

CLEARWATER COUNTY COUNCIL AGENDA
January 22, 2019
9:00 am
Council Chambers
4340 – 47 Avenue, Rocky Mountain House, AB

DELEGATIONS:

9:00 am Cindy Easton, Kandis Stradecki and Patrica Rauch-Erikson - Clearwater Regional Housing Foundation

10:00 am Kaili Kasper, Cole Thomson, and Nelson Ching, Public Affairs, Canada West - TransCanada

A. CALL TO ORDER

B. AGENDA ADOPTION

C. CONFIRMATION OF MINUTES

1. January 08, 2019 Regular Meeting of Council Minutes

D. DELEGATIONS

1. 9:00 am Clearwater Regional Housing Foundation
2. 10:00 am TransCanada

E. PLANNING & DEVELOPMENT

1. Caroline/Clearwater Intermunicipal Development Plan Committee Update

F. MUNICIPAL

1. Letter to Minister Phillips, Alberta Environment and Parks – Bighorn Country Proposal

G. INFORMATION

1. CAO's Report
2. Public Works Report
3. Councillor Verbal Reports
4. Accounts Payable Listing

H. ADJOURNMENT

TABLED ITEMS

<u>Date</u>	<u>Item, Reason and Status</u>
06/13/17	213/17 identification of a three-year budget line for funding charitable/non-profit organizations' operational costs pending review of Charitable Donations and Solicitations policy amendments.
09/11/18	356/18 Signage Request for Nordegg North Subdivision pending information from Nordegg Community Association
10/23/18	434/18 Appointment of Alternate Citizens at Large to the Subdivision and Development Appeal Board



DELEGATION

SUBJECT: Clearwater Regional Housing Foundation		
PRESENTATION DATE: January 22, 2019		
DEPARTMENT: Delegation	WRITTEN BY: Tracy Haight, Executive Assistant	REVIEWED BY: Rick Emmons, CAO
BUDGET CONSIDERATIONS: <input checked="" type="checkbox"/> N/A <input type="checkbox"/> Funded by Dept. <input type="checkbox"/> Reallocation		
LEGISLATIVE DIRECTION: <input checked="" type="checkbox"/> None <input type="checkbox"/> Provincial Legislation (cite) <input type="checkbox"/> County Bylaw or Policy (cite)		
COMMUNITY BUILDING PILLAR (check all that apply):		
<input type="checkbox"/> Economic Prosperity <input type="checkbox"/> Governance Leadership <input type="checkbox"/> Fiscal Responsibilities <input type="checkbox"/> Environmental Stewardship <input type="checkbox"/> Community Social Growth		
ATTACHMENT: Clearwater Regional Housing Foundation Synopsis		

STAFF RECOMMENDATION:
That Council receives the Clearwater Regional Housing Foundation Delegate’s information as presented.

BACKGROUND:

Clearwater Regional Housing Foundation (CRHF) is a registered non-profit society with a mandate to “to provide leadership in housing options and opportunities that meet the economic and social needs in the Clearwater Region”.

Cindy Easton, Kandis Stradecki and Patrica Rauch-Erikson, representatives from Clearwater Regional Housing Foundation (CRHF) will provide an update on CRHF activities and answer questions from Council.



VISION: People in Clearwater Region have successful housing that is suitable to their life stage.

MISSION: To be a credible and respected collective voice regarding housing needs in Clearwater Region; and to provide collaborative leadership in housing options and opportunities that meet economic and social challenges.

GOALS:

- 1. To be a catalyst and build partnerships to address barriers and challenges related to housing issues.**
- 2. To develop organizational policies to steward our organization.**
- 3. To research housing needs throughout Clearwater Region.**
- 4. To advocate and work with local governments to expand and inform housing development plans throughout the Region.**






Desired Outcomes:

- Public perceptions of housing needs are more informed and people are supportive of housing needs in Clearwater Region.**
- Available diverse housing options (including adequate mixed-market and barrier-free).**
- Integrated housing options & supports.**

Synopsis submitted by
Clearwater Regional Housing Foundation



DELEGATION

SUBJECT: TransCanada		
PRESENTATION DATE: January 22, 2019		
DEPARTMENT: Delegation	WRITTEN BY: Tracy Haight, Executive Assistant	REVIEWED BY: Rick Emmons, CAO
BUDGET CONSIDERATIONS: <input checked="" type="checkbox"/> N/A <input type="checkbox"/> Funded by Dept. <input type="checkbox"/> Reallocation		
LEGISLATIVE DIRECTION: <input checked="" type="checkbox"/> None <input type="checkbox"/> Provincial Legislation (cite) <input type="checkbox"/> County Bylaw or Policy (cite)		
COMMUNITY BUILDING PILLAR (check all that apply):		
<input type="checkbox"/>  Economic Prosperity <input type="checkbox"/>  Governance Leadership <input type="checkbox"/>  Fiscal Responsibilities <input type="checkbox"/>  Environmental Stewardship <input type="checkbox"/>  Community Social Growth		
ATTACHMENT: 'NGTL Project Updates in Clearwater County'		

STAFF RECOMMENDATION:
That Council receives the TransCanada Delegate's information as presented.

BACKGROUND:

Kaili Kasper, Cole Thomson, and Nelson Ching, Public Affairs, Canada West, TransCanada, will provide an overview of TransCanada's NOVA Gas Transmission Ltd.'s (NGTL) projects in Clearwater County and discuss timelines as well as opportunities generated through these activities.



NGTL Project Updates in Clearwater County

Clearwater County Council

January 22, 2019

Forward Looking Information



This presentation contains certain information that is forward looking and is subject to important risks and uncertainties. The words "anticipate", "expect", "believe", "may", "will", "should", "estimate", "project", "outlook", "forecast", "intend", "target", "plan" or other similar words are used to identify such forward-looking information. Forward-looking statements in this presentation are intended to provide TransCanada security holders and potential investors with information regarding TransCanada and its subsidiaries, including management's assessment of TransCanada's and its subsidiaries' future plans and financial outlook. Forward-looking statements in this presentation may include, but are not limited to, statements regarding anticipated business prospects; financial performance of TransCanada and its subsidiaries and affiliates; expectations or projections about strategies and goals for growth and expansion; expected cash flows; expected costs; expected costs for projects under construction; expected schedules for planned projects (including anticipated construction and completion dates); expected regulatory processes and outcomes; expected outcomes with respect to legal proceedings, including arbitration; expected capital expenditures; expected operating and financial results; and expected impact of future commitments and contingent liabilities.

These forward-looking statements reflect TransCanada's beliefs and assumptions based on information available at the time the statements were made and as such are not guarantees of future performance. By their nature, forward-looking statements are subject to various assumptions, risks and uncertainties which could cause TransCanada's actual results and achievements to differ materially from the anticipated results or expectations expressed or implied in such statements. Key assumptions on which TransCanada's forward-looking statements are based include, but are not limited to, assumptions about inflation rates, commodity prices and capacity prices; timing of debt issuances and hedging; regulatory decisions and outcomes; arbitration decisions and outcomes; foreign exchange rates; interest rates; tax rates; planned and unplanned outages and utilization of the Company's pipeline and energy assets; asset reliability and integrity; access to capital markets; anticipated construction costs, schedules and completion dates; and acquisitions and divestitures.

The risks and uncertainties that could cause actual results or events to differ materially from current expectations include, but are not limited to the ability of TransCanada to successfully implement its strategic initiatives and whether such strategic initiatives will yield the expected benefits; the operating performance of the Company's pipeline and energy assets; the availability and price of energy commodities; amount of capacity payments and revenues from the Company's energy business; regulatory decisions and outcomes; outcomes with respect to legal proceedings, including arbitration; counterparty performance; changes in environmental and other laws and regulations; competitive factors in the pipeline and energy sectors; construction and completion of capital projects; labour, equipment and material costs; access to capital markets; interest and currency exchange rates; weather; technological developments; and economic conditions in North America.

