

# Municipal District of Opportunity No. 17

## Municipal Development Plan



SEPTEMBER, 2020 Bylaw No. 2020-12





THE MUNICIPAL DISTRICT OF OPPORTUNITY NO. 17

BYLAW 2020-12

BEING A BYLAW OF THE MUNICIPAL DISTRICT OF OPPORTUNITY NO. 17 TO ADOPT THE MUNICIPAL DEVELOPMENT PLAN

**WHEREAS** Section 632(1) of the Municipal Government Act, RSA 2000 c M-26, provides that a Municipal Council must by bylaw adopt a municipal development plan;

**WHEREAS** a new municipal development plan has been prepared for the Municipal District of Opportunity No. 17;

**NOW THEREFORE** the Council of the Municipal District of Opportunity No 17, duly assembled, enacts as follows:

1. THAT the Municipal Development Plan, being Schedule "A" attached hereto is adopted.
2. THAT Bylaw 2003-07, being the Bylaw adopting the Municipal Development Plan of 2003, is hereby repealed.

This Bylaw comes into effect upon the date of the final Reading thereof.

READ A FIRST TIME this 12<sup>th</sup> day of AUGUST, A.D. 2020.

  
Reeve

  
Chief Administrative Officer

PUBLIC HEARING held on 9<sup>th</sup> day of SEPTEMBER, A.D. 2020.

READ A SECOND TIME this 9<sup>th</sup> day of SEPTEMBER, A.D. 2020.

  
Reeve

  
Chief Administrative Officer

READ A THIRD TIME AND PASSED this 9<sup>th</sup> day of SEPTEMBER, A.D. 2020.

  
Reeve

  
Chief Administrative Officer

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# 1. PROJECT BACKGROUND

The Municipal District of Opportunity No. 17 covers a substantial portion of north-central Alberta's boreal forest. The Municipal District is the third-largest municipality in Alberta and covers an area of 3.14 million hectares from Athabasca in the south to the Birch Mountains Wildland Provincial Park in the north.

Several First Nations are located within the Municipal District including Bigstone Cree Nation and Loon River First Nation. The Municipal District includes four hamlets, Wabasca, Red Earth Creek, Sandy Lake and Calling Lake as well as three other community areas in the process of being designated as First Nations reserve.

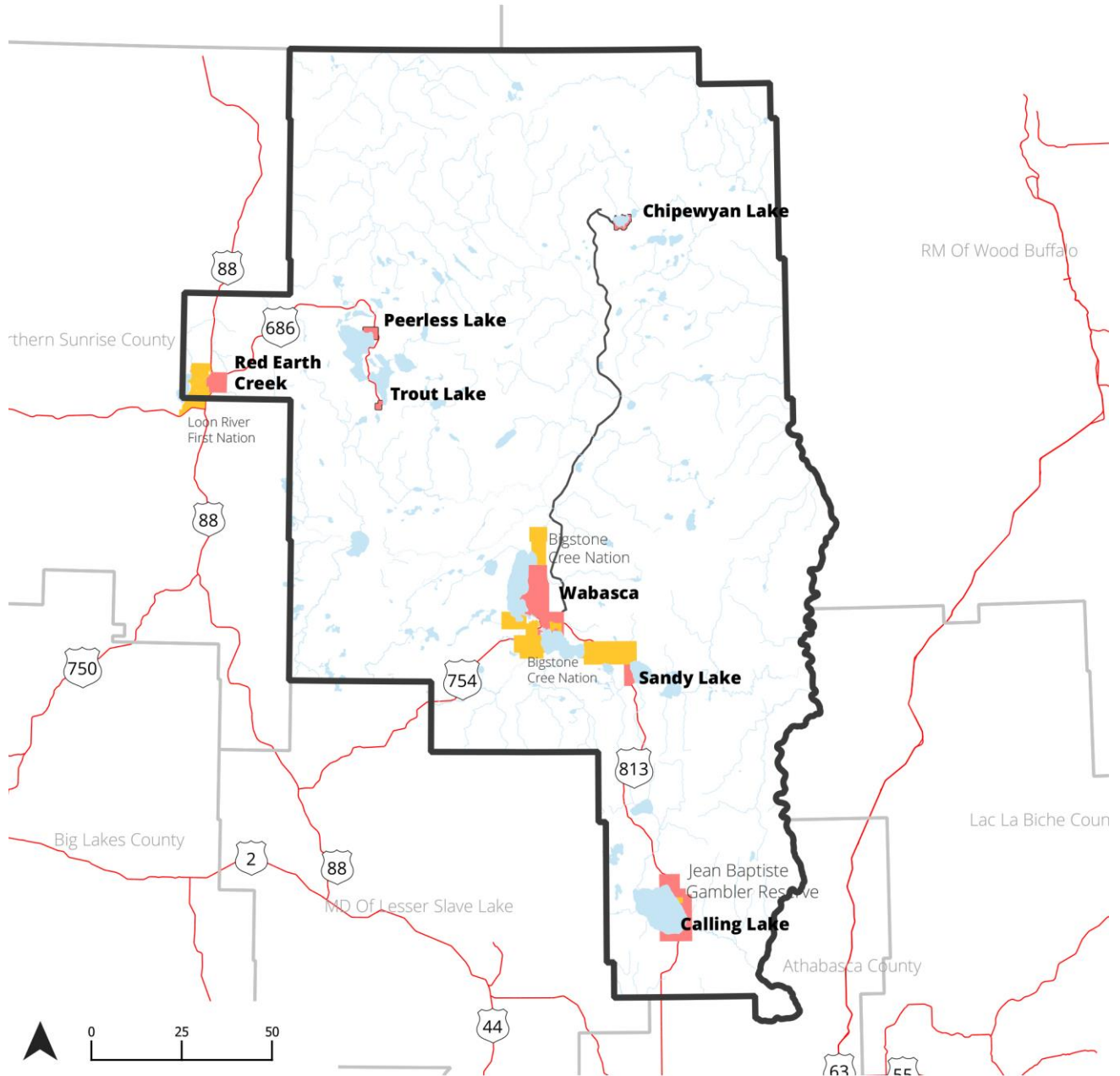
Opportunity is bordered by a number of rural municipalities including Athabasca County and the Municipal District of Lesser Slave Lake to the south and west, the Lac La Biche County and the Regional Municipality

of Wood Buffalo to the east and north and Sunrise County to the west. The general overview of the Municipal District of Opportunity is seen in Map 1: Context. The land within the Municipal District is primarily boreal forest that is characteristic of the northern portions of the province. Dominant natural features within the Municipal District include Peerless Lake and Graham Lake, North and South Wabasca Lake and Calling Lake in the south.

Lands within the Municipal District are primarily crown-owned and provincially managed as part of the Green Area. This ensures provincial oversight of the natural and mineral resources that are plentiful in the Municipal District.

The goal of this Municipal Development Plan is to ensure the sustainable use of those resources and balance that with the needs of the area's residential communities.

# Map 1. Context



## Legend

- MD of Opportunity Boundary
- First Nations Reserves
- Community Areas

### Roads

- Local
- Provincial Highway

## 1.1 Purpose

The MDP represents a set of long-term goals and decisions which a municipal council has made addressing future land use change and development within its jurisdiction. The Council of the Municipal District of Opportunity No. 17 has considered it desirable to update its existing MDP to serve as the policy framework for planning and coordination of development and subdivision in the Municipal District.

It also assists Council in the overall decision making process including managing the interface between resource-based industries and residential land uses, guiding hamlet growth and servicing expansion, accommodating the expansion of industrial and commercial development, future transportation networks and acquisition of reserve land for civic purposes.

The MDP does not address topics related to land ownership, land assessment and taxation. Any new land use or development proposal that does not comply with this Plan shall not be considered unless the Plan itself is amended to accommodate that proposal.

## 1.2 Interpretation

The following explains how content, policies, and text within the MDP shall be interpreted.

### Non-compliant uses

The MDP is not retroactive. Land uses in existence prior to the adoption of the Plan which do not comply with this Plan are permitted to continue.

### Preambles

Where an introductory preamble accompanies a policy, it is provided for

information purposes only and is intended to enhance the understanding of the policy. Should there be any inconsistencies between the preamble and a particular policy, the policy will take precedence.

### Terms

The following terms, when used in policy statements, have specific meanings as follows:

- **“shall” or “will”** in this document denotes an action statement that requires mandatory compliance;
- **“should”** in this document denotes an action statement that requires compliance in principle, unless it can be clearly demonstrated to the satisfaction of the applicable authority that it is not reasonable, practical or feasible in a given situation; and
- **“may”** in this document denotes a discretionary action that may or may not be undertaken depending on the situation and context.

### Integration with the Land Use Bylaw

The MDP is intended to provide broad policy direction with respect to land use planning and development matters in the Municipal District of Opportunity, in accordance with Section 632 of the *Municipal Government Act* (the Act). Specific direction with respect to land use and development is provided through the Land Use Bylaw (LUB) of the Municipal District. The LUB regulations shall reflect the objectives and policies established in the MDP.

### Implementation

Section 637 of the *Act* provides that

*“The adoption by a council of a statutory plan does not require the municipality to undertake any of the projects referred to in it.”*

To the extent that MDP policies contemplate the expenditure of public funds or the dedication of public resources, those policies must necessarily be read and interpreted subject to Section 637. Implementation of these policies will depend upon future resource allocation deliberations and decisions.

### Mapping

Unless otherwise specified within the MDP, the boundaries or locations of any symbols or areas shown on a map are approximate only and shall be interpreted as such. They are not intended to define exact locations except where they coincide with clearly recognizable physical features or fixed boundaries, such as roads or utility rights-of-way.

## 1.3 Enabling Legislation

This plan is enabled by Section 632 of the Act whereby:

*(1) Every council of a municipality must by bylaw adopt a municipal development plan.*

This Plan was established in compliance with Section 636 of the Act whereby:

*(1) While preparing a statutory plan a municipality must:*

- (a) provide a means for any person who may be affected by it to make suggestions and representations,*
- (b) notify the public of the plan preparation process and of the means to make suggestions and representations referred to in clause (a),*

*(c) notify the school boards with jurisdiction in the area to which the plan preparation applies and provide opportunities to those authorities to make suggestions and representations,*  
*(d) in the case of a municipal development plan, notify adjacent municipalities of the plan preparation and provide opportunities to those municipalities to make suggestions and representations,*  
*(g) in the case of a municipal development plan, notify*

- i. the Indian band of any adjacent Indian reserve, or*
- ii. any adjacent Metis settlement of the plan preparation and provide opportunities to that Indian band or Metis settlement to make suggestions and representations.*

## 1.4 Legislative Requirements

The Act is a piece of provincial legislation which gives extensive governing powers to municipalities. The purpose of the Act is to:

*9.(a). Give broad authority to councils, including broad authority to pass by-laws, and to respect their right to govern municipalities in whatever ways the councils consider appropriate within the jurisdiction given to them;*

*9.(b). Enhance the ability of councils to respond to present and future issues in their municipalities; and*

*9.(c). Recognize that the purposes of the municipality are:*

- (i). to provide good government;*
- (ii). to provide services, facilities and other things that, in the opinion of the council, are necessary or desirable for all or part of the municipality; and*

*(iii). to develop and maintain safe and viable communities.*

The Act requires that municipalities adopt a MDP to outline a broad set of goal statements about the type of long-term development that is desired by the community. The main focus of the MDP is to provide policies to assist Council, residents and landowners, and the municipality's approving authorities in achieving and maintaining orderly and efficient land use and development.

