to individual councils; or
 - (d) A combination of the above.

12.0 Composition of ICC

- 12.1 The ICC will be composed of two (2) elected officials and the CAOs from each municipality or their designate. One elected official from each municipality will be the CEO (Mayor or Reeve) or their designate. The opportunity to rotate elected officials into the committee will be at the discretion of each municipality respecting their policy on attendance while maintaining some consistency.
- 12.2 Quorum of ICC will consist of at least one elected official from each municipality attending each agreed upon meeting.
- 12.3 Other elected officials not assigned to the ICC may attend as observers as determined by the CEOs.
- 12.4 Other administration or staff not assigned to the ICC may attend as observers as determined by the CAOs.

13.0 ICC Meetings

- 13.1 Meetings of the ICC, specific to this Framework, will be held at least once per calendar year with recognition more frequent meetings will need to be added as opportunities arise and issues are developed.
- 13.2 The annual meeting will be scheduled to enable the following core agenda items to be addressed:
 - (a) Summaries and updates on progress on issues to date;
 - (b) Inventorying and priority setting for matters to be addressed; and
 - (c) Discussions of any outstanding matters.
- 13.3 Any additional meetings that may be required to address specific matters will be scheduled at times that are mutually agreed upon.

14.0 Processes for Intermunicipal Cooperation (Setting the Agenda)

- 14.1 A number of means exist by which opportunities or considerations under this Framework may be brought to the ICC's attention. Once the ICC has become aware of the situation they will together choose how they hope to address the matter.
- 14.2 Matters may be developed within the ICC or more frequently will be brought to the ICC. Issues for discussion may come to the ICC from:
 - (a) One or more Council's direction;
 - (b) CAOs or Administrations addressing matters through staff discussions or experiences;
 - (c) Other intermunicipal or regional committees' suggestions and requests; or

(d) The schedule for new services to be explored that forms part of this Framework.

- 14.3 Once a matter has been identified through the means above it will be brought to the attention of one or more of the CAOs. If required, the CAO will determine if the matter is intermunicipal in nature and if so contact the other CAO. The CAOs may decide to:
- (a) Send the matter to the ICC (the default option is to send the matter to ICC should any indecision or uncertainty exist among the CAOs);
 - (b) Address the matter at an administrative or operational level if appropriate;
 - (c) Gather more information;
 - (d) Purposefully put the matter aside for a defined period of time; or
 - (e) Develop a problem resolution strategy as per the protocol.
- 14.4 Regardless of what action is decided upon to address an emerging issue by the CAOs, if the matter is intermunicipal in nature it will be described along with the resulting action taken and reported on at the next ICC meeting.
- 14.5 If a matter is sent to the ICC, the CAOs are jointly responsible for structuring the information necessary, arranging the agenda and facilitating the proceedings for the ICC to consider the matter.
- 14.6 The ICC has a number of options for addressing the matter(s) including but not limited to:
- (a) Use the ICC as the standing committee;
 - (b) Create a sub-committee or working group to report back to the ICC with options and recommendations;
 - (c) Send the matter(s) to an existing committee; or
 - (d) Monitor the work under an existing committee.

15.0 Dispute Resolution Processes

Introduction

- 15.1 The Village and the County recognize the need for common understanding about how to address conflicts or disputes when either party is of the opinion that an obligation of the other under this Framework may have been breached or matters arise where differences of opinion over actions or services need to be worked out.
- 15.2 If an elected official, administrator or any staff person from the Village or County thinks an obligation under this Framework has been “breached”, the matter should be brought to the attention of their CAO. The CAO will then investigate it and, if it appears that a breach occurred, the matter will be brought to the attention of the other municipality’s CAO. Once that has happened, the matter may be resolved directly between the municipalities through informal problem solving discussions between the CAOs and, if needed, the ICC.

- 15.3 Similarly, differences of opinion may occur outside a “breach” of an agreement. These may include divergent expectations in delivery of a joint service, a variance in how a committee or board wishes to proceed or any circumstance that may adversely affect or disrupt a service or relationship(s) between the municipalities. If the problem identified is not resolved through informal discussions, the municipalities agree to address it using the processes described below.

Notice of Dispute

- 15.4 When either Village Council or County Council believes there is a dispute under this Framework and wishes to engage in dispute resolution, the party alleging the dispute must give written notice of the matter(s) under dispute to the other party’s CAO.
- 15.5 During a dispute in respect of any aspect of this Framework, the parties must continue to perform their obligations under this Framework.