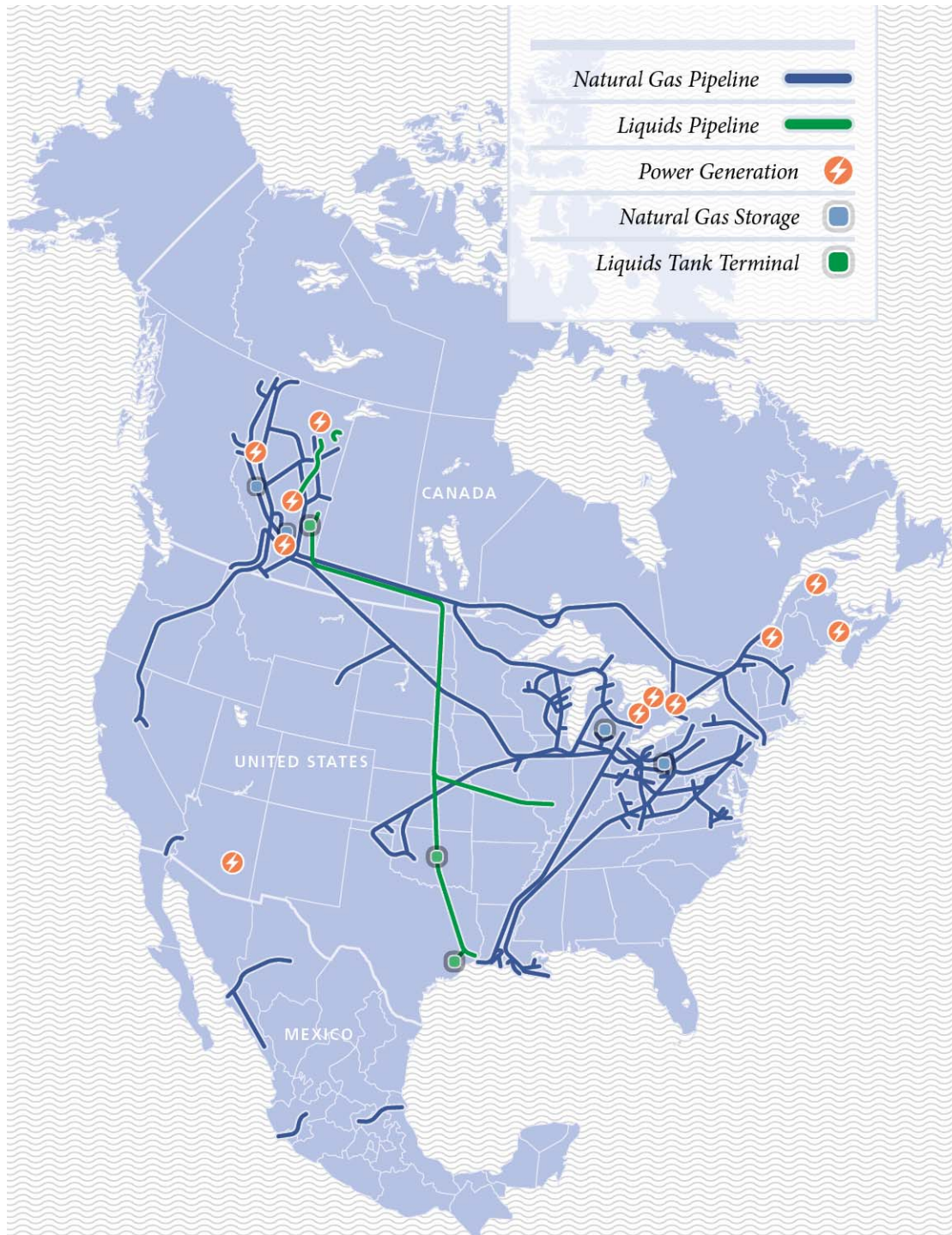
Additional information on these and other factors is available in the reports filed by TransCanada with Canadian securities regulators and with the U.S. Securities and Exchange Commission (SEC). Readers are cautioned against placing undue reliance on forward-looking information, which is given as of the date it is expressed in this presentation or otherwise stated, and not to use future-oriented information or financial outlooks for anything other than their intended purpose. TransCanada undertakes no obligation to publicly update or revise any forward-looking information in this presentation or otherwise stated, whether as a result of new information, future events or otherwise, except as required by law.

Agenda



- **TransCanada Overview**
- **Ongoing NGTL projects in Clearwater County**
 - Nordegg Compressor Station Site
 - Clearwater Compressor Station Site
 - Brewster Pipeline Section
- **Newly proposed pipeline project**
 - Proposed Expansion Mainline Expansion Project scope
 - Project overview
 - Elk River and Alford Creek Pipeline Sections
 - Princess Compressor Station Unit Addition
 - Proposed Project schedule
- **Engagement**
- **Local Opportunities**
- **Community Investment**
- **Questions**

TransCanada Corporation (TSX/NYSE: TRP)



One of North America's Largest Natural Gas Pipeline Networks

- Operate 91,900 km (57,100 mi.) of pipelines
- Transport ~25 per cent of continental demand
- Over 650 Bcf of gas storage capacity

One of Canada's Largest Private Sector Power Generators

- 11 power facilities, approximately 6,100 MW
- Diversified portfolio, including wind, nuclear and natural gas

Premier Liquids Pipeline System

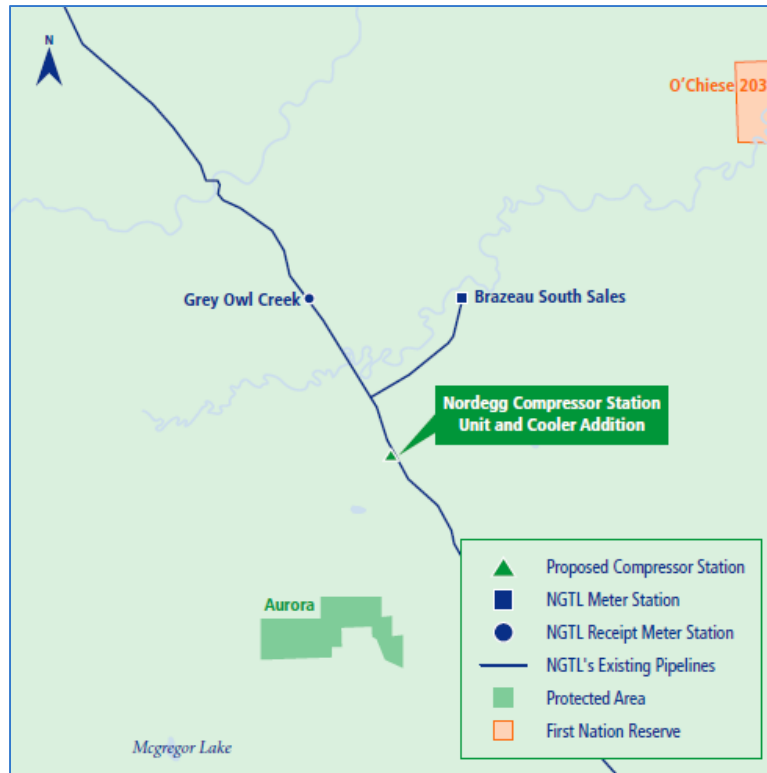
- 4,900 km (3,000 mi.)
- Keystone System transports ~20 per cent of Western Canadian exports
- Safely delivered more than 1.9 billion barrels of Canadian oil to U.S. markets

The Regulatory Process



- The National Energy Board (NEB) is the primary regulator of the NGTL System and acts in the Canadian public interest by ensuring safety and security, environmental protection and efficient operation of pipelines, associated facilities, as well as power transmission lines.
- TransCanada applies to the NEB for an Order pursuant to the National Energy Board Act depending on the activity type.
- Guidance on consultation and engagement for proposed abandonment activities is found in Guide B of the NEB Filing Manual.
- NEB consultation expectations:
 - Consultation with potentially affected groups early in project planning phases
 - Identification of potentially affected groups, their concerns and how TransCanada has addressed them
 - A summary of how input influenced the project's engagement, planning, and implementation
 - Potentially affected groups are provided with contact information for the NEB regarding application-related concerns

Nordegg Compressor Station Site



- As part of our Saddle West Expansion Project, we are currently building a 30 megawatt compressor station unit and cooler addition at our Nordegg Compressor Station site.
- We've proposed another 30 Megawatt unit and cooler addition at the site as part of our 2021 NGTL System Expansion Project, which is currently undergoing regulatory review with the NEB.

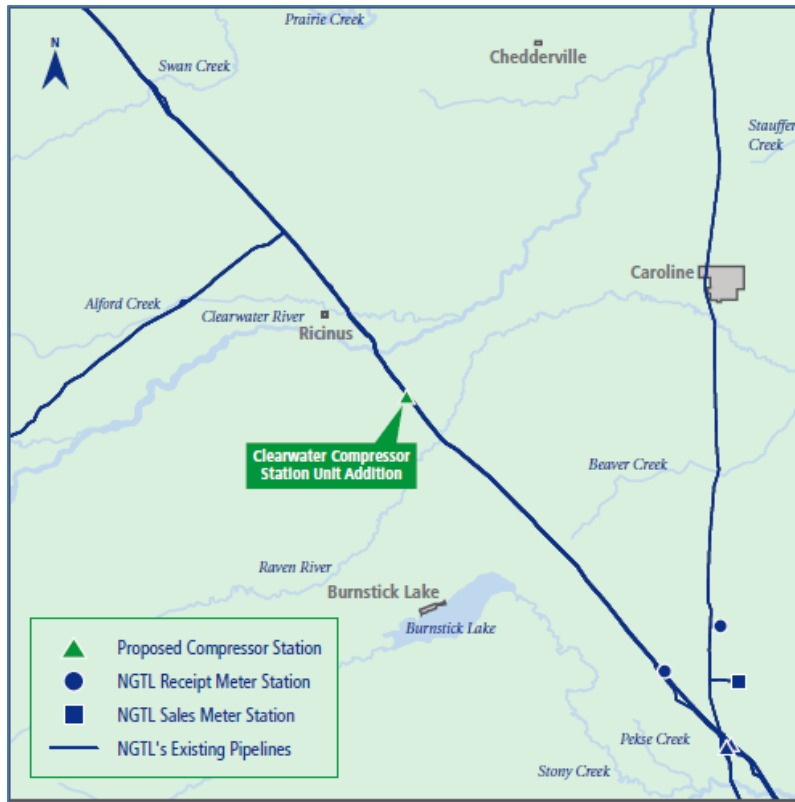
Location: SW-20-043-12 W5M (38km NE of Nordegg, AB)