### **Purpose of the MDP**

A MDP considers both the past and present human and physical environments. Considering where the community has been, where it is presently and where it wants to go enables the Municipal District to set in place a "plan" for how to reach its desired destination. Baseline environmental data, stakeholder interests and the socio- perceptual concerns of the community are considered in order to ensure that the vision described in the MDP addresses the needs and objectives of all affected parties.

This MDP was written in alignment with the requirements of Section 632 of the Act as required at the time.

### *A municipal development plan*

#### *(a) **must** address:*

- i. The future land use within the Municipality;*
- ii. The manner of and the proposals for future development in the municipality.*
- iii. The coordination of land use, future growth patterns and other infrastructure with adjacent municipalities if there is no*

*intermunicipal development plan with respect to those matters in those municipalities.*

- iv. The provision of the required transportation systems either generally or specifically within the municipality and in relation to adjacent municipalities; and*
- v. The provision of municipal services and facilities either generally or specifically.*

#### *(b) **may** address:*

- i. Proposals for the financing and programming of municipal infrastructure;*
- ii. The co-ordination of municipal programs relating to the physical, social and economic development of the municipality;*
- iii. Environmental matters within the municipality;*
- iv. The financial resources of the municipality;*
- v. The economic development of the municipality; and*
- vi. Any other matter relating to the physical, social or economic development of the municipality.*

*(c) **may** contain statements regarding the municipality's development constraints, including the results of any development studies and impact analysis, and goals, objectives, targets, planning policies and corporate strategies,*

*(d) **must** contain policies compatible with the subdivision and development regulations to provide guidance on the type and location of land uses adjacent to sour gas facilities,*

*(e) **must** contain policies respecting the provision of municipal, school or municipal and school reserves, including but not limited to the need for, amount of and allocation of those reserves and the identification of school requirements in consultation with affected school boards,*

*(f) **must** contain policies respecting the protection of agricultural operations, and*

*(g) **may** contain policies respecting the provision of conservation reserve in accordance with section 664.2(1)(a) to (d) [of the Act].*

### Hierarchy of Plans

The Municipal District is aware that other provincial and federal statutes will have a role to play in the future development of the Municipal District of Opportunity No. 17. The Municipal District looks forward to working with all stakeholders in striving to meet the land use planning challenges of the future.

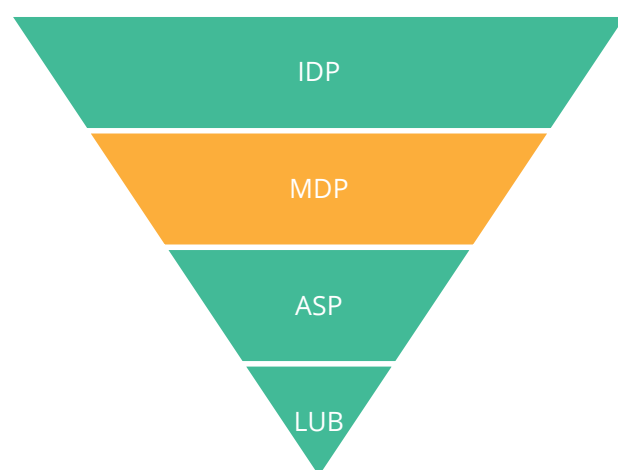
In addition, Section 632 of the Act states:

*(4) A municipal development plan must be consistent with any intermunicipal development plan in respect of land that is*

*identified in both the municipal development plan and the intermunicipal development plan.*

As such, the land use concept and framework of the MDP may be required to be amended following the establishment and approval of future Intermunicipal Development Plans by the Municipal District of Opportunity.

Additionally, plans below the MDP in the planning hierarchy, including Area Structure Plans (ASPs) and other statutory documents are required to be aligned with the policies contained within this document as shown in shown in Figure 1. Hierarchy of Planning Documents below.



An Intermunicipal Development Plan (IDP) is a statutory planning document that sets out a joint vision for future development and land use issues within neighbouring municipalities.

A Municipal Development Plan (MDP) is a long range statutory planning document that outlines general policy direction and community vision for development.

An Area Structure Plan (ASP) is a detailed statutory planning document that implements the MDP vision for a particular area.

A Land Use Bylaw (LUB) is a technical, legal instrument that implements the policies contained in an MDP and ASP.

Figure 1. Hierarchy of Planning Documents



## 2. PLANNING PROCESS

### 2.1 Planning Process

Beginning in August 2018, Municipal District of Opportunity planning staff and consultants worked in conjunction with the Municipal District of Opportunity No. 17 Council, staff and community members to complete the update of the MDP as well as the four hamlet Area Structure Plans. The Municipal District actively solicited stakeholder comments and provided opportunities for meaningful public input early in the project.

The planning process provided opportunities for analysis and meaningful engagement with members of the public and stakeholders including the following:

#### Notification of neighbouring communities

Neighbouring municipalities and First Nations were notified of proposed updates in compliance with the Act.

#### First Nations

Members of Bigstone Cree Nation's administration were interviewed early in the project to identify key joint planning principles and objectives which can enable additional collaboration and efficiency in service provision and land development.

#### Municipalities

Neighbouring municipalities were notified of the upcoming plan amendments although no comments were received during the drafting of the bylaws.

#### Public Survey

In fall 2018, the project team released a public survey to gather initial ideas about issues and opportunities to be considered during the planning process.

### Staff Interviews

Alongside the public survey, staff interviews were undertaken to gather administrative input on the plans. This included interviews with staff involved in economic development, land use and development, servicing and recreation facilities operations.

### SWOT Analysis

A “Strengths, Weaknesses, Opportunities and Threats” (SWOT) Analysis was undertaken in order to understand the key issues and opportunities which needed consideration during the planning process.

### Council Update

In early 2019, the project team took a delegation to the Municipal District’s Council to update the council of the project and gather feedback on the draft documents.

### Community Consultation

Community consultation was undertaken following the first Council update in early 2019. Open Houses were held in Wabasca, Red Earth Creek and Calling Lake.

### Public hearing

In accordance with the Act this plan will require a final public hearing prior to approval as a bylaw.



## 3. PLANNING CONTEXT

### 3.1 Land Ownership

Lands within the Municipal District can be separated into two distinct parts: the White Area and the Green Area.

Lands within the White Area are largely made up of the more densely settled areas of Alberta and include significant portions of Alberta's central, southern and Peace River areas. Lands within the Green Area make up significant parts of northern Alberta as well as the mountains and foothill regions of the province. The Green Area is generally Crown Lands whose use is managed by the Lands Division of Alberta Environment and Parks. Lands within the Green Area are managed for timber production, watershed, wildlife and fisheries, recreation and other uses and agricultural use is limited to grazing.

The majority of lands within the Municipal District are unpatented crown lands within

the Green Area and as such are managed by appropriate provincial agencies based on provincial regulations and processes.

### 3.2 Alberta Land Use Framework 2008

*Alberta's Land-use Framework* (LUF) and its supporting legislation, the *Alberta Land and Stewardship Act* (ALSA) is the provincial approach to managing private and public lands in Alberta to achieve long-term economic, environmental and social outcomes. LUF sets out guiding principles and identifies key strategies that will guide future land-use management in Alberta.

In 2008 the Government of Alberta released the *Land-use Framework* with the goal of sustaining the province's economy while balancing Albertans' social and environmental goals. The LUF also establishes seven new

land-use regions and calls for the development of a regional plan for each area.

The Municipal District of Opportunity is part of the Lower Peace Region of the Alberta Land Use Framework. At the time of writing, the Lower Peace Regional Plan is planned but not yet started. When that plan is completed, this plan will be required to comply with any regulations or frameworks it establishes.

### 3.3 Municipal District of Opportunity No. 17 Land Use Bylaw

The Municipal District of Opportunity No. 17 Land Use Bylaw (LUB) provides specific direction for land use in the Municipal District. These three types of district form the basis of the land use concept for this plan.

#### Hamlet Districts

The four hamlets contain a variety of land use districts including residential, commercial, industrial, institutional and park districts. Land uses in the hamlets include the usual zoning classifications including residential, institutional, industrial and commercial areas.

#### Community Lease Districts

In addition to the four hamlets, there are three community lease areas governed by the Community Lease district. All uses are potentially allowed within the Community Lease District subject to the discretion of Alberta Public Lands and the representative community association for each community lease area.

#### Resources District

The Resources District regulates land uses outside of the hamlets and community lease districts of the Municipal District and provides for natural resource extraction uses and the

conservation of extensive areas of agricultural land for a wide range of agricultural uses.

### 3.4 Past Statutory Documents

This plan builds on the aspirations of the 2009 MDP while also including more modern and emerging concerns for residents and stakeholders in the Municipal District including greater diversification of land uses in the Municipal District, source water protection, lakeshore conservation and greater collaboration with neighbouring First Nation's governments. This MDP continues to recognize that it is critical to provide a regulatory environment that benefits industry, community and the natural environment.



## 4. COMMUNITY CONTEXT

### 4.1 Population Trends

The most recent municipal census was conducted in the Municipal District in 2016. The census counted residents in the following communities: Calling Lake, Chipewyan Lake, Peerless Lake, Red Earth Creek, Sandy Lake, Trout Lake, and Wabasca. The total number of

residents enumerated in the municipal census in 2016 was 2,648, which was a decrease of 566 (17.6%) from the 2015 municipal census with decreases in all communities except Peerless Lake. In contrast, the latest federal

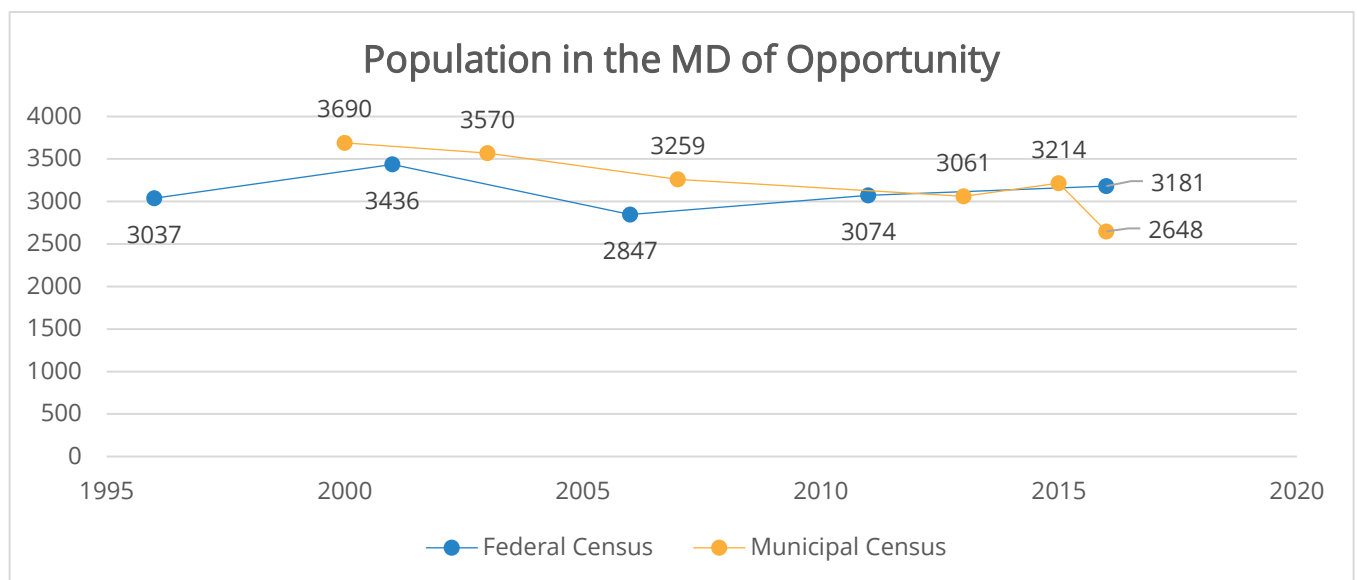


Figure 2 Historical population from federal and municipal census since 1995.

census indicates a permanent population of 3,181 residents.