Negotiation

- 15.6 Within 14 calendar days after the notice of dispute is given, each party must appoint representatives to participate in one or more meetings, in person or by electronic means, to attempt to negotiate a resolution of the dispute.
- 15.7 Each party will identify the appropriate representatives who are knowledgeable about the issue(s) under dispute and the representatives will work to find a mutually acceptable solution through negotiation. In preparing for negotiations, the parties will also clarify their expectations related to the process and schedule of meetings, addressing media inquiries, and the need to obtain Council ratification of any resolution that is proposed.
- 15.8 Representatives will negotiate in good faith and will work together, combining their resources, originality and expertise to find solutions. Representatives will attempt to craft a solution to the identified issue(s) by seeking to advance the interests of both parties rather than simply advancing their individual positions. Representatives will fully explore the issue with a view to seeking an outcome that accommodates, rather than compromises, the interests of all concerned.
- 15.9 Representatives will seek to:
- (a) Clearly articulate their interests and the interests of their party;
 - (b) Understand the interests of other negotiators whether or not they are in agreement with them; and,
 - (c) Identify solutions that meet the interests of the other party as well as those of their own

“Cooling Off” Period

- 15.10 In the event that negotiation does not successfully resolve the dispute, there will be a “cooling off” period of 14 days before moving to the Mediation step of the dispute resolution process. This 14 day period will start on the day that the parties determine that the dispute cannot be resolved through negotiations. During this 14 day period the parties shall not discuss the dispute with each other nor schedule any meetings between them to discuss the matters that are the subject of the dispute.

Mediation

- 15.11 If the dispute cannot be resolved through negotiations, the representatives must appoint a mutually acceptable mediator to attempt to resolve the dispute by mediation.
- 15.12 The initiating party must provide the mediator with an outline of the dispute and any agreed statement of facts. The parties must give the mediator access to all records, documents and information that the mediator may reasonably request.
- 15.13 The mediator will be responsible for the governance of the mediation process. The parties must meet with the mediator at such reasonable times as may be required and must, through the intervention of the mediator, negotiate in good faith to resolve their dispute.
- 15.14 All proceedings involving a mediator are without prejudice, and, unless the parties agree otherwise, the cost of the mediator must be shared equally between the parties.
- 15.15 If a resolution is reached through mediation, the mediator will provide a report documenting the nature and terms of the agreement and solutions that have been reached. The mediator report will be provided to each council.

“Cooling Off” Period

- 15.16 In the event that Mediation does not successfully resolve the dispute, there will be a “cooling off” period of 14 days before moving to the Arbitration step of the dispute resolution process. This 14 day period will start on the day that the parties determine that the dispute cannot be resolved through mediation. During this 14 day period the parties will not discuss the dispute with each other nor schedule any meetings between them to discuss the matters that are the subject of the dispute.

Report

- 15.17 If the dispute has not been resolved within 180 calendar days after the notice of dispute is given, the initiating party must, within 21 calendar days of the expiry of the 180 calendar day period, prepare and provide to the other parties a report.
- 15.18 Without limiting its generality, the report must contain a list of the matters agreed on and those on which there is no agreement between the parties.
- 15.19 The initiating party may prepare a report before 180 calendar days after the notice of dispute have elapsed if the parties agree, or the parties are not able to appoint a mediator to assist with mediation.

Appointment of Arbitrator

- 15.20 Within 14 calendar days of a report being provided as described above, the representatives must appoint an arbitrator and the initiating party must provide the arbitrator with a copy of the report. If the representatives can agree upon a mutually acceptable arbitrator, arbitration will proceed using that arbitrator. If the representatives cannot agree on a mutually acceptable arbitrator, each party will produce a list of three candidate arbitrators. In the event there is agreement on an arbitrator evident from the candidate lists, arbitration will proceed using that arbitrator.
- 15.21 If the representatives cannot agree on an arbitrator, the initiating party must forward a copy of the report to the Minister with a request to the Minister to appoint an arbitrator.
- 15.22 In appointing an arbitrator, the Minister may place any conditions on the arbitration process as the Minister deems necessary.

Arbitration Process

- 15.23 Where arbitration is used to resolve a dispute, the arbitration and arbitrator's powers, duties, functions, practices and procedures shall be the same as those in Division 3 of Part 17.2 of the Act and Part 1 of the Regulation.
- 15.24 In addition, the arbitrator may do the following:
- (a) Require an amendment to this Framework;
 - (b) Require a party to cease any activity that is inconsistent with this Framework;
 - (c) Provide for how a party's bylaws must be amended to be consistent with this Framework;
 - (d) Award any costs, fees and disbursements incurred in respect of the dispute resolution process and who bears those costs.