Saddle West Expansion In-Service Target: Q2 2019

2021 NGTL System Expansion Construction Target: Q2 2020

2021 NGTL System Expansion In-Service Target: Q2 2021

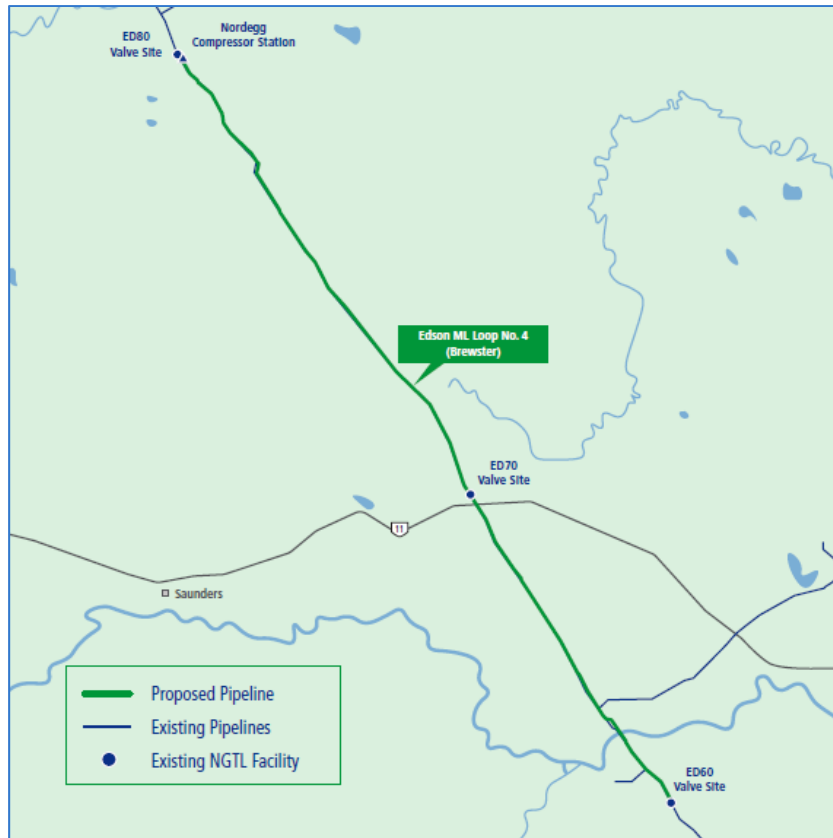
Clearwater Compressor Station Site



- As part of our Clearwater West Expansion Project, we are currently building a 30 Megawatt compressor station unit addition at the Clearwater Compressor Station site.
- We're proposing another 30 Megawatt unit addition at the site as part of a standalone project, which we plan to begin detailed engagement on shortly, followed by an application to the NEB in 2019.

Location: SE-03-036-07 W5M (16 km SW of Caroline, AB)
Clearwater West Expansion Construction Target: Q1 2019
Clearwater West Expansion In-Service Target: Q2 2020
Clearwater C/S Unit Addition Construction Target: Q2 2020
Clearwater C/S Unit Addition In-Service Target: Q2 2021

2021 NGTL System Expansion Project



- As part of our 2021 NGTL System Expansion Project, we have proposed a 48.6 km section of 48-inch (1219 mm) diameter pipeline in Clearwater County.
- We expect an NEB oral hearing later in Q2 2019 for the entire 2021 NGTL System Expansion, including the proposed additional Nordegg Compressor Station Unit Addition.

Start Point: SW-20-043-12 W5M (38 km NE of Nordegg, AB)

End Point: SE 14-039-10 W5M (29 km W of Rocky Mountain House, AB)

Construction Start Target: Q3 2020

In-Service Target: Q2 2021

Newly Proposed Pipeline Project

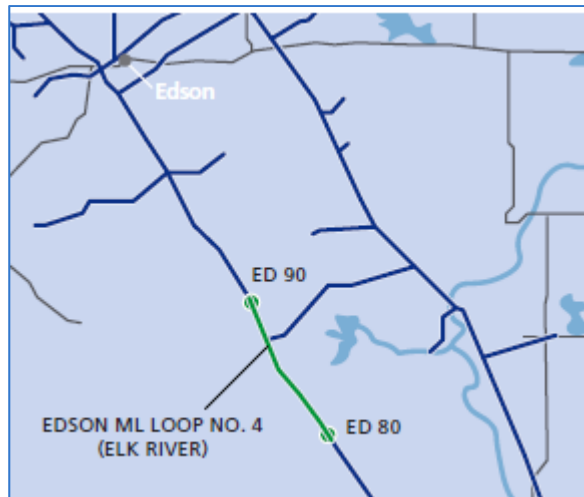


- NGTL is proposing to construct, own and operate another pipeline expansion project in western Alberta.
- The proposed Edson Mainline Expansion Pipeline Project consists of two pipeline components of newly constructed 48-inch pipe to the NGTL system, as well as a compressor station unit addition outside of Clearwater County.

Elk River and Alford Creek sections

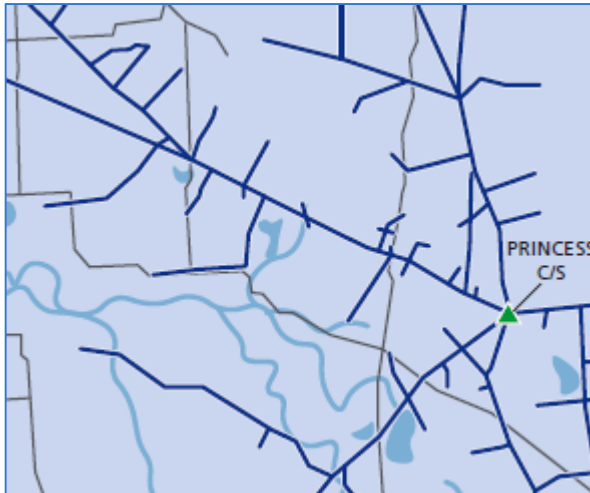


- The Alford Creek section consists of up to 45 km of 48-inch pipeline located 29 km west from Rocky Mountain House, in Clearwater County.
 - Location: begins at NE 14-39-10-W5M and ends at SE 3-36-7-W5M



- The Elk River section consists of up to 41 km of 48-inch pipeline located 115 km southeast from Hinton in Yellowhead and Clearwater Counties.
 - Location: begins at SW 3-47-14-W5M and ends at NW 20-43-12-W5M

Princess Compressor Station Unit Addition



- NGTL is also proposing a unit addition at the existing Princess Compressor Station located approximately 30 km northeast of Brooks in the County of Newell.

Proposed schedule



- **Q2 2018** Commenced early engagement with stakeholders, landowners and Aboriginal groups
- **Q3 2018** Commenced survey and field studies
- **Q4 2018** Began formal engagement on project study areas
- **Q1 2019** Filed Project Description with the NEB
- **Q1 2019** Hosting project open house
- **Q2 2019** Anticipate filing a Section 52 application with the NEB
- **Q1 2021** Subject to regulatory approval, commence compressor station construction activities
- **Q3 2021** Subject to regulatory approval, commence pipeline construction activities
- **Q2 2022** Anticipated in-service date for all project components

Local opportunities



- NGTL is committed to working with local officials and stakeholders to ensure mutually beneficial outcomes. As part of this commitment, we welcome applications from local vendors for contracting and employment opportunities.
- Anticipated employment opportunities include:
 - Equipment operators
 - Welders
 - Mechanics
 - Labourers
- The temporary construction activities will also generate increased demand for local goods and services.

Supporting Communities



- In 2017 TransCanada advanced 157 projects, and engaged with 348 potentially affected Indigenous groups across North America.
- In 2017 we:
 - Awarded 50 Indigenous Legacy Scholarships across North America
 - Generated more than \$75 million in work for Indigenous businesses

Committed to Responsible Development



- Safely delivering energy to meet North American demand in an economically, environmentally and socially responsible manner.
- Leader in the development of balanced and sustainable energy – Invested more than \$5 billion in emission-less energy sources.
- Consistently recognized for our sustainability performance by third-party investment rating agencies.

MEMBER OF
Dow Jones
Sustainability Indices
In Collaboration with RobecoSAM

ROBECOSAM
Sustainability Award
Gold Class 2016

TransCanada

Safety is our Top Priority



- Top industry safety record.
- Strive for zero safety incidents.
- We have one of the industry's largest research and development programs.
- More than 172 emergency drills and exercises completed in 2017 across our network.