In addition, the actual number of residents may differ greatly from this number as a result of temporary workers and seasonal residents which present issues for developing long term growth and development plans.

For this reason, and given the ongoing economic uncertainty in the region, this planning process did not establish detailed population forecasts and instead focuses on key policies and implementation which are relevant regardless of population size in the Municipal District.

#### Work Camps

Work Camps and industrial sites within the Municipal District are a significant source of populations that fluctuate both seasonally and with the economy. Overall, work camp activity has declined in recent years. This has seen the population and number of work camps decline from the 3,058 workers in 24 camps in 2014 to 408 workers in eight camps in 2018. This change is highly correlated to the decline in oil and gas activity in the area.

## 4.2 Indigenous Communities

Two First Nations and their affiliate reserves are located within or in close proximity to the boundaries of the Municipal District of Opportunity. These are Bigstone Cree Nation and Loon River First Nation. Together they operate the following reserves Jean Baptiste Gambler Reserve (Calling Lake), Wabasca 166, 166A, 166B, 166C, 166D and Loon Lake 235.

Local First Nations residents living on reserve add an additional 3,500 and 550 residents living in proximity to the community areas within the hamlets. According to recent

census figures, populations living on reserves in the Municipal District have continued to increase year over year since the 2006 census.

## 4.3 Jobs and Economy

Forestry and the oil and gas industry are the foundation of Municipal District's economic base. As a result, the demographics of the district are highly dynamic, with the movement of temporary worker populations.

#### Oil and Gas

Overall, the oil and gas sector in the Municipal District of Opportunity has experienced a significant change in activity in recent years. Locally, it is well understood how important oil and gas activity has been, both from an employment and local government revenue perspective, and there has been considerable discussion around the changing oil and gas activity in the region.

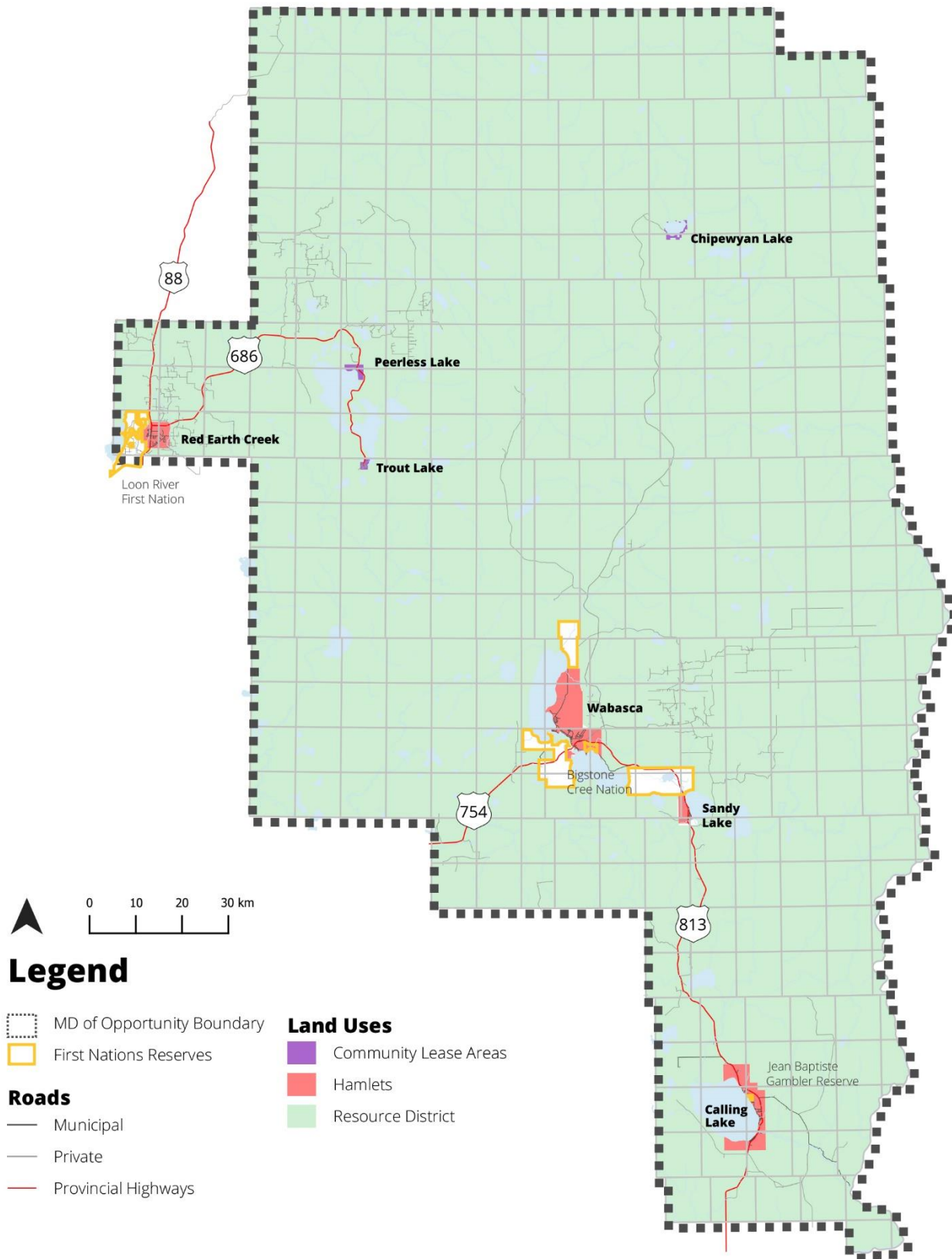
## 4.4 Existing Land Uses

The Municipal District is broadly divided into two use classes as illustrated in Map 2: Existing Land Uses.

The majority of lands within the Municipal District are crown land and part of the Green Area. Lands in the Municipal District that are designated as part of the Green Area are reserved for a variety of uses including timber production, oil and gas development, tourism and recreation, conservation of natural spaces, watershed protection and fish and wildlife habitat.

Community areas include the Municipal District's hamlet areas as well as several community lease areas which are primarily First Nations communities but are not yet officially under a reserve designation. The community lease districts in the Municipal District include Trout Lake, Peerless Lake and Chipewyan Lake. The hamlets within the Municipal District are Calling Lake, Sandy Lake, Wabasca and Red Earth Creek.

# Map 2. Existing Land Uses



## 4.5 Development Constraints

As a part of the existing conditions analysis, development constraints such as lagoons, waste management sites, gas pipelines and wells have been identified but are not displayed given the scale of the Municipal District. More detailed views of the development constraints are identified at the individual Area Structure Plan scale.

In contrast, larger industrial developments including major oil fields and forestry management units (FMUs) create major development constraints in large parts of the Municipal District but are generally found far from established community areas.

Finally, environmental constraints to development including environmentally sensitive areas and regions of steep topography were not established at the MDP scale and should be established at the appropriate phase of development.

### Oil and Gas Facilities

The Municipal District is home to a large number of oil and gas pipelines, easements and other facilities. These facilities and infrastructure are governed by provincial legislation and can be a significant constraint with regard to certain kinds of development within their setback boundaries as indicated here:

<i>Oil and Gas Well</i> (AR 43/2002)	No addition of overnight accommodation or public facility within 150m
<i>Abandoned Well</i> (AR 43/2002; AER Directive 79)	No building <5m of an abandoned well
<i>Sour Gas Facility</i> (AER Directive 56)	Notification of the Alberta Energy Regulator (AER) for developments within 150m Variable development buffer based on H <sub>2</sub> S output
<i>Oil and Gas Pipeline</i> (AUC Rule 20)	No permanent dwellings within the pipeline right-of-way.

## 4.6 Historical and Archaeological Resources

Historical Resources are governed by the *Historical Resources Act* (RSA 2000, Chapter H-9). The *Historical Resources Act* defines archaeological resources as:

*A work of humans that*

- i. Is primarily of value for its prehistoric, historic, cultural or scientific significance, and*
- ii. Is or was buried or partially buried in land in Alberta or submerged beneath the surface of any watercourse or permanent body of water in Alberta,*
- iii. And includes those works of humans or classes of works of humans designated by regulations as archaeological resources.*

The Municipal District is home to a number of identified Archaeological Resources which must be considered prior to development. In general, these identified archaeological resources are located in areas of more intensive historical use including lakeshores and berry patches.

In addition to the resources identified as part of the *Historical Resources Act* local First Nations governments including Bigstone Cree Nation have conducted internal assessments of historical and cultural resources relevant to their historic and current land use in the Municipal District. Although these areas are not officially designated under the *Historic Resources Act* consideration of their preservation may be included during the review of development applications.

## 4.7 Parks, Open Spaces, Schools and Recreation Opportunities

The Municipal District has a rich inventory of parks, open spaces, institutions and recreational amenities as shown in Map 3: Parks, Open Spaces and Public Facilities.