Deadline for Resolving Dispute

- 15.25 The arbitrator must resolve the dispute within 365 calendar days from the date the notice of dispute is given.
- 15.26 If an arbitrator does not resolve the dispute within 365 calendar days' time, the Minister may grant an extension of time or appoint a replacement arbitrator on such terms and conditions the Minister considers appropriate.

Arbitrator's Order

- 15.27 Unless the parties resolve the disputed issues during the arbitration, the arbitrator must make an order as soon as possible after the conclusion of the arbitration proceedings.
- 15.28 The arbitrator's order must
- (a) Be in writing;
 - (b) Be signed and dated;
 - (c) State the reasons on which it is based;
 - (d) Include the timelines for the implementation of the order, and
 - (e) Specify all expenditures incurred in the arbitration process for payment under section 708.41 of the Act.
- 15.29 The arbitrator must provide a copy of the order to each party.
- 15.30 If an order of the arbitrator is silent as to costs, a party may apply to the arbitrator within 30 calendar days of receiving the order for a separate order respecting costs.

Costs of Arbitrator

- 15.31 Subject to an order of the arbitrator or an agreement by the parties, the costs of an arbitrator must be paid on a proportional basis by the municipalities that are parties to this Framework.
- 15.32 Each municipality's proportion of the costs must be determined by dividing the amount of that municipality's equalized assessment by the sum of the equalized assessments of all of the municipalities' equalized assessments as set out in the most recent equalized assessment.

PART C: INVENTORY OF CURRENT SERVICES

16.0 Scope of Services Covered in Framework

- 16.1 The services that are included in this Framework are based on the listed requirements for an Intermunicipal Collaboration Framework (transportation, emergency services, water, wastewater, solid waste, recreation, and other services) in the MGA. The tables focus on “direct services” that are provided to a property or ratepayer. An example of this is the ability to make use of a recreation facility. Indirect services, meaning those that have a more “corporate” nature and are needed to support the direct delivery of services, are not included. An example is the finance department’s role in supporting front line departments through the proper collection of municipal taxes.
- 16.2 Nothing in this Framework is meant to limit the ability of the Village and County to investigate and, where deemed beneficial, establish means of sharing services that are of a corporate or organizational support nature.

17.0 Services Provided on a Municipal Basis

The following tables list and describe the services that the Village and County presently deliver on a municipal basis as the best means of delivering these services at this point in time.

Table A: Services Provided by the Village of Caroline on a Municipal Basis

TYPE OF SERVICE	DESCRIPTION
Transportation - Snow and Ice Control	Involves the removal of snow and ice from roads and sidewalks to ensure safe passage. Includes plowing of all roads and clearing of sidewalks across public properties, clearing of public parking lots, steaming frozen culverts and catch basins, haul out of snow, operation of the snow dump, and spreading of de-icing material, sand and gravel.
Transportation - Road Maintenance	Involves the maintenance of all public roadways (except highways) within the village. Includes curb and lane markings, traffic signs and controls, crack sealing, pot hole repair, blading and gravelling of gravel lanes, putting up decorative lights, and management of trip hazards on sidewalks.
Transportation - Street Sweeping	Involves annual sweeping of all hard surface roadways.

TYPE OF SERVICE	DESCRIPTION
Water and Wastewater - Water Supply and Distribution	Delivery of municipal water supply, treatment and distribution services to individual properties through a piped system and operation of a bulk water station. Includes well supply, water treatment, and storage for treatment and fire flow, water main flushing and repair, hydrant maintenance and repair, meter reading, and service calls and repairs for water connections.
Water and Wastewater - Wastewater Collection and Treatment	Collection of wastewater effluent through series of collection mains and lift stations and conveyance to wastewater treatment plant. Includes the operation of the wastewater treatment plant, flushing of collection mains and service calls and repairs for wastewater connections.
Water and Wastewater - RV Sani-Dump Station	Operation of a sani-dump station at the RV Park/Campground for use by campers and tourists. Includes maintenance of immediate grounds and equipment, pumping out of tank and collection of payments.
Solid Waste - Residential Curbside Collection	Includes the collection of solid waste from residential properties and transportation to a disposal facility.
Solid Waste - General Clean Up and Large Item Pick Up	Includes the collection of litter and debris in public areas of the village and the annual curbside large item pick up offered to residential properties.
Recreation - RV Park and Campground	Involves the operation and maintenance of the Caroline Municipal RV park and Campground. Includes general maintenance of site, washroom and shower facilities, bookings and collection of payments.
Recreation - Parks and Boulevard Maintenance	Involves the maintenance and upkeep of all public properties in the village. Includes grass cutting along boulevards and within parks, playground maintenance and inspections, maintenance of benches, waste receptacles and picnic tables, collection of garbage and operation of outdoor skating rink.
Recreation - Library Building	Provision of a building for the local library and includes all building related expenses, lease and utilities.
Recreation - Caroline Youth/Elks Hall	Support for building operations for local youth groups and community groups to meet and provide programs.