Contact Us



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REQUEST FOR DECISION

SUBJECT: Caroline/Clearwater Intermunicipal Development Plan Committee Update		
PRESENTATION DATE: January 22, 2019		
DEPARTMENT: Planning & Development	WRITTEN BY: Keith McCrae, Director, Planning & Development	REVIEWED BY: Rick Emmons, CAO
BUDGET CONSIDERATIONS: <input type="checkbox"/> N/A <input checked="" type="checkbox"/> Funded by Dept. <input type="checkbox"/> Reallocation		
LEGISLATIVE DIRECTION: <input type="checkbox"/> None <input checked="" type="checkbox"/> Provincial Legislation (cite) <input type="checkbox"/> County Bylaw or Policy (cite)		
MGA		
COMMUNITY BUILDING PILLAR (check all that apply):		
<input checked="" type="checkbox"/> Economic Prosperity <input checked="" type="checkbox"/> Governance Leadership <input type="checkbox"/> Fiscal Responsibilities <input checked="" type="checkbox"/> Environmental Stewardship <input type="checkbox"/> Community Social Growth		
ATTACHMENT(S): Project Outline and Terms of Reference, Draft Caroline Clearwater IDP, Open House - Public Notice.		

STAFF RECOMMENDATION:
 That Council receives the update on the Caroline/Clearwater Intermunicipal Development Plan and Intermunicipal Collaboration Framework for information as presented.

BACKGROUND:

The Village of Caroline and Clearwater County are working together to prepare plans for the long term future of Caroline and the surrounding area. Council has requested an update from the Caroline/Clearwater IDP Committee on the preparation of an Intermunicipal Development Plan (IDP) and an Intermunicipal Collaboration Framework (ICF) for the two municipalities. I have attached a copy of the **“Project Outline and Terms of Reference”** for the two projects as a guide for this update, and in terms of where we are in the process, I would say that we currently are at items 13 through 15 on the table.

- (13) Public notice, distribution of Draft IDP, and referrals to agencies - **completed**
- (14) Prepare Framework Bylaw and review with Administrations - **to reviewed with CAO’s prior to the next IDP Committee meeting to be held on February 22, 2019**
- (15) Host open House (shared with Village MDP) – **See attached Public Notice for info**

A copy of the "**Draft IDP**" has been attached for your information. Council is invited to attend the upcoming Open House on January 29, 2019.

I have not attached a copy of the "**Draft ICF**", however, highlights for the content of the Draft ICF document are:

- The Committee has reviewed an inventory of services that are currently provided and an inventory of the existing agreements between the Village and County.
- The Committee has created a set of principles to guide future decisions on sharing services.
- The Committee has set out discussion protocols and dispute resolution process based on the Stronger Together framework and the ICF Regulation requirements.
- The Committee has discussed ideas for future sharing of services that are of interest to the Village and/or County.
- The Committee has identified an implementation schedule for the future services to be explored for possible new agreements and a schedule for the update of existing agreements.

So far, the process has gone well, and we are currently in line with our target dates.

Caroline – Clearwater Intermunicipal Collaboration Framework and Intermunicipal Development Plan Project Outline and Terms of Reference

Project Description

The project will create an intermunicipal collaboration framework and an intermunicipal development plan between the Village of Caroline and Clearwater County.

Project Roles and Responsibilities

Representatives from each Council will be appointed to the project steering committee. This involves overall direction of the process to be carried out by PCPS, with the assistance of County and Village Administration. It also involves review of materials, discussion of issues and options, and participation in public consultation efforts. It is expected that the Committee’s discussions will be based on the Stronger Together protocols for intermunicipal cooperation agreed upon by Clearwater County and the Village of Caroline.

Administration will be involved in the collection of relevant background materials, public input sessions, review of draft materials and review of the proposed plan and framework.

Project Work Plan and Timeline

Phase 1: Project Start-Up and Background Information	
Activities	Target Date
(1) Start-up meeting with Committee	July 6, 2018
(2) Meeting with Committee to review and discuss inventory of services, inventory of agreements, background report, and arrangements for public visioning/input sessions	
Phase 2: Public Input and Setting Visions and Principles	
Activities	Target Date
(3) Public notice of plan process and invitation to input and visioning sessions <i>(shared with MDP)(web page set-up)</i>	July 27, 2018
(4) Workshop with Committee to set out principles for sharing services and identify any new services to be shared	
(5) Host input and visioning sessions <i>(shared with MDP)</i>	August 30, 2018
(6) Prepare summary of input and ideas, draft vision statement, and draft plan principles for IDP	September 2018

(7)	Meeting with Committee to review input, draft vision, and draft principles for IDP and updated list of services to be shared	September 2018
Phase 3: Writing the Draft Plan and Draft Framework		
Activities		Target Date
(8)	Writing Draft IDP text and preparing land use concept(s) for the IDP	October 2018
(9)	Preparing Draft Framework based on principles and draft schedule for agreements and reviewing with Administration	October 2018
(10)	Meeting with Committee to review Draft IDP text and select a preferred land use concept	November 2018
(11)	Meeting with Committee to review Draft Framework	November 2018
(12)	Revisions to Draft Plan and Draft Framework	December 2018
Phase 4: Public Review of Draft Plan		
Activities		Target Date
(13)	Public notice, distribution of Draft IDP, and referrals to agencies	January 2019
(14)	Prepare Framework Bylaw and review with Administrations	January 2019
(15)	Host open house (<i>shared with MDP</i>)	January 2019
(16)	Prepare summary of input and possible responses	February 2019
(17)	Meeting with Steering Committee to review input and discuss changes to IDP and review ICF Bylaw	February 2019
(18)	Revisions made to IDP and ICF Bylaw	March 2019
Phase 5: Plan Adoption and Framework Bylaw Adoption		
Activities		Target Date
(19)	First reading of adopting bylaws for IDP and presentation of ICF Bylaw to both Councils	April 2019
(20)	Public notice, distribution, and referral of IDP bylaw and IDP	April 2019
(21)	Joint Public hearing hosted by Village and County Councils	May 2019
(22)	Adoption of ICF Bylaw by each Council	May 2019
(23)	Revisions (if required) and Final IDP created	May 2019

**CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN**

November 30, 2018

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 Clearwater – Caroline 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 Burntstick 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 Clearwater-Caroline 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](#).

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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.

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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

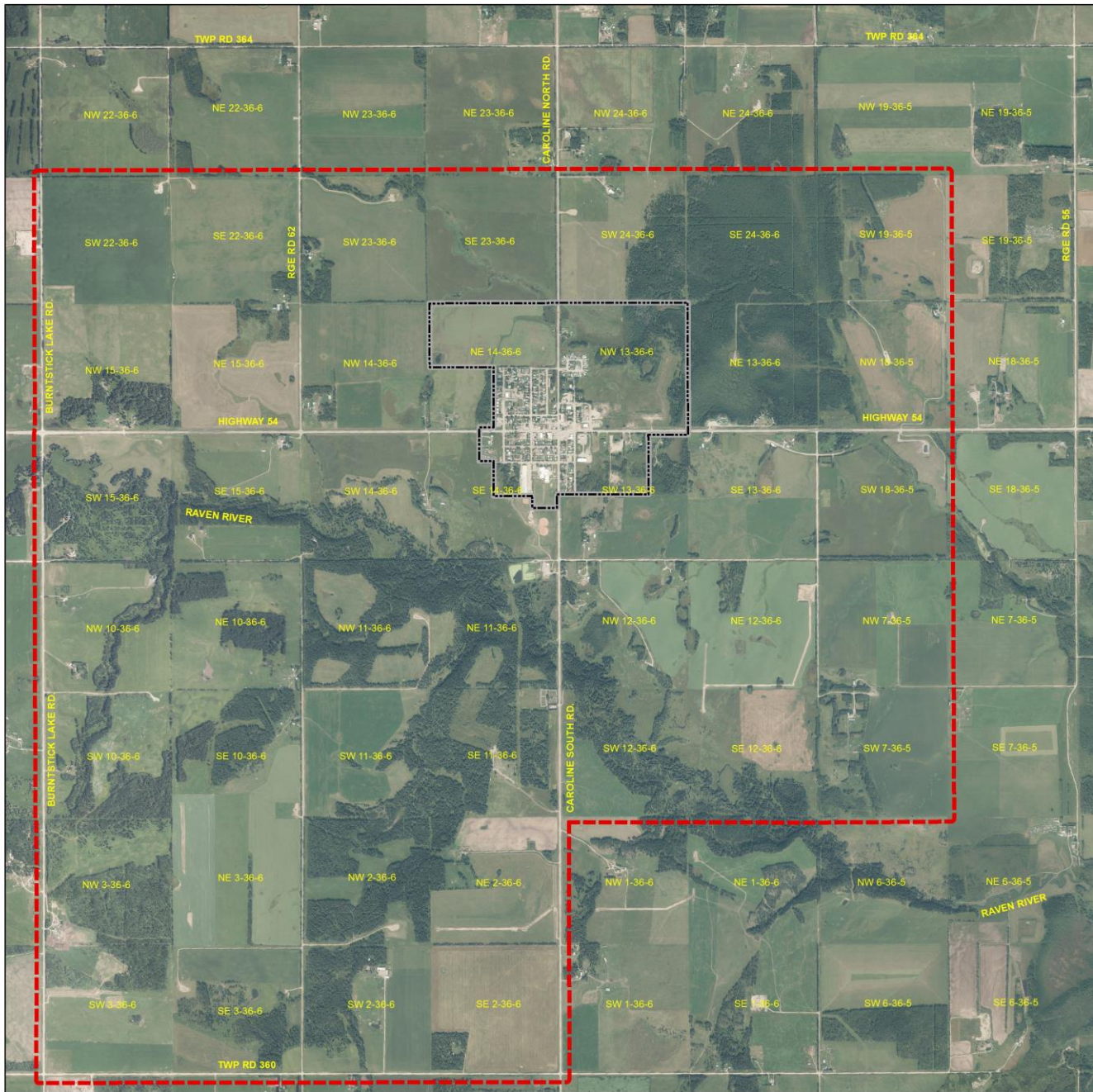
8.5.12 At the end of five years from the date that this Plan is adopted by both Councils, the two municipalities shall consider the need for a review of the Plan. If necessary, the Plan shall be updated and revised. Thereafter the Plan shall be considered for review every five years unless some alternative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