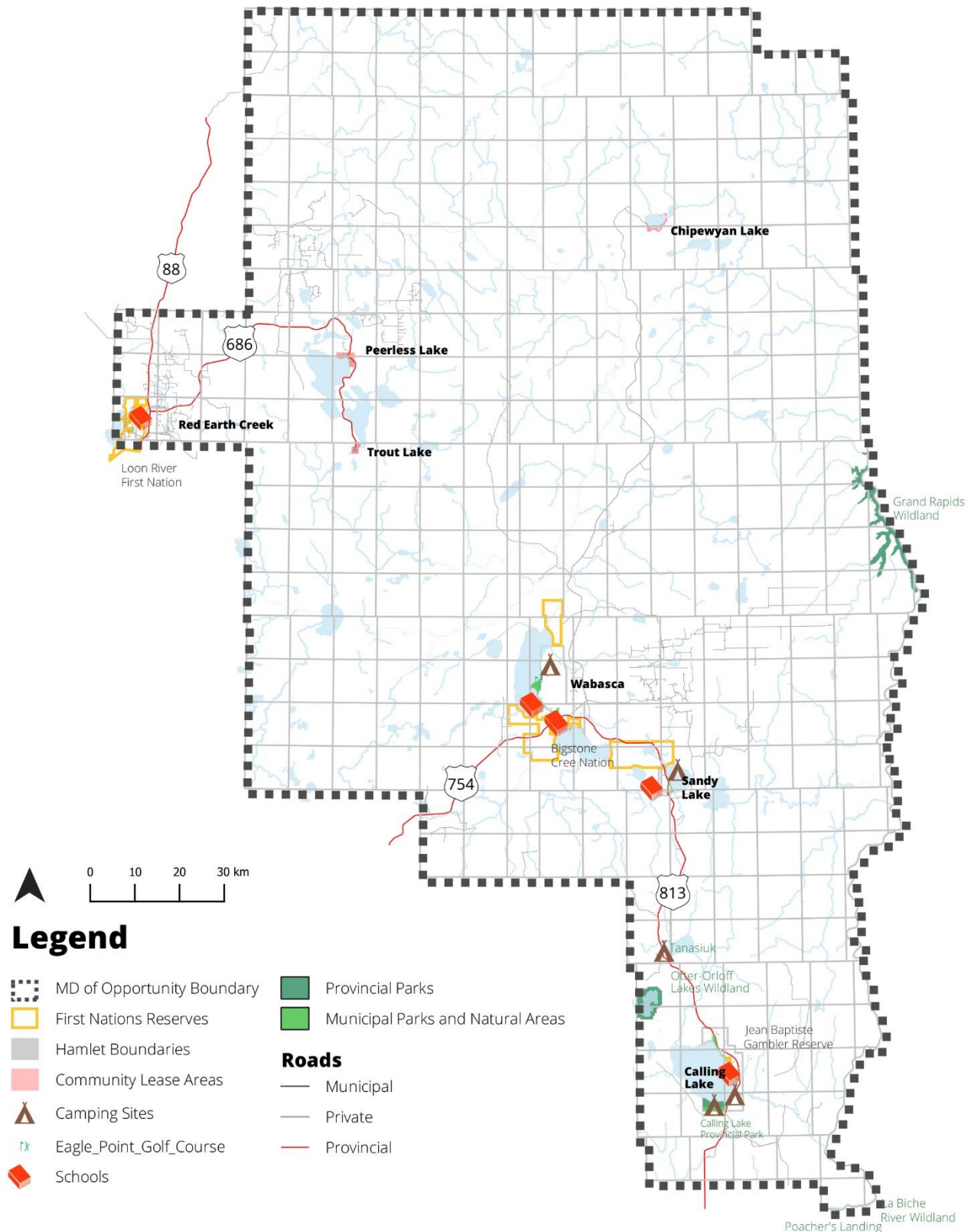
These include several campgrounds as well as indoor and outdoor recreation amenities. These facilities are primarily located within the hamlets and there are also several provincially managed recreation areas.

Provincially managed areas include:

- Calling Lake Provincial Park, located on the south edge of Calling Lake and includes opportunities for fishing, boating and camping in proximity to the hamlet of Calling Lake.
- Otter-Orloff Lakes Wildland Provincial Park, located to the northeast of Calling Lake. It includes opportunities for backcountry camping, hiking as well as hunting, water sports, fishing and snowmobiling and off-highway vehicles.
- The Grand Rapids Wildland Provincial Park, located along the Athabasca River and the Municipal District's border with the Regional Municipality of Wood Buffalo. It includes opportunities for backcountry camping, water sports, fishing and boating, hunting and snowmobiling.

In addition, recreation opportunities abound in the crown lands throughout the Municipal District in areas that are not actively used for resource extraction or preservation.

# Map 3. Parks, Open Spaces and Public Facilities



## 4.8 Transportation, Access and Circulation

Transportation within the Municipal District is concentrated primarily along the major highways that connect the four hamlets and community lease areas and is shown in Map 4: Existing Infrastructure. Provincial Highway 813 is the highway connecting the hamlets of Calling Lake, Sandy Lake and Wabasca, it also connects those communities to other parts of the province to the south including Athabasca and Highway 2 to Edmonton.

Access to Red Earth Creek is provided by Provincial Highway 88 which runs from the north shore of Lesser Slave Lake north to Fort Vermillion on the Peace River.

Access to Peerless and Trout Lake community areas is provided along Highway 686. Highway 686 is also part of the proposed east-west connection between Fort McMurray, Red Earth Creek and Grande Prairie that has been under discussion for a number of years.

Access to Chipewyan Lake in the northern part of the Municipal District is provided through existing industry roads that connect the area to Wabasca in the south.

In addition to major provincially managed highways and locally managed roadways, there are numerous privately owned and managed roads established by industry to provide access to oil and gas and forestry sites.

## 4.9 Utilities and Infrastructure

### Municipal Infrastructure

Municipal Infrastructure and facilities are clustered in the MDs community areas. Each hamlet and the three community lease areas have access to a variety of community amenities and facilities including water treatment facilities, recreation centres, waste management facilities seniors centres, arenas, pools, and a number of municipal park spaces.

### Cell Service

Cell service was identified as one area where there could be improved service provision within the Municipal District. Currently, residents in Calling Lake do not have adequate access to cell service which was identified as one of the reasons behind the impact of personal and property crimes in the area.

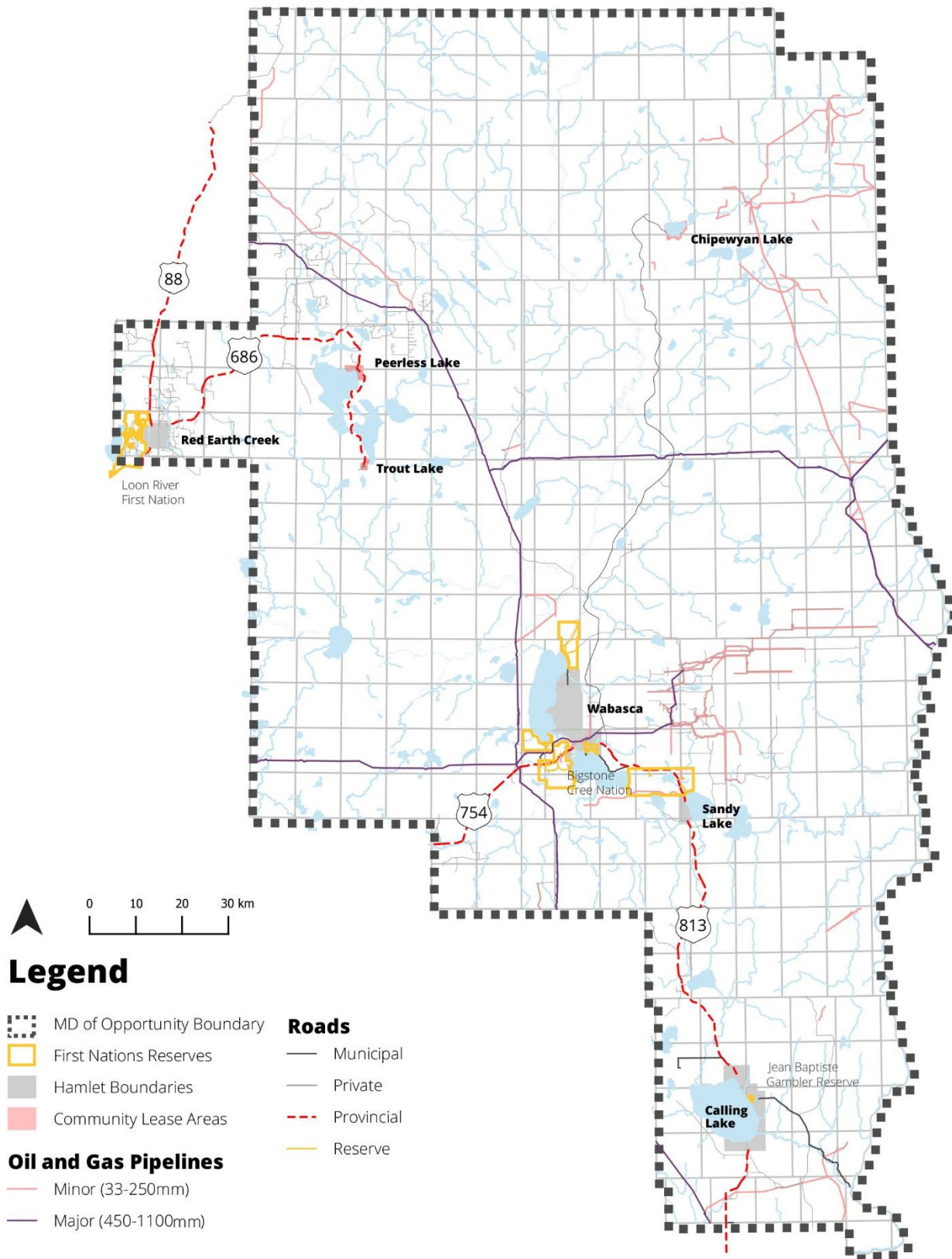
### Industrial Infrastructure

There are several major pipeline corridors that cross the Municipal District. These include the major east-west corridor east of Trout Lake and the pair of north-south pipelines that run past Peerless Lake and Chipewyan Lake respectively.

The Municipal District is also host to many smaller pipeline corridors and private roadways that provide access for oil and gas and forestry industries and transport products from oil fields to larger staging areas.

There are two major concentrations of oil and gas facilities in the Municipal District, to the east of Wabasca and in proximity to the east and northeast of Red Earth Creek and Peerless Lake.

# Map 4. Existing Infrastructure



## 4.10 Protective and Emergency Services

Given the remote nature of the communities in the Municipal District, protective and emergency services are an important consideration during the long-range planning of the community.

### Policing

Policing in the Municipal District is provided through a variety of RCMP detachments. These detachments are located in Red Earth Creek and Wabasca.

### Fire

Fire services are provided locally by fire halls in each of the communities including Red Earth Creek, Sandy Lake, Calling Lake and Wabasca.

### Fire Smart

The Municipal District has an active Wildfire Mitigation Strategy which was completed in 2012. The Mitigation Strategy provides guidance and recommendations for all six community areas and hamlets within the Municipal District. The strategy is based on the following seven disciplines of wildland/urban interface planning:

- Vegetation Management
- Development
- Public Education
- Legislation
- Interagency Cooperation
- Cross-training
- Emergency Planning



## 5. GOALS, OBJECTIVES AND VISION

The following sections including goals and vision statement were derived from stakeholder consultation undertaken as part of the MDP and ASP update project.