TYPE OF SERVICE	DESCRIPTION
Other Services - Drainage and Storm Sewer	Delivery of drainage services through series of open ditches, channels and swales and piped collection system. Includes ditch clearing and shaping, clean out of catchbasins, and steam flushing of culverts and catchbasins
Other Services - Bylaw Enforcement	Delivery of enforcement services to ensure compliance with Village of Caroline bylaws. Includes addressing complaints, investigations and legal assistance.
Other Services - Cemetery	Delivery of services relating to the operation and upkeep of the Caroline Cemetery. Includes plot sales, mowing and general property upkeep, opening and closing graves, maintenance of burial records, and clearing lane access in winter.

Table B: Services Provide by Clearwater County on a Municipal Basis

TYPE OF SERVICE	DESCRIPTION
Transportation - Airport	Operation of the Rocky Mountain House Airport including fueling services, passenger services, hanger rental, runway and taxiway maintenance, annual airshow and support for firefighting base.
Transportation - Roadside Clean Up	Funding of annual clean-up of litter along County roads by community groups
Transportation - Road Maintenance	Delivery and maintenance of gravel and surfaced roads (346 km paved and 1,872 km gravel), roadside ditches and culverts, guardrails and traffic control devices, roadside signage, dust control, street sweeping, asphalt repair and crack sealing, spray patch repair, overlay program and regular blading.
Transportation - Bridge and Large Culvert (>1500mm) Maintenance	Erosion control, maintenance of abutments, surface sealing and deck repair, culvert replacement and guardrails for 175 structures.
Transportation - Snow and Ice Control	Delivery of services related to the removal of snow and ice from roadways to ensure safe passage
Water and Wastewater – Water Supply and Distribution	Delivery of municipal water treatment and distribution services and hydrant maintenance in one hamlet (includes potable water station)

TYPE OF SERVICE	DESCRIPTION
Water and Wastewater – Wastewater Collection and Treatment	Delivery of municipal wastewater treatment and collection services in select hamlets including flushing of collection mains, maintaining 3 sewage lagoons and 3 lift stations
Emergency Services - Emergency Management – County	Delivery of plans and programs to enable community response to wide scale emergency events and disasters affecting County only.
Recreation - Community Halls	Insurance coverage for 21 community halls throughout the County
Recreation - Museums	Provision of funding support for the operation of local museums.
Recreation - Multi-user Trails	Routine maintenance and grooming of gravel trails in Nordegg, Rig Street and staging areas
Other Services - Weed Control Programs	Programs that protect agricultural resources from noxious weeds and invasive plants. Includes weed control applications and education and outreach programs for rural landowners and urban weed control in Caroline and Rocky Mountain House. Includes custom spraying and community weed control programs.
Other Services - Agriculture Support Programs	Programs that promote best practices and provide supports and promotes farm viability and success of agricultural operations and fosters further development of the agriculture industry. Includes Livestock Traceability, On Farm Demonstration and Research, Feed Testing, Equipment Rental, and Ration Balancing programs.
Other Services - Pest Control Program	Programs that help landowners manage a variety of pests that impact agricultural production (rats, wild boar, dutch elm disease, zebra mussels, etc.)
Other Services - Vegetation Management	Management of vegetation in County road rights of way through roadside brushing, spraying, seeding and mowing. Covers approximately 320 km of paved roads and 2,300 km of gravel roads. Also includes reclamation of County gravel pits and management of park spaces and environmental reserve lands.

TYPE OF SERVICE	DESCRIPTION
Other Services - Environmental and Land Stewardship Programs	Education and outreach to landowners on water wells, solar pumps, setbacks from water bodies, testing of water quality, well head protection, tree planting, water conservation, riparian restoration and wildlife and pollinator habitat.
Other Services - Cemeteries	Mowing and grounds maintenance for nine private and municipal cemeteries, inventorying and land survey services, control of layout of plots and record keeping.
Other Services - Heritage Board	Programs for the preservation of heritage sites and features.
Other Services - Doctor Recruitment	Partner in the initiative to recruit doctors to set up practice in the area including governance committee, clinic and subsidized housing.
Other Services - Community Policing and School Resource Officer	Provision of one FTE RCMP officer that is assigned to police schools and liaise with students.
Other Services - Economic Development	Delivery of information and advice relating the establishment of businesses and investment in the area, promotions and marketing in coordination with other groups.
Other Services - Highway Patrol and Community Peace Officer Program	Delivery of enforcement services related to Federal and Provincial legislation and County bylaws using Community Peace Officers
Other Services - Storm Drainage and Storm Water Management Facilities	Maintenance of storm water management ponds, water control features (e.g. check dams in ditches), fences and signage around ponds, erosion of liners, clearing or inlet and outlet, and maintaining dry hydrant

18.0 Services Provided by Third Party by Agreement with the Municipality

The following tables list and describe the services in the Village of Caroline and Clearwater County that are provided by a Third Party through an agreement with the municipality as the best means of delivering these services at this point in time. This includes any service where the majority of the activity is handed off to the Third Party and does not include services where a Third Party may provide support to municipal staff.