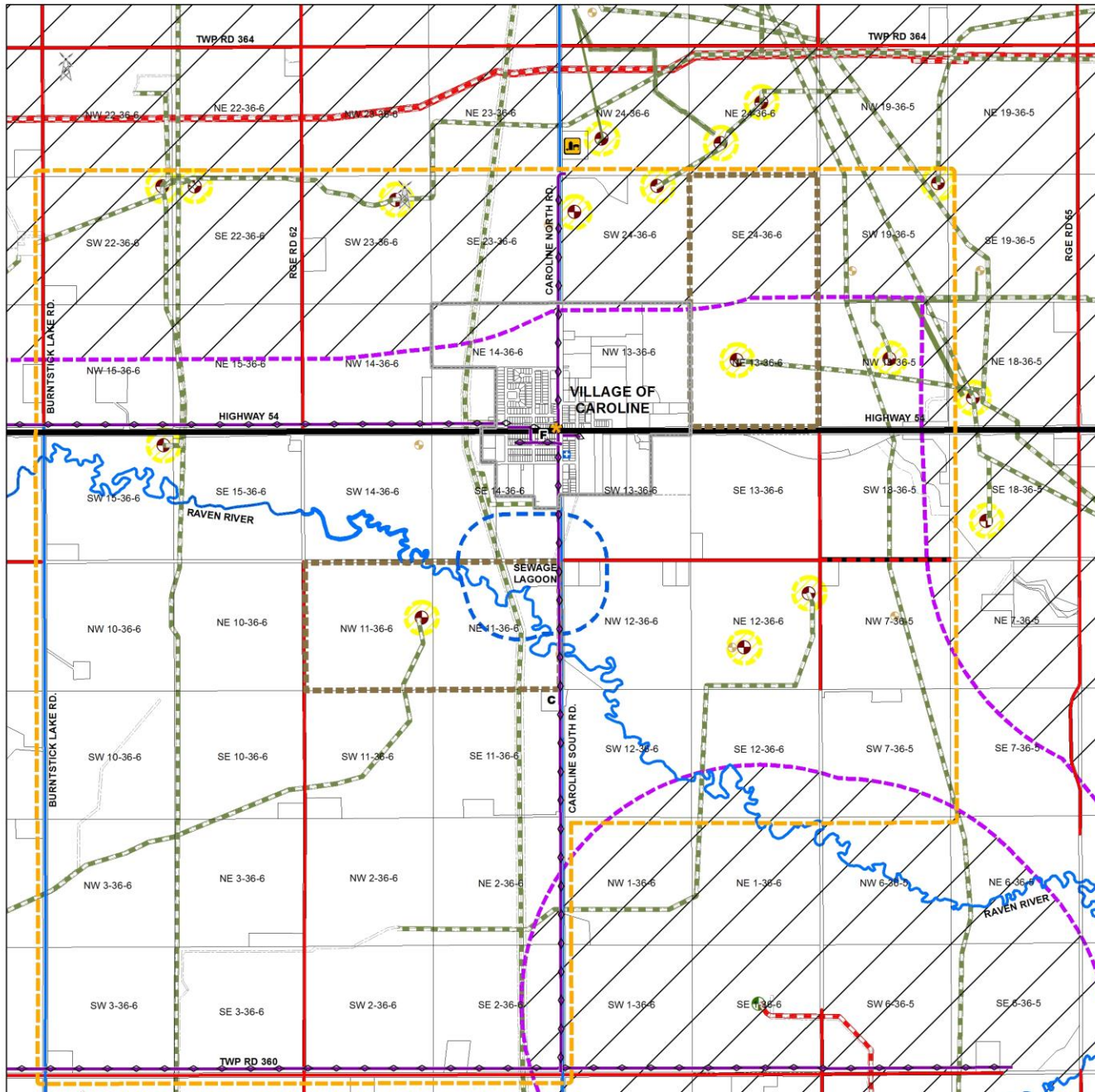
- - - Plan Area Boundary
- Village of Caroline Boundary

Orthophoto Date: June 7, 2017



November 2018





MAP B: SIGNIFICANT FEATURES

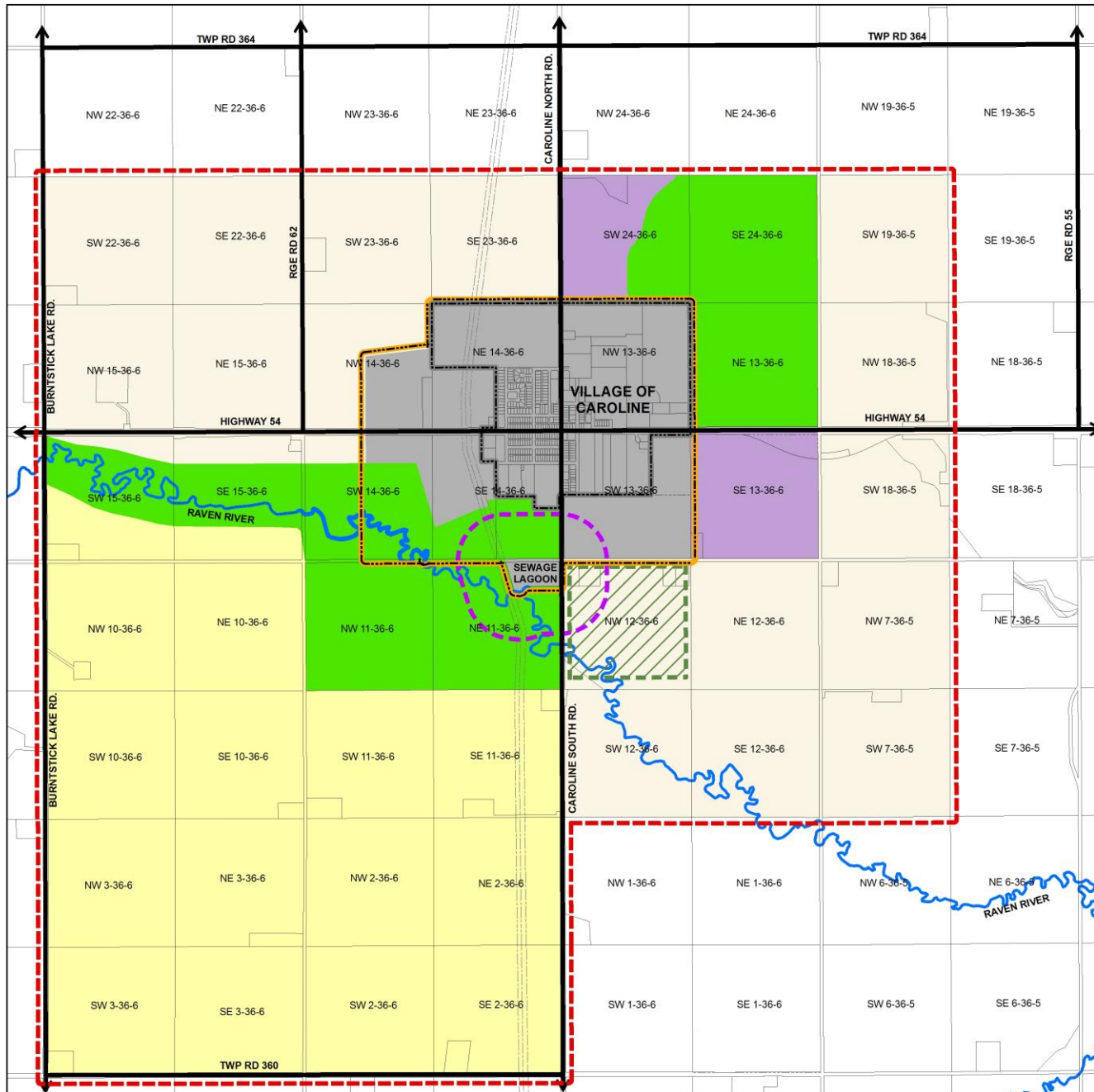
- Sour Oil/Gas Pipeline Level 4 - 1.5km Setback
- Active Sweet Oil/Gas Pipeline
- Active Sour Oil/Gas Pipeline
- Abandoned Sweet Oil/Gas Pipeline
- Active Sour Oil/Gas Well
- Active Sweet Oil/Gas Well
- Abandoned Oil/Gas Well
- Wells 100m Buffer
- Plan Area Boundary
- Village Boundary
- Paved Provincial 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.