### 5.1 Vision

In the next 15 years, the Municipal District of Opportunity will:

1. Strive to have a diverse and vibrant economy that leverages the area's rich natural resources and invites visitors and locals alike to experience its beautiful and rugged natural areas.
2. Create attractive and complete residential communities through local employment opportunities, access to a range of recreational and cultural facilities that provide residents and visitors with great experiences and foster a high quality of life.
3. Set a path towards a fiscally sustainable future that provides a high quality of service, considers life-cycle costs residents and makes efficient use of shared resources by collaborating with its neighbours and other service providers.
4. Partner with neighbouring First Nations governments and indigenous communities to achieve greater integration of decision-making and efficiencies in service delivery.

## 5.2 Guiding Principles

### 1. Support complete communities

- Ensure residential areas have amenities and services to improve the quality of life of residents.
- Develop policies supportive of high quality and distinct residential communities that respond to market demands.

### 2. Embrace cultural diversity and heritage

- Maintain and build upon partnerships with cultural communities in order to ensure the provision of adequate public services.
- Develop policies that strengthen existing cultural practices and reaffirm traditional land uses.

### 3. Promote the sustainable use of natural resources

- Ensure that natural resource use and extraction is undertaken in a sustainable manner.
- Preserve land for future natural resource use to ensure productivity of natural resources.

### 4. Strengthen ties with neighbouring First Nations and municipal governments

- Develop policies that formalize the relationships between local First Nation governments and the Municipal District.

- Maintain and establish partnerships with neighbouring governments to develop cost and revenue sharing solutions for providing public services that benefit both communities.
- Partner with regional economic development alliances to consider economic development at a regional scale.

### 5. Plan for resiliency and community development

- Work with local partners and businesses to resolve challenges for local entrepreneurs and business owners.
- Provide high-quality community health services that support public health.
- Maintain and strengthen partnerships with local educational institutions and training programs to provide opportunities for jobs training and educational achievement.

### 6. Provide recreation and tourism opportunities

- Maintain existing infrastructure and provide high-quality programming of recreational and amenity areas within the Municipal District.
- Provide recreational opportunities such as camping, boating, fishing, snowmobiling, horseback riding and hiking within natural areas.

## 5.3 Policy Framework

The following policy framework is composed of three sections each containing policies related to achieving the aims of the plan both for specific areas, in general and through administrative practices.

### Land Use Policy Areas

This policy framework is composed of three specific land use areas that classify the different land use areas of the Municipal District.

The policy framework is composed of:

- Community Areas;
- Resource Use Area; and
- Agriculture.

### General Development Policies

General development policies are applied in addition to the land use policies and ensure that development, regardless of its location within the Municipal District is well planned and managed. This plan focuses on the following general development policy areas:

- Environmental Management;
- Parks, Recreation and Schools;
- Transportation;
- Utilities and Infrastructure; and
- Policing and Emergency Response.

### Implementation Strategy

Implementation of the MDP is key to achieving the goals set out in the development concept and the vision of the community. The implementation framework is composed of:

- Plan Adoption;
- Area Structure Plan Alignment; and
- Monitoring and Review.



## 6. FUTURE DEVELOPMENT CONCEPT

The general future land use concept for the Municipal District of Opportunity over the next 15 years is established in Map 5. Future Development Concept. Key features of the land use concept are:

- Continued focus on resource use in the provincially managed green areas of the Municipal District.
- Strengthening existing hamlet and community lease areas within the Municipal District.
- Provide opportunities for small-scale businesses that provide employment within existing community areas.
- Continue to support collaboration between the Municipal District and its neighbouring municipalities and First Nations.

The guiding principles will be implemented through specific policies to guide future

development and achieve the development concept of Map 5.

## 6.1 Land Use Policy Areas

Land use at the Municipal District-level is largely divided into two categories: Community Area and Resource Use Areas. In addition, agricultural land in the Municipal District is governed by specific MDP policies but is not identified at the scale of the Municipal District.

### Objectives:

- Clearly indicate the different Land Use Policy Areas.
- Provide clarity about the high-level uses considered in each Land Use Policy Area.

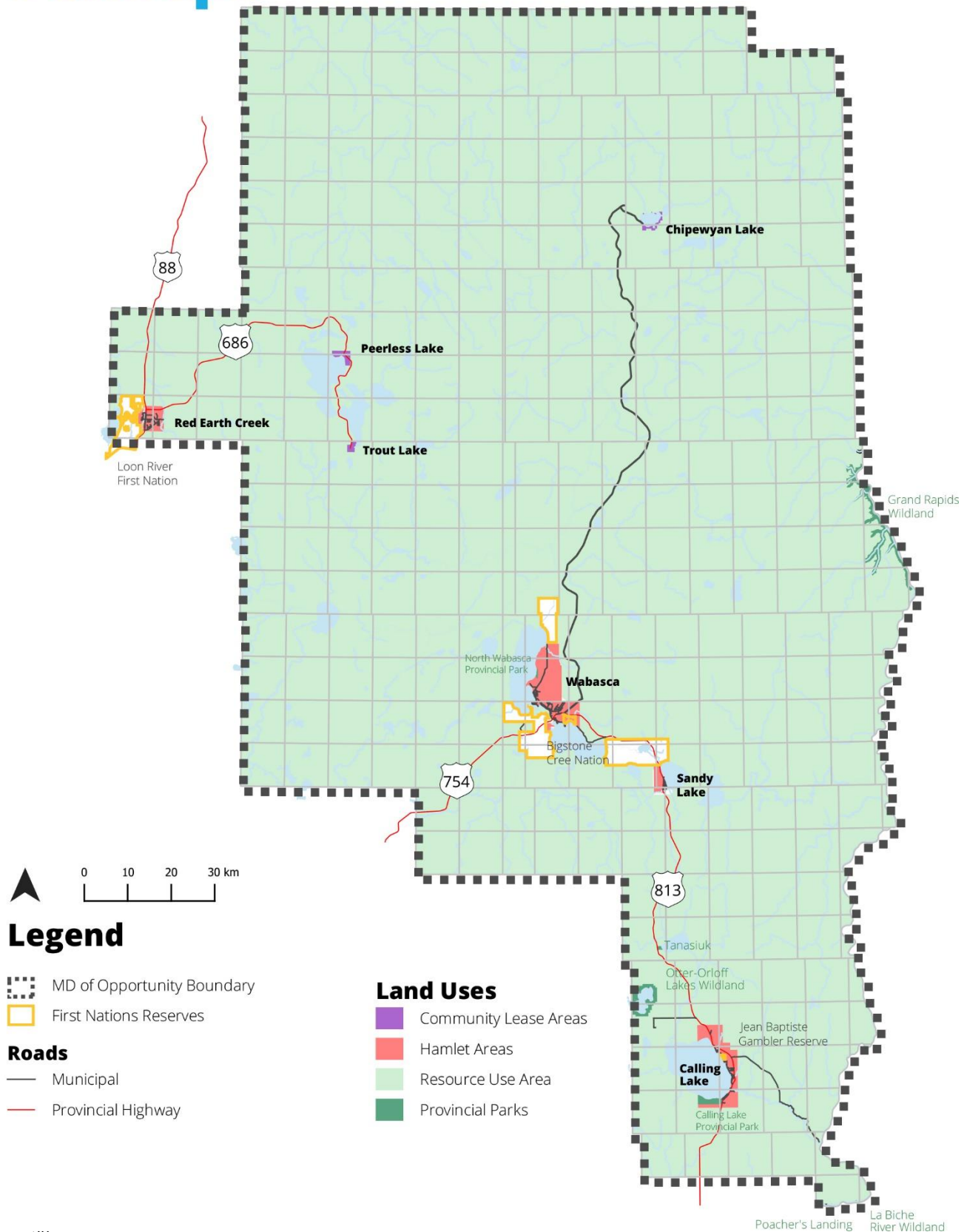
### Policies

- 6.1.1 Land Use Areas within the Municipal District shall be established as designated on Map 5: Future Development Concept.
- 6.1.2 Community Areas include the hamlets and the community lease areas. They shall continue to be the primary residential areas of the Municipal District.
- 6.1.3 Other uses including commercial, institutional and public utility shall be encouraged to be integrated into existing residential areas on a case by case basis subject to:
  - a. Mitigating impacts on neighbouring residential uses;
  - b. Provision of adequate parking on-site or on-public right-of-way;
  - c. Provision of adequate servicing and stormwater management to mitigate impacts on those systems.
- 6.1.4 Community areas include the following:
  - a. Hamlet of Wabasca;
  - b. Hamlet of Red Earth Creek;
  - c. Hamlet of Calling Lake;
  - d. Hamlet of Sandy Lake;
  - e. Trout Lake Community Lease District;
  - f. Chipewyan Lake Community Lease District; and
  - g. Peerless Lake Community Lease District.
- 6.1.5 Development within the communities of Chipewyan Lake, Peerless Lake, and Trout Lake will be predominantly residential in nature with suitable commercial, institutional or industrial development in appropriate locations which enhance the quality of life in those communities.
- 6.1.6 Resource Use Areas are the provincially managed Crown Lands outside of the Community Areas which are home to various industries including oil and gas extraction, forestry, tourism and traditional land uses like hunting and fishing.



- 6.1.7 Agricultural uses are identified at the ASP level and may be developed in the Resource Use Area.

# Map 5. Future Development Concept



## 6.2 Community Areas

The Community Areas include the hamlet communities within the Municipal District - Calling Lake, Sandy Lake, Wabasca (formerly Wabasca-Desmarais), Red Earth Creek, as well as the three community lease areas - Chipewyan Lake, Peerless Lake, and Trout Lake.

The communities within the Municipal District serve different roles and functions. Wabasca and Red Earth provide a wide range of commercial, industrial, institutional and residential services.

Calling Lake currently provides a lesser range of such services while Sandy Lake, Trout Lake, Chipewyan Lake, and Peerless Lake provide for a residential lifestyle augmented by the convenience of limited local services. While recognizing that the growth of communities is desirable, it is also evident that settlements



can be negatively impacted by adjacent resource-based land uses.

### Objectives

- To ensure, where possible, that Community Areas have enough land within their respective boundaries to undertake comprehensive land use planning and development of appropriate servicing schemes.
- To ensure that community growth and expansion occurs in an effective and orderly manner.
- To encourage growth and expansion of existing Community Areas while discouraging the premature withdrawal of land currently in resource use.
- To ensure that lands needed for future community expansion are not used prematurely or indiscriminately in a manner that would preclude or significantly increase costs for conversion to community uses.

### Policies

#### General

- 6.2.1 All development within Community Areas shall abide by any Provincial regulations respecting separation from sour gas. In this respect, should any development or subdivision be

proposed in the proximity of sour gas facilities, that proposal shall be circulated to appropriate Provincial agencies before any consideration of any approval is given.

- 6.2.2 The Municipal District shall collaborate with the appropriate

provincial agencies to ensure that there is sufficient land available within each community area to support required growth and development.

- 6.2.3 Where feasible, and based on more detailed geotechnical studies and servicing systems, the Municipal District shall require the staging of future development to ensure contiguous development and the orderly extension of roadways and municipal services.
- 6.2.4 Development in the Community Areas shall be designed so as to establish identifiable neighbourhoods, that is, areas that have a pattern of land use, road and pedestrian systems, buffers and densities that are distinctive.
- 6.2.5 The application of Crime Prevention Through Environmental Design principles shall be encouraged in order to support additional safety and crime prevention in the Municipal District.