Table C: Services Provided by the Village of Caroline through a Third Party

TYPE OF SERVICE	DESCRIPTION
Transportation - Street Lighting	Involves the installation, maintenance and ongoing operation of street lights.
Other Services - Seniors Programs	Support for building operations (water and wastewater services) for local seniors to meet and provide programs.
Other Services - Animal Control	Delivery of services related to the enforcement of the Village's animal control bylaw(s). Includes the collection and housing of animals found running at large.

Table D: Services Provided by Clearwater County through a Third Party

TYPE OF SERVICE	DESCRIPTION
Transportation - Streetlights	Maintenance and operating costs for streetlights located in County hamlets
Recreation - Campgrounds	Operation of four seasonal, tourism oriented campgrounds, off-road vehicle staging areas and day use picnic areas
Other Services - Animal Control	Animal control program for animals running loose and non-compliance with animal control bylaw and kennel service.
Other Services - Seniors	Funding for seniors groups and operation of seniors' drop in centres, transportation service and wellness activities.

19.0 Services Provided on an Intermunicipal Basis

The following tables list and describe the services that the Village and County presently deliver on an intermunicipal basis as the best means of delivering these services at this point in time.

Table E: Services Provided by the Village and County on an Intermunicipal Basis

TYPE OF SERVICE	DESCRIPTION
<p>Solid Waste – Recycling and Waste Collection and Disposal</p>	<p><i>Currently Shared Service</i> - Includes the delivery of recycling services, management of 5 recycling/drop off depots and 10 waste transfer sites, household hazardous waste collection, and operation of a class 2 landfill through a regional solid waste authority.</p> <p>Lead is the Rocky Mountain Regional Solid Waste Authority which includes the Village and County as members.</p> <p>Service is funded through user rates in the form of tipping fees with tax payer support covering the requisition from the RMRSWA for items not recovered through the fee structure. Requisition is based on net operating costs and allocated on a per capita basis.</p>
<p>Recreation - Library Services</p>	<p><i>Currently Shared Service</i> - Delivery of library services such as access to various collections, computer and internet access, cinema program and gallery space and various programs for different age groups through the Village of Caroline Library Board and Parkland Regional Library.</p> <p>Lead for local library is the Village of Caroline Library Board and lead for regional library services is Parkland Regional Library.</p> <p>Funding is a combination of Provincial grant, user rates in the form of library memberships, donations, funding from Parkland Regional Library, and tax payer support to the operations of the local library board and building expenses. Parkland Regional Library is funded through a requisition to each municipality which is funded through tax payer support.</p>

TYPE OF SERVICE	DESCRIPTION
Recreation - Arena/The Hub	<p><i>Currently Shared Service</i> - Delivery of recreation services and programs through community arena, curling rink and community hall. Includes operation of the arena ice surface, curling rink lounge and ice surface, community hall and theatre, daycare space, medical services space, gym and fitness centre, outdoor ball diamonds and playing fields and related programs.</p> <p>Lead is the County with day to day operations provided through the Caroline & District Recreation & Agricultural Society.</p> <p>Service is funded through user fees for programs and activities and County tax payer support for items not covered through the fee structure.</p>
Recreation – Seniors Drop In and Programs	<p><i>Currently Shared Service</i> - Funding for seniors groups and operation of the Caroline & District Seniors Drop In Centre, transportation service and wellness activities.</p> <p>Lead is not defined. Each municipality provides support based on requests from community members and organizations.</p> <p>Service is funded through tax payer support from Village and County.</p>
Emergency Services - Fire Rescue Services	<p><i>Currently Shared Service</i> - Delivery of fire suppression, vehicle extrication, first medical response, water rescue, ice rescue, public education services and operation of five fire stations provided through Clearwater Regional Fire Rescue Services with dispatch services provided by City of Red Deer.</p> <p>Lead is the County as managing partner of the Clearwater Regional Fire Rescue Services.</p> <p>Service is funded through tax payer support with some offset for services relating to incidents on Provincial highways. Cost sharing formula is based on percentage shares of annual operating budget assigned to each municipality.</p>