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CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

**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

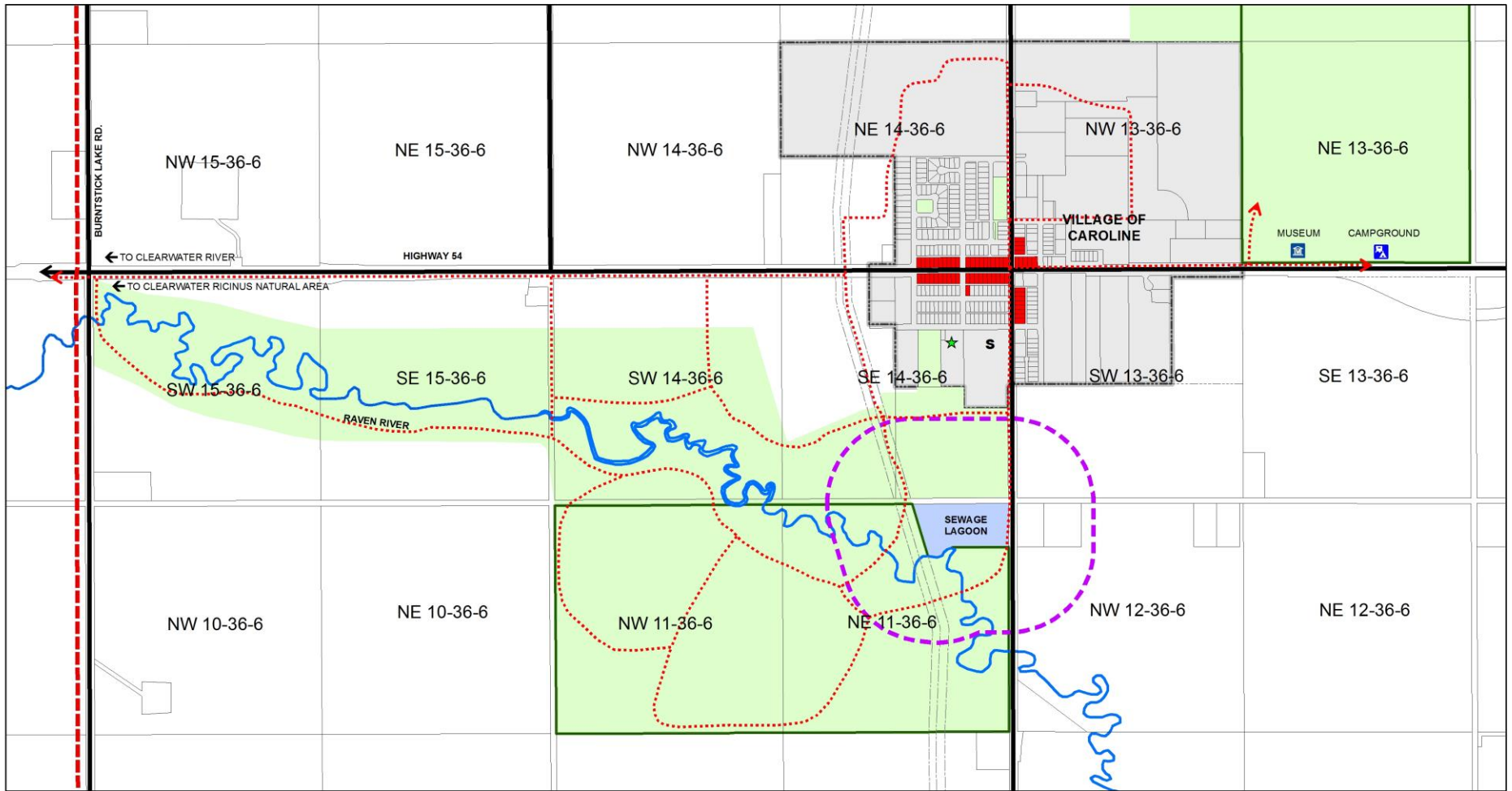
- Village Growth Area
- Joint Growth Area
- County Growth Area/Rural Acreage
- Natural/Open Space Area
- Agricultural/Rural Development Area

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.



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CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

MAP D: OPEN SPACE
AND TRAILS

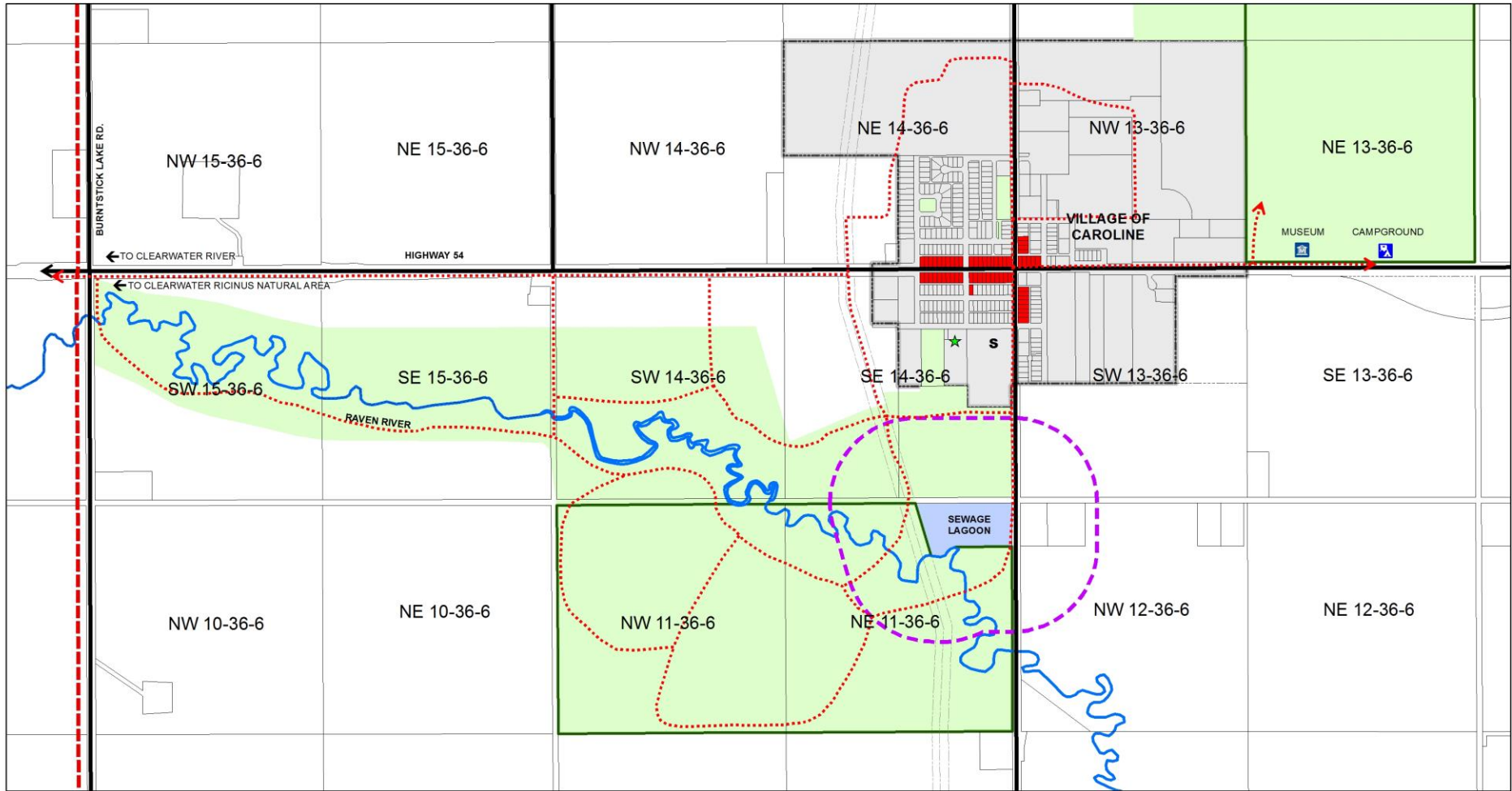
- Plan Area
- Main Transportation Routes
- ⋯ Future Trail Desire Lines
- Lagoon Setback (300m)
- Sewage Lagoon
- Parks
- Services
- Village Of Caroline
- Crown Land
- S** Caroline School
- ★ HUB (Arena, Curling Rink, Hall, Services)
-  Campground
-  Museum

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.