#### Hamlet Core Areas

- 6.2.6 Development of institutional and commercial areas near the centre of existing Community Areas shall be encouraged to support the establishment of Hamlet Cores in each Community Area.
- 6.2.7 Hamlet Core Areas shall be encouraged to be developed within Community Areas in order to:
  - a. Provide a sense of community and place within the community; and

- b. Support clustering of services and infrastructure to make efficient use of services and lands.

#### Residential

- 6.2.8 Applications for subdivision and development for multi-lot developments that exceed five (5) lots per quarter section shall not be considered prior to receipt and approval of an Outline Plan to be completed by the applicant including information as deemed necessary by the development authority.
- 6.2.9 Single detached and duplex dwellings shall generally be encouraged as the predominant forms of residential development in the community areas.
- 6.2.10 Manufactured home park development may be permitted within a Community Area.
- 6.2.11 A range of residential lots sizes and residential types shall be considered in each community area subject to the provision of adequate servicing connections, stormwater management, parking and other factors to the satisfaction of the Development Authority.

#### Commercial

- 6.2.12 Community Areas shall be encouraged to include commercial developments that serve local communities subject to adequate demand and mitigation of impacts on neighbouring properties.
- 6.2.13 The integration of commercial uses including neighbourhood

convenience shops, and tourism specialty shops shall be encouraged to be integrated into existing community facilities like sports complexes, community centres and civic institutions.

### Industrial

- 6.2.14 Industrial development shall be supported in designated areas in Red Earth Creek and Wabasca subject to meeting the requirements laid out in their respective Area Structure Plans.
- 6.2.15 Low-impact industrial developments including storage yards may be considered in areas identified for commercial uses at the Area Structure Plan level on a case-by-case basis.
- 6.2.16 Residential uses may be considered on the same lot designated as industrial lands in the hamlet of Red Earth Creek in recognition of the existing demand for properties which allow for a live-work arrangement on larger lots subject to the provision of adequate separation as required by Provincial regulation and other criteria established in the Red Earth Creek ASP.
- 6.2.17 Consider the inclusion of workcamps in the municipal census to understand the contributions that these facilities make to the communities in the Municipal District.

### Institutional

- 6.2.18 Institutional uses shall be encouraged to be integrated with

residential areas on a case by case basis subject to:

- a. Mitigating impacts on neighbouring residential uses;
- b. Provision of adequate parking on-site or on-public right-of-way;
- c. Provision of adequate servicing and stormwater management to mitigate impacts on those systems.

## 6.3 Resource Use Area

The Resource Use Area refers to those relatively large areas as defined on Map 5. These lands are predominantly used for resource extraction such as forestry, oil and gas exploration and extraction, and mineral exploration and extraction, and recreation and environmental protection or agriculture. Lands within the Resource Use Area are managed by appropriate provincial agencies and subject to provincial regulation.



### Objectives

- Minimize the impact of resource-based operations on the quality of the natural environment.
- Collaborate with the appropriate provincial government and agencies to promote developments that align with the long-term plan of the Municipal District.
- Support development on lands within the Resource Use Area that do not cause undue impact to the Community Areas.
- Work with industry and the provincial government to leverage the use of natural resources to support a sustainable and vibrant economy in the Municipal District.

### Policies

#### Expansion of White Areas

- 6.3.1 Within the Resource Use Area, the Municipal District shall encourage the Province to convert more land currently delineated to be within the Green Area to be within the White Area, and to patent and sell White Area lands.
- 6.3.2 Within the Resource Use Area, the Municipal District shall work with the Province to allow private development on both White Area and Green Area lands.
- 6.3.3 The Municipal District shall work with provincial agencies reviewing land use applications in the Green Area to

consider the concerns of local residents during the application process.

- 6.3.4 The Municipal District shall work with the provincial agencies reviewing land use applications in the Green Area to consider the impacts of the development on the following:
- a. Adjacent land uses;
  - b. Access; and
  - c. Impacts on environmentally sensitive areas.
- 6.3.5 Within the Resource Use Area, development shall be designed to minimize and mitigate the impact on the natural environment. The Municipal District shall work with the

Province to abide by this policy in developments and in the use of forestry and mineral (including oil and gas) resources under its jurisdiction.

## 6.4 Agriculture

Agriculture is a small but traditional use of lands within the Municipal District. It is the intention of the Municipal District to allow the expansion of agricultural uses and discourage the fragmentation of agricultural lands where they exist.



### Objectives

- Minimize the impact of resource-based industrial operations on the operation of existing agricultural operations.
- Promote the expansion of agricultural lands within the Municipal District.

### Policies

#### Subdivision

- 6.4.1 Within each quarter section in the Resource Use Area in which the predominant use of the land is agriculture, a maximum of two parcels shall be permitted. Of these two parcels, only one shall be for residential use.
- 6.4.2 Where agricultural land is taken for roads, rail lines, pipelines, transmission lines, etc., the Municipal District shall endorse only those proposals which minimize the fragmentation of agricultural land.
- 6.4.3 The Municipal District shall work with the appropriate provincial agency to strictly abide by the regulations adopted pursuant to the *Agricultural Operation Practices Act* when

reviewing proposals for confined feeding operations.

- 6.4.4 The Municipal District shall encourage the appropriate provincial agency to consider additional grazing leases within the Green Area.



## 7. ENVIRONMENTAL MANAGEMENT

The Municipal District is home to a diverse range of natural areas that help make the Municipal District a place of wild and natural beauty. These areas also provide important environmental services including removal of contaminants and flood mitigation.

### Objectives

- Provide clear guidelines for the taking of Environmental Reserve and other forms of conservation management.
- Protect existing natural areas that are adjacent to the water bodies and other environmentally sensitive areas.
- Encourage the use of innovative practices to limit the impact of resource use on natural areas.

### Policies

- 7.1.1 Development shall not exceed, in the opinion of the Municipal District, the physical carrying capacities of the site and adjacent areas to support such uses.

### Mapping of Environmentally Sensitive Areas

- 7.1.2 Detailed mapping of environmentally sensitive areas shall be encouraged at the subdivision stage to the

satisfaction of the Development Authority.

### Environmental Reserve

- 7.1.3 In accordance with Section 664 of the Act a subdivision authority may require the owner of a parcel of land that is the subject of a proposed subdivision to provide part of that parcel of land as Environmental Reserve if it consists of:

- a. Swamp, gully, ravine, coulee or natural drainage course;
- b. Land that is subject to flooding or is, in the opinion of the subdivision authority, unstable; or
- c. A strip of land, not less than 6 metres in width, abutting the bed and shore of any body of water.

7.1.4 In subdivisions adjacent to water bodies, Environmental Reserves shall include sufficient shorelands so as to:

- a. Provide adequate waterfowl and fish habitat, and lake access.
- b. Provide for the protection of the natural environment and public access to the water body.

7.1.5 The Municipal District will work with owners of lots directly adjacent to lakes to acquire sufficient lands to provide a natural buffer and public access to the lakeshore.

7.1.6 Environmental Reserve shall be allocated prior to the determination of other forms of reserve. Land identified as Environmental Reserve shall be maintained in its natural state or used a public park space.

7.1.7 The development of policies for the acquisition, use and administration of Reserve lands adjacent to lakes shall be encouraged with the overall goal of the policies being the protection of the natural environment and public access.

#### Environmental Reserve Easement

7.1.8 The Municipal District may consider an Environmental Reserve Easement

(ERE) as an alternative to the creation of an Environmental Reserve.

7.1.9 An ERE:

- a. Must identify which part of a parcel the easement applies to;
- b. Must require that land that is subject to the easement remain in a natural state as it were owned by the municipality, whether or not the municipality has an interest in land that be benefitted by the easement;
- c. Runs with the land the land on disposition of the land;
- d. Constitutes an interest in land on the municipality; and
- e. May be enforced by the Municipal District.

#### Conservation Reserve

7.1.10 In accordance with Section 664.2 of the Act, a subdivision authority may require the owner of a parcel of land that is the subject of a proposed subdivision to provide part of that parcel of land to the municipality as conservation reserve if:

- a. In the opinion of the subdivision authority, the land has environmentally significant features;
- b. The land is not land that could be required to be provided as environmental reserve;
- c. The purpose of taking the conservation reserve is to enable the municipality to protect and conserve the land; and
- d. The taking of the land as conservation reserve is consistent with the municipality's

Municipal Development Plan and Area Structure Plan.

- 7.1.11 In accordance with Section 664.2(2) of the Act, within 30 days of the creation of a conservation reserve, the municipality must pay compensation to the landowner in an amount equal to the market value of the land at the time the application for subdivision approval was received.

#### Conservation Easement

- 7.1.12 At the discretion of the Development Authority, the use of a conservation easement may be considered as an alternative to traditional Environmental Reserve during the subdivision process. Conservation easements are provided for under the *ALSA*.
- 7.1.13 A conservation easement is a voluntary agreement that landowners may enter into to protect the natural values of all or a part of their land. Conservation easements may be granted for the following purposes:
- the protection, conservation, and enhancement of the environment including without limitation, the protection, conservation, and enhancement of biological diversity;
  - the protection, conservation, and enhancement of natural scenic or aesthetic values; and
  - providing for any or all of the following uses of the land that are consistent with purposes set out in clause (a) or (b);
    - Recreational use;
    - Open space use;
    - Environmental education use; or
    - Use for research and scientific studies of natural ecosystems.

#### Shoreline Policies

- 7.1.14 Any shoreline developments require authorization from Alberta Environment and Parks, Water Rights Branch and a Development Permit from the Planning and Development Department of the Municipal District of Opportunity.
- 7.1.15 Lands that are not immediately adjacent to the water bodies, but which is to be used for park or playground area, for walkways or parking areas, may be taken as Municipal Reserve.
- 7.1.16 In accordance with Section 89 of the *Land Titles Act*, owners of lands which has a natural boundary with crown lands may apply to amend their registered title following natural accretion of land.

#### Disturbance in the Resource Use Area

- 7.1.17 The Municipal District shall encourage new and ongoing resource use and exploration projects to propose innovative methods and processes which limit the amount of disturbance including the following:
- Fragmentation of environmentally sensitive areas; and

b. Creation of linear disturbances.

- 7.1.18 The Municipal District shall encourage remediation and re-naturalization of previously disturbed areas in accordance with best practices and emerging research.

#### Use of Public Lands

- 7.1.19 The use of Environmental Reserve lands outside Community Areas by neighbouring landowners shall also be a consideration and provided for within those policies developed to guide the acquisition, use and administration of Reserve lands.
- 7.1.20 The use of the non-Environmental Reserve lands by neighbouring landowners shall be considered subject to the approval of the development authority.



## 8. PARKS, RECREATION AND SCHOOLS

The Municipal District of Opportunity No. 17 is characterized by a relative abundance of resources that are ideally suited for a variety of outdoor recreation activities. The maintenance and programming of these spaces are integral to promoting community areas that are vibrant, safe and desirable places to live and play.