TYPE OF SERVICE	DESCRIPTION
Emergency Services - Emergency Management	<p><i>Currently Shared Service</i> - Delivery of plans and programs to enable community response to wide scale emergency events and disasters and includes preparing and maintaining plans for responses, training for emergency operations centre functions, incident command system and reception centres and awareness and response if needed.</p> <p>Lead is the Clearwater Regional Emergency Management Agency which includes the Village and County as members.</p> <p>Service is funded through tax payer support with costs allocated on a percentage basis between municipalities.</p>
Other - Family and Community Support Services	<p><i>Currently Shared Service</i> - Provision of services that enhance the social well-being of individuals and families through the promotion of awareness, providing access to counselling and supports and undertaking programs intended to avoid social and physical harm. Partnership program with the Government of Alberta with day-to-day services provided through Clearwater Regional Family and Community Support Services.</p> <p>Lead is the Town of Rocky Mountain House as the managing partner of the Clearwater Regional Family and Community Support Services Board which includes the County and Village as members.</p> <p>Service is funded through tax payer support for the 20% matching contribution required by the Provincial program and allocated between the municipalities on a per capita basis.</p>
Other - Seniors Housing	<p><i>Currently Shared Service</i> - Provision of affordable seniors housing options and supports at Westview Lodge and independent living facilities in Rocky Mountain House, Leslieville, and Caroline and provided through Rocky Seniors Housing Council.</p> <p>Lead is the Rocky Seniors Housing Council which has board members from the Village and County.</p> <p>Service is funded through tax payer support with an annual requisition for operating costs based on each municipality's share of overall assessment value.</p>

TYPE OF SERVICE	DESCRIPTION
Other - Weed Control	<p><i>Currently Shared Service</i> - Programs that protect agricultural resources from noxious weeds and invasive plants. Includes weed inspections and enforcement, weed control applications and urban weed control in Caroline. Includes custom spraying and community weed control programs.</p> <p>Lead is Clearwater County.</p> <p>Service is funded through tax payer support and enforcement revenues.</p>

20.0 Inventory of Existing Agreements

20.1 The following agreements are in place between the Village of Caroline and Clearwater County with respect to services that are currently shared and delivered on an intermunicipal basis:

- The Regional Solid Waste Authority Agreement dated June 20, 2001 regarding the provision of solid waste management services;
- Stronger Together: Building Opportunities for Our Future Agreement dated September 13, 2013 regarding intermunicipal collaboration and cooperation for the benefit of the region;
- The Lease Agreement for the Caroline Community Complex dated December 31, 2013 regarding access to the buildings and lands making up the Caroline Community Complex;
- The Caroline Community Complex Governance Agreement dated December 31, 2013 regarding governance and input on the operations of the complex;
- The Revenue Sharing Agreement dated April 13, 2015 regarding transfer of funds to the Village from the County;
- The Joint Emergency Management Agreement dated February 20, 2016 regarding the establishment and operation of a shared emergency management agency;
- The Family and Community Support Services Agreement dated May 24, 2016 regarding the provision of family and community support services; and
- The Inter-municipal Regional Fire Rescue Services Agreement dated June 28, 2017 regarding the provision of fire and rescue services.

Note: Some of the agreements listed above involve other parties in addition to the Village and County. Many of the agreements are automatically renewing and have no set term.

PART D: FUTURE INTERMUNICIPAL SERVICES

21.0 Principles for Determining when a Service should be Shared

- 21.1 The following set of principles is intended to guide decisions around when a municipal service should be provided on a shared basis between the Village and the County to the benefit of the greater Caroline and area community. They speak to broad and general intent to assist the decision makers in assessing proposals and directing efforts towards areas of likely consensus.
- 21.2 The principles outlined below can also be applied to services proposed by other organizations, such as community groups, service providers, businesses, not-for-profit organizations and other government agencies in providing the broad range of services desired by the greater Caroline and area community.
- 21.3 Each of the following principles is of equal significance and is not intended to be used to rank the merit of service sharing proposals. Proposals that touch on more than one principle should generally be given a higher priority for review and consideration than those that only speak to one of the principles.
- 21.4 The Village and the County agree that a service should be considered for sharing where:
- Principle 1:* The service advances the shared vision and goals of the Village and the County for the long term future of the greater community.
- Principle 2:* There is demonstrated means of, or high potential to, improve the quality of life for residents of the Village and the County.
- Principle 3:* The service addresses a common need or desire of residents and ratepayers of the Village and the County. This may involve, and be evidenced through, actual use of the service or the opportunity for residents and ratepayers to make use of the service.
- Principle 4:* There is mutual benefit in the form of reduced cost of service delivery and/or improved access to the service.
- Principle 5:* Efficiencies in funding requirements, the amount of staff time, and/or the use of public resources are demonstrated or have a high potential to be realized.
- Principle 6:* A higher level of service and/or quality of service can be delivered than would otherwise be the case.
- Principle 7:* The Village and the County have, or are prepared to work under, a common vision and philosophy regarding the nature of the service to be provided and the manner in which the service would operate and be delivered.