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CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

**MAP E: OPEN SPACE
AND TRAILS**

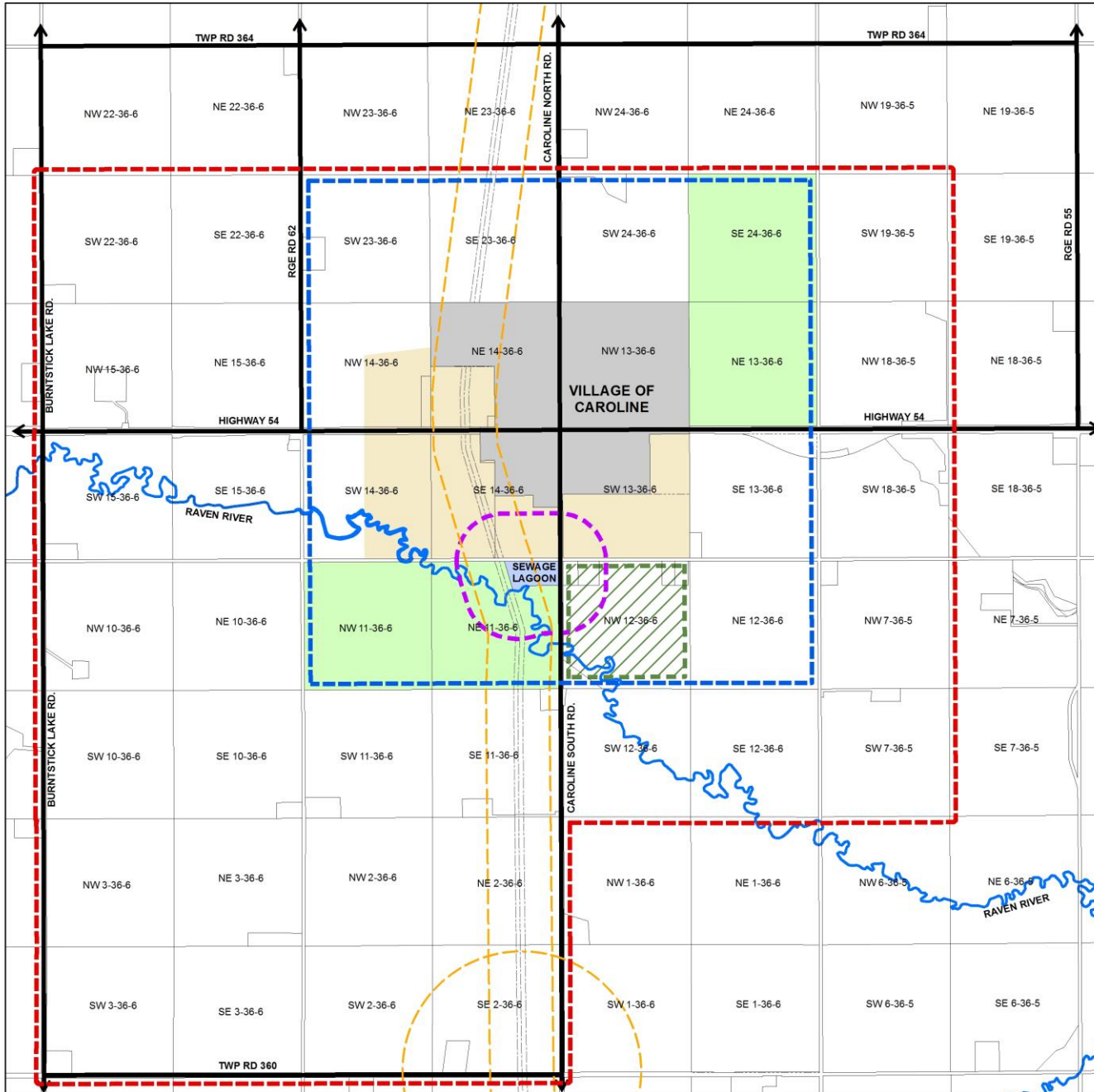
- - - Plan Area
- Main Transportation Routes
- Future Trail Desire Lines
- Lagoon Setback (300m)
- Sewage Lagoon
- Parks
- Services
- Village Of Caroline
- Crown Land Area
- S** Caroline School
- ★ HUB (Arena, Curling Rink, Hall, Services)
- Campground
- Museum

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.



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CAROLINE - CLEARWATER
INTERMUNICIPAL DEVELOPMENT PLAN

**MAP E: PLAN AREA AND
REFERRAL AREAS**

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



November 2018



PUBLIC NOTICE

OPEN HOUSE ON DRAFT PLANS

The Village of Caroline and Clearwater County are working together to prepare plans for the long term future of the Caroline and Area community. These plans will set the desired path for future development in and around Caroline. The two plans being created are:

- A Municipal Development Plan for the Village of Caroline; and
- An Intermunicipal Development Plan for the Village and surrounding lands in the County.

Draft versions of the Village of Caroline Municipal Development Plan and the Caroline-Clearwater Intermunicipal Development Plan are available for public review and comment. The draft plans are on the Village website (www.villageofcaroline.com/mdp---idp.html), or the County website (www.clearwatercounty.ca/p/caroline-and-area-plan).

Both plans look at the long term use of land in the village and immediately surrounding lands (approximately 1-2 miles around Caroline). They will influence the future look and shape of the community and provide direction on where and how growth and change may happen.

On **Tuesday, January 29, 2019** we will be hosting an open house in the Community Hall at the Caroline HUB in Caroline. Two presentation and question/discussion sessions are also planned.

The open house portion will run from 2:30 p.m. to 7:30 p.m. with display boards available for viewing and planning staff available to answer questions or discuss the plans with you. The timing is flexible and you are welcome to attend when convenient for your personal schedule.

A brief presentation about each plan followed by a question/discussion session will take place at 3:30 p.m. and again at 6:00 p.m.

WHAT: Open House on Draft Village of Caroline Municipal Development Plan and Caroline-Clearwater Intermunicipal Development Plan

WHERE: Community Hall at the Caroline HUB in Caroline

WHEN: **Tuesday, January 29, 2019**
2:30 pm – 7:30 pm Open house displays available for viewing and discussion
3:30 pm – 5:00 pm First Presentation and Question/Discussion session
6:00 pm – 7:30 pm Second Presentation and Question/Discussion session

Comments on the draft plans are welcome. Please send them in by **Wednesday, February 6, 2019** to either of the contacts listed below.






Craig Teal, RPP MCIP at craig.teal@pcps.ab.ca or 403-343-3394, or
Natasha Wright at natasha.wright@pcps.ab.ca or 403-343-3394

Information about the plans, their purpose, and the process to create them can be found on the Village website (www.villageofcaroline.com) or the County website (www.clearwatercounty.ca).





REQUEST FOR DECISION

SUBJECT: Letter to Minister Phillips, Alberta Environment and Parks – Bighorn Country Proposal		
PRESENTATION DATE: January 22, 2019		
DEPARTMENT: Municipal	WRITTEN BY: Christine Heggart, Manager Intergovernmental & Legislative Services/ Djurdjica Tusic, Communications Coordinator	REVIEWED BY: Rick Emmons, CAO
BUDGET CONSIDERATIONS: <input checked="" type="checkbox"/> N/A <input type="checkbox"/> Funded by Dept. <input type="checkbox"/> Reallocation		
LEGISLATIVE DIRECTION: <input checked="" type="checkbox"/> None <input type="checkbox"/> Provincial Legislation (cite) <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 type="checkbox"/>  Fiscal Responsibilities		
<input checked="" type="checkbox"/>  Environmental Stewardship <input type="checkbox"/>  Community Social Growth		
ATTACHMENT(S): Draft Letter; Bighorn Country Complete Proposal link		

STAFF RECOMMENDATION:

That Council reviews, amends and approves the draft letter stating non-support related to the Government of Alberta's Bighorn Country plan as proposed.

BACKGROUND:

On Friday, November 23, 2018, Council learned of the Government of Alberta's [Bighorn Country Proposal](#) which proposes a new wildland park, three new provincial parks and four new provincial recreation areas within the Clearwater County region predominantly.

Being the single largest municipality impacted by the *Bighorn Country Proposal*, both in land base and population base, Council took time to digest the proposal and have some of their questions answered by the province.

Council motioned at their December 11, 2018 meeting to authorize all Councillors' attendance at all of the Government of Alberta Bighorn Country public information and stakeholder sessions. Council also attended meetings with neighbouring municipalities

in order to have a more wholistic view of the proposal and its impacts on industry, residents and visitors.

Council motioned at their January 8, 2019 meeting to direct Administration to draft a response letter of non-support of the plan as presented to Minister Phillips on behalf of Council. The draft letter is attached for Council's review, amendment and approval.

Does Council have any additional questions or comments to provide Administration with further direction for the County's formal response to the Province?



January 22, 2019

Honourable Shannon Phillips
Minister of Environment and Parks
208 Legislature Building
10800 - 97 Avenue
Edmonton, AB T5K 2B6
aep.minister@gov.ab.ca

Dear Minister Phillips:

Clearwater County Council would like to thank the Province of Alberta for the opportunity to respond to the *Bighorn Country Proposal*. After careful analysis and participation in all of the Province's stakeholder and public information sessions, Clearwater County Council is disappointed to announce that we do not support the *Bighorn Country Proposal* and Draft Management Plan at this time.

The *Bighorn Country Proposal* covers a large and complex area, both in the level and variety of integrated uses as well as the ecological diversity of landforms and biological species present. Clearwater County is the single largest municipality impacted as well as the largest developer in the Bighorn Country region – currently holding title to 1,435 acres in the hamlet of Nordegg.

Clearwater County Council and Administration have taken the time to thoroughly understand the plan and its potential impacts to all user groups in our region. During the consultation period we have had the opportunity to hear from many residents and visitors, listening to their views and concerns, and thank them for their respect, passion and commitment to the future of the West Country. We also thank them for their patience while we worked through the process before responding to the Province. We respect the statements made by other municipalities and their position on the Proposal but feel that the issue is much more complex in Clearwater County, as such our Council feels it is more appropriate to provide comments specific to the different proposed land designations.