### Objectives

- To acquire land for park and school purposes during the subdivision process to meet some of the needs of future inhabitants of the Municipal District.
- To provide diversity in recreation opportunities that are compatible with the capabilities and characteristics of the natural environment and surrounding land uses.
- To encourage quality development of outdoor recreation resources as a means of promoting tourism in the Municipal District.
- To encourage the protection and registration of Historic Resources and traditional land use areas throughout the Municipal District.

### Policies

#### Municipal Reserve

- 8.1.1 Pursuant to Section 666 of the Act the Municipal District may require the owner of a parcel of land that is

the subject of a proposed subdivision to:

- Provide part of that parcel of land as municipal reserve, school reserve or municipal and school reserve;

- b. Provide money in place of municipal reserve, school reserve or municipal and school reserve; or
- c. Provide any combination of land or money.

between the Municipal District and the School Authorities. The funds remaining to the Municipal District shall be used to acquire or develop park land within the Municipal District.

- 8.1.2 The amount of land that may be required for Reserve dedication may not exceed 10% of the land, less all land required to be provided as conservation reserve or environmental reserve or made subject to an environmental reserve easement.
- 8.1.3 Within Community Areas, reserve dedication shall be taken by the Municipal District in the form of Municipal Reserve, School Reserve or money in-lieu at the time of subdivision
- 8.1.4 In the Resource Use Area, or in other areas where Municipal Reserve lands may not be appropriate, money in lieu of the Reserve dedication shall be taken by the Municipal District.
- 8.1.5 Municipal Reserve dedications shall be encouraged to be concentrated in a few large parcels on suitable sites, rather than dispersed throughout the area of subdivision.
- 8.1.6 Reserve dedications shall be encouraged to connect with nearby public land or with reserves in adjacent subdivisions.

#### Payment in Lieu of Reserve

- 8.1.7 Where payment is made in-lieu of Reserve dedication, the funds shall be divided with School Authorities in accordance with agreements

### Co-operation of School Authorities

- 8.1.8 Formal cooperation of on-reserve and off-reserve School Authorities to provide a consistent and integrated education system for local residents shall be encouraged throughout the Municipal District and local reserves.

### Recreation Uses

- 8.1.9 The consolidation and acquisition of lands most suited for public use shall be encouraged to provide for more suitable, larger areas for municipal recreation uses and facilities.
- 8.1.10 Recreation facilities managed by the Municipal District shall be encouraged to undertake additional tracking of users and usage rates to better understand user groups and insight into better programming provision.
- 8.1.11 The Municipal District shall encourage the development of additional public serving recreation opportunities and facilities including:
- a. Organized campgrounds;
  - b. Day use areas;
  - c. Picnic sites;
  - d. Lodges;
  - e. Hiking and ski trails; and
  - f. Other similar uses.
- 8.1.12 Public serving recreation opportunities as developed by either private or public interests shall be considered in the Municipal District other than in the intensively residential portions of the communities, provided that they do not interfere with resource extraction and processing industries.

- 8.1.13 All recreation development shall be designed to fit into the surrounding natural landscape, particularly in terms of siting, scale and visual impact.
- 8.1.14 Developers of recreational developments shall be required to install adequate onsite water systems and sewage disposal systems which have been approved by development authority.

#### Tourism Development

- 8.1.15 Opportunities for additional tourism related industries and developments shall be explored in collaboration with provincial governments and local tourism entrepreneurs.
- 8.1.16 Spaces for day use, picnicking, camping and similar activities shall be suitably organized and clearly marked. Adequate lake access and parking facilities shall be provided where appropriate.

#### Historic and Cultural Resources

- 8.1.17 The Municipal District shall encourage and may support the efforts of heritage, First Nations, Métis groups and private agencies in the acquisition, restoration, preservation, conservation or interpretation of historic and cultural resources in the Municipal District.
- 8.1.18 During the preservation and promotion of historical and cultural resources, the Municipal District may refer proposed development applications that may affect historical or cultural resources to any or all of the appropriate provincial agency, and/or First Nations or Métis groups for their comments and recommendations respecting the preparation of a Historic Resource Impact Assessment.
- 8.1.19 The Municipal District may consider designating valuable historic or cultural sites, including but not limited to burial grounds, berry patches and buildings within the Municipal District as Municipal Historic Sites, where it considers such action to be in the public interest.
- 8.1.20 The Municipal District shall encourage the Province to designate valuable historic or cultural sites and buildings within the Municipal District as Provincial Historic Sites, where it considers such action to be in the public interest.



## 9. TRANSPORTATION

The development of transportation systems can have a significant impact on land use change within the Municipal District. This includes considerations of on-site design, land use and access. In addition to the roadways within the community areas managed by the Municipal District there are several highways whose design and maintenance are managed by the province and private industrial roads that provide access to industrial sites.

### Objectives

- To ensure that transportation systems within the Municipal District are provided in an economical and sustainable manner that minimizes the need for multiple disturbances and is reflective of need, land use considerations and existing infrastructure.
- To provide clarity and certainty for residents and industry during the design and construction and rehabilitation of roadways within the Municipal District.
- To ensure that land use and development in the vicinity of existing or proposed transportation, facilities are regulated such that it does not interfere with their operation, upgrading or future expansion.
- To ensure that the transportation system is designed to support local access within community areas by vehicle, foot, or other forms of transportation.

## Policies

- 9.1.1 The Municipal District shall encourage the location of transportation and utility lines and facilities in a manner which:
- Encourages the integration of transportation routes and utility lines within defined corridors;
  - Discourages the creation of fragmented parcels of land between rights-of-way; and
  - Minimizes the impacts on recreational, historical or wildlife resource areas.

## Collaboration with Alberta Transportation

- 9.1.2 All subdivision and development applications within 0.8 kilometres (0.5 miles) or adjacent to a highway shall be referred to Alberta Transportation for comments and review.
- 9.1.3 The Municipal District shall work with Alberta Transportation to prepare highway vicinity management agreements for certain areas of the Municipal District.

## Roadway Standards

- 9.1.4 The development of municipal roadway standards shall be encouraged to provide a clear and consistent design of roadways within the Municipal District.
- 9.1.5 Major Two-Lane Highways, shall be considered as arterial roads and developed in accordance with provincial arterial road standards relating to width, grades, site lines and access.

- 9.1.6 Minor Two-Lane Highways, shall be considered as collector roads and developed in accordance with collector road standards relating to width, grades, site lines and access.
- 9.1.7 Service roads for Major and Minor Two-Lane Highways shall be considered to be local internal subdivision roads and developed to appropriate standards.
- 9.1.8 All other roads in the Municipal District shall be considered either local Municipal District roads, or local internal subdivision roads, and developed to appropriate standards.
- 9.1.9 A program of maintenance and improvement for the Municipal District road system shall be encouraged to be developed with the goal of enhancing traffic flow and safety within the Municipal District.

## Private Roads

- 9.1.10 Private roads for exploration and development of natural resources shall be encouraged to be constructed to meet municipal standards.
- 9.1.11 The Municipal District may assume responsibility of such roads only if they are developed to Municipal District standards and if the access road is maintained by the resource industry for a suitable period of time.

## Access Management

- 9.1.12 Direct access from private property onto either Major or Minor Two-Lane Highways shall be discouraged and limited wherever possible.

#### Development in proximity to Airports

- 9.1.13 In order to minimize safety hazards around airports, the Municipal District shall encourage the regulation of building heights in the areas around all publicly licensed and paved airports in the Municipal District.

#### Community Area Transportation Networks

- 9.1.14 Development of the transportation network within community areas shall be designed to also facilitate non-automobile access in the community.
- 9.1.15 The design of multi-use trails shall be encouraged to consider their winter use as snowmobile trails.



## 10. UTILITIES AND INFRASTRUCTURE

The development of utilities and other municipal infrastructure systems can have a significant impact on land use change in the Municipal District. This includes considerations on the location of certain land uses and site design.

### Objectives

- To ensure that utility systems within the Municipal District are provided in a sustainable manner that minimizes the need for multiple disturbances and is reflective of need, land use considerations and existing infrastructure.
- Provide guidance on the design, maintenance and expansion of utility and municipal infrastructure systems in an efficient and economical manner that meets the needs of current residents and future developments.
- Encourage co-operation between the Municipal District and adjacent governments in infrastructure and service delivery.

### Policies

#### Development of Municipal Standards

10.1.1 It is encouraged that the Municipal District develop municipal standards for the design and construction of municipal infrastructure systems including:

- a. Roadways and Lanes;
- b. Stormwater management systems; and
- c. Water and wastewater systems.

### Expansion of Wastewater and Water Systems

- 10.1.2 The expansion of wastewater collection and water distribution systems in community areas shall only be considered subject to meeting sufficient population, economic or environmental circumstances.
- 10.1.3 Future subdivision and development within Community Areas which may jeopardize existing groundwater supplies or quality or pose problems for sewage disposal shall not be permitted.
- 10.1.4 Subdivision and development in the community areas shall be at a density that makes efficient and economical use of the water and sewage servicing systems.
- 10.1.5 Development which is not connected to municipal piped services may be considered in the community areas if:
  - a. The sites are suitable; and
  - b. The cost of the extension of the piped services to the site would be too high.
- 10.1.6 Water and/or wastewater system installation, maintenance and operation shall conform to applicable provincial and any municipal standards when they are established.

### Expansion of Telecommunications Systems

- 10.1.7 The development and extension of telecommunications systems including cell service and broadband internet shall be encouraged.

### Buffering

- 10.1.8 Where proposed utility lines or facilities may adversely affect adjacent lands or land uses, the Municipal District may recommend or require as a condition of development buffering as deemed appropriate by the Development Authority.
- 10.1.9 The Municipal District may require future subdivision or development proposals adjacent to utility lines and facilities to provide such buffering as deemed appropriate.

### Location of Utility Expansions

- 10.1.10 The Municipal District shall encourage new utility rights-of-way to avoid existing residential areas and areas designated for residential expansion. Where such lines must locate in close proximity to residential areas, they should be designed to be compatible with future growth.

### Developer Constructed Systems

- 10.1.11 All municipal infrastructure systems, such as sewage collection, water distribution systems, and sanitary waste disposal sites created as a result of private development, shall only be assumed by the Municipal district if the system has been constructed or upgraded to a standard which is acceptable to the Municipal District and which meets or exceeds all appropriate Provincial and Federal standards.

### Cooperation and Collaboration

- 10.1.12 The Municipal District shall endeavour to cooperate wherever appropriate with other municipalities, local First Nations and/or the provincial government with planning, development and operation of sanitary waste disposal facilities and sewage lagoons.
- 10.1.13 The Municipal District is encouraged to circulate land use development plans to pipeline operators in order to better integrate infrastructure and land use planning in the area.



## 11. POLICING AND EMERGENCY RESPONSE

Given the large area managed by the Municipal District, policing and emergency response capabilities have important implications for future land use and development patterns both within the community areas and in the resource use area.