Principle 8: Effective service delivery depends on the ability to acquire specialized or hard to obtain skill sets that are more likely to be attracted to the region through a pooling of efforts to attract and retain qualified staff.

22.0 Proposals for New Shared Services

- 22.1 Either party may put forward a proposal for a new shared service at any point in time. The proposal must be in writing and shall be submitted to the other municipality's CAO. The proposal will then be placed on the next available ICC meeting agenda.
- 22.2 A proposal for a new shared service shall address:
- (a) A brief description of the nature of the service and initial concepts for service delivery;
 - (b) A rationale for proposing that the service be shared and/or commenced;
 - (c) The relation of the proposal to the principles described in Section 21 of this Framework;
and
 - (d) The relative timing and priority for reviewing the proposal in light of the implementation schedule outlined in Part E of this Framework.
- 22.3 The proposal for a new shared service should occur prior to detailed work by the party making the proposal on the design and costing of the proposed service to enable input from the outset by both parties.

23.0 Proposals for New Capital Projects

- 23.1 The County and the Village will share their capital plans with one another.
- 23.2 Either party may invite the other to participate in a capital project. Either party may choose to participate or choose not to participate in a proposed capital project.
- 23.3 Either party may put forward a proposal for a new shared capital project or canvas the other party for interest in participating in a shared capital project at any point in time. Any proposal must be in writing and must occur as early as possible in the initial development of the idea for the project.
- 23.4 If the parties agree to participate in a joint capital project, the following items should be addressed in a written memorandum of understanding:
- (a) The mechanisms and processes that will be used to share decision making on the project from the initial concept and design stage through to management of a construction contract;
 - (b) The way decision making will be shared in relation to the contribution being made by each party;
 - (c) The terms for sharing costs for design work, project management, and construction costs.

24.0 Future Services to be Explored for Intermunicipal Delivery

- 24.1 The Village and County have agreed, in principle, to the exploration of further sharing of municipal services. Table F provides a listing, description and rationale for the services the parties have agreed to review and discuss during the first five years of this Framework. The order of appearance in Table F is not in order of priority.
- 24.2 The decision on which services are to be shared shall be made following review and discussion of each by the parties. If the decision is made to proceed, it shall take the form of a new agreement and an update to this Framework to reflect the outcome.
- 24.3 Where a decision has been made to move ahead with a new shared service, the agreement for the new service shall include, but not be limited to, the following items:
 - (a) A description of the roles, responsibilities, rights, privileges and obligations of all parties;
 - (b) One or more funding formulae for annual operating and capital expenditures;
 - (c) A dispute resolution process consistent with this Framework; and
 - (d) A process and schedule for the phasing out of current service delivery arrangements and transition to the new shared service arrangement.

Table F: Future Services to be Explored for Intermunicipal Delivery (Not in Order of Priority)

TYPE OF SERVICE	DESCRIPTION
Water and Wastewater - RV Sani-Dump Station and Public Washroom	<i>Future Sharing Opportunity</i> - Operation of a sani-dump station at the RV Park/Campground or another location and a public washroom for use by campers, tourists and area residents. Includes maintenance of immediate grounds and equipment, collection of payments, and processing of wastewater. Rationale for sharing is to broaden access to service and put in place a way for users to fund the service. This may involve a capital project to set up a suitable facility.
Water and Wastewater – Wastewater Treatment Plant Capacity and Septage Receiving Station	<i>Future Sharing Opportunity</i> – Expansion of wastewater treatment plant capacity to serve regional users and the Village and operation of a septage receiving station accessible to rural properties needing a location to empty holding tanks. Effluent could be processed through the Village wastewater treatment plant and lagoons or other feasible options. Rationale for sharing is to provide access to a service for the proper disposal of wastewater. This involves a capital project and creation of a funding mechanism. A study of options, including one or more regional wastewater treatment plant(s), should first be undertaken to determine feasibility and costs.