West Country PLUZ

The proposed West Country Public Land Use Zones (PLUZ) covers a significant area of Clearwater County, to date it has been vacant crown land where random access and camping has become a culture of use over several decades. The number of visitors, especially on weekends, can be substantial and over the years has led to the overuse of some areas resulting in conflicts with stakeholders such as oil, gas and forestry. There are currently no designated trails in the West Country area (as regulation requires in a PLUZ). Clearwater County recognizes that a PLUZ designation would provide additional tools to manage recreation while leaving industry, agriculture, and trapping to continue under their existing regulations. Clearwater Trails Initiative (CTI), a group exploring ways to manage recreation in this area, has asked Alberta Environment and Parks (AEP) for a PLUZ designation for that very purpose. However, a PLUZ designation also provides more tools to close areas to recreation, particularly motorized trail use and random camping, which is a cause for concern with many users.



Considering the size of the proposed PLUZ it would take substantial resources over many years to develop managed camping and trails for the increasing number of users. Recently, AEP has undertaken to close some areas to motorized use to protect species at risk or sensitive environments with no funding or political will to provide alternate or enhanced routes elsewhere. Clearwater County feels that these decisions should involve stakeholder input, including industry, agriculture and other users, possibly in the form of a Standing and Steering Committee model. Given the high level of current activities, as well as potential additional visitors displaced from southern areas of the province, there is concern of increased demand in an already busy area. A PLUZ designation would provide further management tools, but the response of government should not be to close areas/trails without providing alternative options where appropriate. This would help rebuild trust with stakeholders unsure of the ability and commitment of the government to follow through with the proposed plans.

David Thompson Provincial Park

This proposed park, situated along the Highway 11 corridor from Banff Park to the Cline River, encompasses not only the currently protected Kootenay Plains Ecological Area but also existing campgrounds and areas that have been traditionally accessed for random camping. There is currently no motorized recreation allowed in this area and the proposed plan seeks to respect current uses with a higher level of management. Furthermore, lands designated for traditional First Nations use would remain outside of the proposed park. This area attracts a high number of visitors, concentrated close to the highway, and while already reasonably well protected within the current PLUZ and Ecological Reserve designations, there is need for more infrastructure such as camping, washroom, garbage and staging area facilities as well as enforcement and education.

North Saskatchewan River Provincial Park

The scope of this park appears to be centered around protecting, to a higher degree, representative ecological subregions found in Alberta. The north border for this park coincides with a large powerline that provides an OHV route through the area. There is one designated trail into the proposed park which is to remain as a permitted use. It is worthy to note that a percentage of visitors to the Bighorn Region have physical limitations and rely on motorized transportation to access many areas. This is an important aspect to recognize when formulating recreation management plans and choosing appropriate land use designations. A major focus of this park could be for support of river accessed recreation, while allowing overland visitation as well. Clearwater County agrees that not all areas should be accessible by vehicle, and since this is a relatively small area in the Bighorn region it could be managed to mainly support river-based recreation.

Ya Ha Tinda Provincial Park

This proposed park removes area from the current Kiska Wilson PLUZ. This is a very busy area, particularly for equestrian use, influenced by the presence of the Ya Ha Tinda Ranch and suitable terrain for this activity. Volunteer groups, most notably Friends of the East Slopes Association (FOESA), have donated a significant amount of time and capital investment into equestrian campground and trail development along with annual maintenance. While rightfully proud of what they have accomplished, frustrated has peaked by the inability to move forward with further campground and trail development in a PLUZ environment both in the Ya Ha Tinda and other areas. The proposed plan only indicates that equestrian use would be allowed on existing trails so expanding to accommodate any increase in user numbers would be further stymied.



The proposal states that due to terrain and topography there is limited options for land and for tourism-based developments. Given these factors and the level of protection already in place through the Kiska Wilson PLUZ it may be more prudent to leave the area as a PLUZ since trails already exist in most of the suitable locations. This would also provide more flexibility than within the *Parks Act* for management of hunting, trapping, existing grazing or mountain pine beetle outbreaks should they occur.

Bighorn Dam Provincial Recreation Area (PRA)

This is one of the highest use areas in the region where there is a great need for investment in management and infrastructure. In past years AEP and the Bighorn Backcountry Standing and Steering Committees worked on developing a management plan including campgrounds designed to specific user groups such as OHV, equestrian and biking with access to designated trails. Unfortunately, this project was never completed to the end of the planning stage but could easily be revisited. There were even provisions for some small commercial developments near the highway access to service the users. Clearwater County still supports this concept. There would be a significant change to the present manner in which visitors are accessing and using this area for camping and trail riding (north of the river), therefore significant education and some enforcement would be required to successfully move to a PRA management environment. All existing designated OHV trails accessed from the Bighorn Dam area fall within the Kiska Wilson PLUZ.

Shunda and Snow Creek Provincial Recreation Areas

These two PRAs are close together and in close proximity to the hamlet of Nordegg. Shunda would encompass one of Clearwater County's previously identified tourism nodes where facilities and visitor attractions are suitable developments. Snow Creek has been identified in the proposal as a potential site for Nordic ski trails. Clearwater County supports this part of the proposal but would suggest any tourism developments to consider the David Thompson Country's Regional Tourism Strategy.

Hummingbird Provincial Recreation Area

This is another very busy area identified in the proposal as important for staging, camping and OHV/Equestrian trail riding. Similar to Ya Ha Tinda, there has been significant volunteer stakeholder investment in equestrian friendly camping and staging by FOESA and others. To date it has been managed through the Bighorn Backcountry Committees as part of the Upper Clearwater/Ram PLUZ and the Hummingbird Public Land Recreation Area. Volunteers have done significant trail improvements in the past (OHV and Equestrian), but with recent flood impacts and heavy use it has led to the deterioration of some trails.

This proposed PRA adjoins the Ram Falls Provincial Park. Typically, there are few people camped at Ram Falls as they prefer the "free" camping at Hummingbird with the ability to have horses and OHVs in camp. Additionally, the sites at Ram Falls are outdated for today's RVs. Any new management proposals for this area should include upgrades to the Ram Falls campground, possibly with consideration of OHV staging being allowed, at least where there is close access to nearby trails.

Bighorn Wildland Provincial Park

The proposed parks and PRAs along the Highway 11 corridor gives more control over access to the area in general which further protects the existing PLUZ. Areas with heavy use and in need of different management can be dealt with through the proposed Parks and PRAs or even simply with infrastructure/operational investments in the PLUZ.



Also, a PLUZ gives more flexibility in dealing with wildfires, prescribed burns and response to Mountain Pine Beetle outbreaks. At this time, it is difficult to see any advantage to moving forward with the proposed Wildland Park. It may be something to re-access once supporting infrastructure and management along the Highway 11 corridor is in place.

General Comments

The success of this proposal moving forward is dependent on significant capital and operational investment, both in establishing the proposed designated areas and in their continued use and management, particularly if over time the number of visitors increase. While AEP has acknowledged that even \$40 million over five years is not going to be enough, there is no guarantees that funding will continue given the current economic climate and deficit position. AEP has also been sending mixed signals that a user pay system is something they are willing to seriously consider. This is particularly important for the OHV and equestrian users as their trails and facilities are much more expensive to build and maintain in comparison to hiking and biking trails.

This would further spur development in the hamlet of Nordegg along with investment in the PRAs, Provincial Parks, and the Rocky-Nordegg Trail. Creating year-round tourism attraction still requires adding facilities and resources for visitors such as winter road maintenance, garbage handling, and emergency services.

AEP has repeatedly said they will be doing one on one consultations with First Nations and that they will be considered as a managing partner with respect to traditional activities. To date, the First Nations we have spoken with have not been consulted on this proposal.

Increasingly we are seeing that management cannot continue with the status quo. Pressures from recreation and industry have increased significantly over the years with virtually no investment other than volunteer efforts for trails and camping. Improvements have been seen with what work has been done, including educational initiatives like Sasquatch and Partners and ups and downs in enforcement levels including the successful Long Weekend Task Forces. Volunteers are losing enthusiasm with the uncertainties of operating under the *Parks Act* and the increased “paperwork” including the new OHS requirements. Eagle Point-Blue Rapids in the Drayton Valley area was one of the first attempts at involving stakeholders in Park/PRA management with little success. Of course, Castle Provincial Park and Castle Wildland Provincial Park in southwest Alberta has not been a positive experience for many stakeholders and is an example of government mistrust held by many people.

Again, more time is needed to refine the *Bighorn Country Proposal* to address its deficiencies and Council would look forward to additional opportunity to provide input into the Province’s future recreation management initiatives within the Clearwater County region and assist in a transparent consultation process. In the meantime, should you wish further information, please contact our CAO Rick Emmons at 403-845-4444 of remmons@clearwatercounty.ca

Sincerely,

Jim Duncan, Reeve



cc: Clearwater County Council
Brazeau County
Ponoka County
Town of Sundre
Town of Rocky Mountain House
Lacombe County
County of Wetaskiwin
Drayton Valley
RMA Alberta
Village of Caroline
Jason Nixon, Rimbey-Rocky Mountain House-Sundre MLA

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