TYPE OF SERVICE	DESCRIPTION
Water and Wastewater – Operators	<i>Future Sharing Opportunity</i> - Pool of qualified Water and Wastewater Operators (various levels) available to operate Village and County water and wastewater systems. Rationale for sharing is to ensure back-up staff, attract and retain qualified personnel, share training and certification costs and build on staff’s familiarity with the region. Note: similar arrangement has occurred in the past on a short term basis.
Transportation – Publicly Accessible Transportation	<i>Future Sharing Opportunity</i> - Involves setting up a system/service to assist all residents who do not have access to a private automobile to travel to and access services (e.g. commercial shopping area) and facilities (e.g. hospital) within the region. Rationale for sharing is to expand opportunities to access services to a broader base of residents and support existing services and facilities within the region. Will involve a capital project and creation of a funding mechanism.
Other – Broadband Services	<i>Future Sharing Opportunity</i> - Creation of a system giving high speed and high band width internet access to residences, businesses and public facilities. Rationale to provide access to a basic necessity for participating in the modern economy and civil society by increasing access to information, data transmission and telecommunications. Intent is to improve services to residents and enhance economic development possibilities. Will involve a capital project and creation of a funding mechanism.
Other - Bylaw Enforcement	<i>Future Sharing Opportunity</i> - Delivery of enforcement services to ensure compliance with municipal bylaws and enforcement of Federal and Provincial legislation. Includes addressing complaints, investigations and legal assistance. Rationale for sharing is to broaden access to qualified enforcement personnel for the Village and enable enforcement by County staff on highway related offences in Village boundaries.

TYPE OF SERVICE	DESCRIPTION
Other - Cemetery	<p><i>Future Sharing Opportunity</i> - Delivery of services relating to the operation and upkeep of the Caroline Cemetery. Includes plot sales, mowing and general property upkeep, opening and closing graves, maintenance of burial records, and clearing lane access in winter. Rationale for sharing is based on availability to County residents and sharing of costs. A funding mechanism would be needed and may include adjustment of the prices charged for burials and plots.</p>
Other- Economic Development	<p><i>Future Sharing Opportunity</i> - Delivery of information and advice relating the establishment of businesses and investment in the area, promotions and marketing in coordination with other groups through a shared Economic Development Office(r). Rationale for sharing is to strengthen the economic prospects of the region as a combined community. Some sharing occurs now through participation in the Central Alberta Economic Partnership.</p>

PART E: IMPLEMENTATION SCHEDULE

Table G describes the follow up work that is required to implement this Framework within the first six years of it being adopted. It includes the review and update of agreements for currently shared services, the priority for the review and possible creation of new agreements for new shared services identified in Table F, and the mandatory review and update of bylaws and agreements for consistency with this Framework.

The target dates provided in Table G are meant as a guide for the general order of working through the shared priorities of the Village and the County. Some items may take less than a year to discuss and determine a course of action and others may take more than a year. The target dates may have to be adjusted as discussions progress.

Table G focuses on the order of priority identified by the Village and the County as of the date this Framework was created. The order in which items are discussed may have to be adjusted where other municipalities that are not party to this Framework are parties or potential parties to a new or updated agreement. The Village and County may also mutually agree to adjust the order of priority laid out in Table G without a requirement for formal amendment of this Framework.

The CAOs shall be responsible for coordinating the process for each of the activities/items listed in Table G. This may entail:

- (a) Setting out an annual work plan with the ICC and Councils;
- (b) Undertaking preliminary work or research needed to assist the discussion of the scheduled activities/items;
- (c) Obtaining resources, if needed, to undertake the discussion of each activity/item;
- (d) Suggesting adjustments to the order and priorities of the activities/items listed in Table G; or
- (e) A combination of the above.

Table G: Framework Follow Up 2020 to 2025

Target Year for Discussions to Occur	Activity/Item
2019	Existing Revenue Sharing Agreement up for review
2019	Exploration of Water and Wastewater - Wastewater Treatment Plant Capacity and Septage Receiving Station
2020	Exploration of Economic Development Services
2020	Exploration of Water and Wastewater - RV Sani-Dump Station and Public Washroom
2021	Existing Joint Emergency Management Agreement up for review
2021	Exploration of Water and Wastewater - Operators for Water and Wastewater Systems
2021	Exploration of Broadband Services involving the Village of Caroline
2021	Review and update of all bylaws for consistency with Framework
2022	Review and update of other existing agreements for consistency with Framework
2022	Exploration of Bylaw Enforcement Services
2022	Exploration of Cemetery Services
2023	Review of Intermunicipal Collaboration Framework
2023	Existing Caroline Community Complex Governance Agreement up for review
2023	Exploration of Publicly Accessible Transportation Services
2024	Review and update of all remaining existing agreements for consistency with Framework
2025	Review and update of all remaining existing agreements for consistency with Framework