### Objectives

- Ensure adequate provision of emergency services in all community areas
- Promote the co-location of emergency services facilities to make use of efficiencies between multiple government agencies.
- Ensure that best practices in emergency and disaster management are integrated into land use planning decisions and development.

## Policies

### Policing Expansion

- 11.1.1 The feasibility of providing increased policing services in Calling Lake shall be explored through the following:
- Collaboration with neighbouring municipalities and First Nations; and
  - Working with the appropriate authorities on establishing a dedicated police station in Calling Lake.

### Co-location of emergency services

- 11.1.2 The co-location of different branches of emergency services including fire, rescue, and police shall be explored in order to provide efficient and effective service delivery.
- 11.1.3 Where feasible, emergency services shall be encouraged to be located in proximity to existing and future Community Cores in order to be better integrated into the fabric of the community.

### Crime Prevention Through Environmental Design

- 11.1.4 New developments shall be encouraged to integrate Crime Prevention Through Environmental Design (CPTED) principles into their design and operation.

### Wildfire Mitigation

- 11.1.5 The Municipal District shall encourage developers and private residents to be aware of Firesmart: design principles when preparing Area Structure Plans, Outline Plans or where designing subdivisions, and

minimize the potential for wildfire damage through:

- The development of a fireguard which shall serve as a buffer between development and wildland areas;
- The promotion of fire mitigation measures such as fire-resistant building and roofing materials; and
- Encouraging residents and businesses to reduce the fire fuels located near structures on private property, where feasible.

- 11.1.6 The Municipal District is encouraged to update and implement the Wildfire Mitigation Strategy developed in 2011 with the intention of reducing the risk of wildfires within the Municipal District.

- 11.1.7 New developments in the community areas shall be encouraged to comply with any approved disaster management plans and follow best practices in Fire Smart Design.

### Disaster Management

- 11.1.8 The establishment of a Municipal District-wide disaster management plan shall be encouraged.



## 12. IMPLEMENTATION

To achieve the intended results based on the vision of the plan, guiding principles and policies established in this MDP, many stakeholders including municipal departments, local businesses, civic agencies, citizens, provincial regulators and industry must work together.

This strategy identifies the direct implementation actions to be undertaken by the municipality as well as the regulatory and procedural requirements of implementing the plan.

In addition, the strategy should be reviewed and updated as needed to reflect changing market conditions and local demands.

### Plan Adoption

- 12.1.1 This Plan shall be adopted by Municipal District of Opportunity No. 17, as the Municipal District of Opportunity No. 17 Municipal Development Plan.

Crown lands, and in the formulation of Provincial and Federal policies and programs within the Municipal District.

### Crown Lands

- 12.1.2 The Municipal District shall encourage the Provincial and Federal governments to have regard for the provisions of this Plan in the development and redevelopment of

### Development

- 12.1.3 Subdivision and development of lands within the Municipal District shall be in accordance with the provisions of this Plan.
- 12.1.4 The term "development" as used in the context of this Plan, shall only

refer to that development as defined in the Act.

- 12.1.5 The costs associated any technical studies required by the development authority shall be borne by the developer.

### Area Structure Plans

- 12.1.6 Where an Area Structure Plan exists as a means of facilitating detailed land use planning specific to the needs of an individual Community Area, any development occurring shall conform with the provisions of that Plan.
- 12.1.7 The Area Structure Plans for Sandy Lake, Calling Lake, Red Earth, and Wabasca shall be reviewed and updated in accordance with the policies established in those Plans.
- 12.1.8 In community areas with no approved Area Structure Plans proposals for subdivision and development shall be assessed with regard to the following to minimize any potential for land use conflicts:
- Adjacent Land Uses;
  - Stormwater Management;
  - Geotechnical feasibility;
  - Parking;
  - Service Provision; and
  - Any other factors as the Development Authority considers relevant to the development.
- 12.1.9 Development agreements shall be required as a condition of approval for the subdivision of land within the Municipal District.

### Outline Plans

- 12.1.10 Any small-scale multi-parcel subdivision or redevelopment application shall be required to prepare an Outline Plan in the following circumstances:
- Multi-parcel, smaller-scale residential subdivisions to be developed through a single phase involving more than 5 lots.
  - Recreational campgrounds and trailer parks with ten (10) or more lots for rent.
  - Multi-parcel lakeside residential subdivisions with more than five (5) lots.
- 12.1.11 An Outline Plan may include the following applicable components at the discretion of the Development Authority:
- Sequence of development proposed for an area
  - Land uses proposed for an area;
  - The density of population proposed for the area either generally or with respect to specific parts of the area;
  - The general location and design for transportation routes and public utilities;
  - The general location and design for drainage works, water and sanitary networks;
  - The general location and a description of the operation of parking areas for truck trailers and other large vehicles;
  - A report in accordance with Section 23 of the *Water Act* where potable water is derived

from a groundwater aquifer. This hydrological report shall include any potential groundwater contamination risk.

12.1.12 An Outline Plan may be required to include:

- a. A Geotechnical Study prepared by a professional engineer identifying and addressing environmental constraints that may be present within the plan area. For the purposes of a higher water table, a map showing water tables of less than 2.3 metres (7.55 feet) and less than 1.0 metres (3.28 feet) shall be included;
- b. A Biophysical Study by a professional biologist identifying ESAs including recommendations for preferred locations of ER and MR, and preferred development setbacks necessary to maintain the environmental integrity of the site;
- c. Submission and implementation of a Traffic Impact Assessment (TIA) on all subdivisions that result in more than ten (10) developable lots (nonpark or other reserves) and/or housing units on a quarter-section, or river lot;
- d. Submission of a Historical Resource Impact Assessment following a recommendation from the appropriate provincial agency; and
- e. Any other detail required by the Municipal District including but

not limited to the general location and design for school bus stops, post office box facilities, entrance features, parks, neighbourhood waste collection areas, or visitor parking.

12.1.13 An Outline Plan shall be approved through Council motion after a review process that includes consultation with area residents and stakeholders that would be mandatory under the subdivision process.

#### Land Use Bylaw

12.1.14 When this Plan or any part thereof takes effect, the Land Use Bylaw in effect in the Municipal District shall be amended to conform to this Plan.

#### Plan Coordination

12.1.15 Collaboration with surrounding municipalities, local First Nations and the provincial government shall be encouraged to best serve the residents of the Municipal District.

12.1.16 Any new Outline Plans, Area Structure Plans or subdivision applications within the boundary of an approved Intermunicipal Development Plan shall be in accordance with that Intermunicipal Development Plan.

#### Major development applications

12.1.17 The Municipal District of Opportunity No. 17 should refer major development applications to nearby First Nations Reserves as part of its internal circulation process.

12.1.18 At the discretion of the Municipal District Council, proposals for amendments to this Plan or major developments within 3.2 km (2 miles) of an adjacent municipality or First Nations Reserve will be circulated to the appropriate First Nation government for comment and input before a decision on the proposal is made.

12.1.19 Major developments in this case include:

- a. Large commercial or industrial areas;
- b. Multi-parcel residential developments more than 5 lots; and
- c. Major resource extraction projects.

12.1.20 At the discretion of the Municipal District Council, proposals for amendments to this Plan, an Area Structure Plan, or the Land Use Bylaw, for subdivision or for development of lands which may impact a First Nation's lands, will be circulated to that First Nation for comment and input before a decision on the proposal is made.

12.1.21 It is recognized as the intent of Council to discuss the possibility of entering into joint planning projects with the First Nations located within the Municipal District's boundaries.

12.1.22 Integration planning and community between the Municipal District and adjacent First Nations shall be encouraged. This may include:

- a. Joint land use plans with adjacent First Nations; and
- b. Joint Community Economic Development Partnerships;
- c. Integrated transportation system planning; and
- d. Integrated infrastructure management plans.

#### Amendment

12.1.23 Should changing conditions necessitate an amendment to the Plan, the amendment shall be adopted by bylaw.

12.1.24 In order to ensure that a proper evaluation is made of the impact of a proposed amendment on the goal, objectives and policies of the Plan, the following criteria shall apply to the consideration of an amendment:

- a. A formal request for amendment shall be submitted to Council with the appropriate fee;
- b. The request shall be in the form of a written brief demonstrating the implications and relationship of the proposed amendment with respect to the goal, objectives and policies of the Plan;
- c. During deliberation on the proposed amendment, Council may refer the request to such agencies as it considers necessary for comment;
- d. Council may request such information as it deems necessary to reach a decision on the proposed amendment;
- e. Council may proceed to amend the Plan.

## Review

- 12.1.25 With this Plan being a major component in the Municipal District planning process, it is intended that this Plan will be subject to periodic review. Review of the Plan may be initiated in the following ways:
- a. A complete or partial review due to economic, social, or technical developments or environmental considerations;
  - b. A complete review at least once every five years; or
  - c. A complete or partial review as a result of a Plan amendment request.



## 13. DEFINITIONS

**Act** means the *Municipal Government Act* R.S.A. 2000 and Amendments thereto, and the regulations passed pursuant thereto.

**Accretion** means the natural process by which new land is formed on the bank of a lake, river or stream. Accretion occurs by the gradual or imperceptible recession of water or accumulation of sediment.

**Alberta Energy Regulator (AER)** means the independent agency regulating the safety and development of Alberta's energy resources: oil, natural gas, oil sands, coal and pipelines.

**Area Structure Plan (ASP)** means a current plan adopted by Council as an area structure plan pursuant to the Act.

**Agriculture** means the cultivation of animals and plants and associated industries.

**Buffer** means an open green space or undisturbed natural area; a row of trees,

shrubs, earth berm, or fencing to provide visual or physical separation and/or noise attenuation between lots or a public roadway.

**Community Area** means the primarily residential areas of the hamlets and community lease areas found within the Municipal District of Opportunity.

**Community Lease Area** means the three community areas at Peerless Lake, Trout Lake and Chipewyan Lake which

**Conservation Reserve** means a parcel of land that is to be taken in accordance with 664.2 of the Act because the land has environmentally significant features but could not be provided as environmental reserve, the purpose of taking the conservation reserve is to protect and conserve the land and taking the land is consistent with overarching statutory plans.

**Development** means

- a. an excavation or stockpile and the creation of either of them,
- b. a building or an addition to or a replacement or repair of a building and the construction or placing in, on, over or under land,
- c. a change of the use of land or a building or an act done in relation to land or a building that results in or is likely to result in a change in the use of land or building, or a change in the intensity of use of land or a building or any act done in relation to land or a building that results in or is likely to result in a change in the intensity of use of the land or building.

**Environmental Reserve** means a lot created by a plan of subdivision, as required under the MGA, which is not suitable for development because of slope instability, groundwater, steep valley banks, flooding, soil conditions, pollution concerns, etc.

Environmental Reserve lots may consist of a swamp, gully, ravine, coulee or natural drainage course, or a strip of land abutting the bed and shore of any lake, river, stream or other bodies of water in order to provide public access. An environmental reserve lot is identified by the “ER” suffix on the lot number in the legal description.

**Environmentally Sensitive Areas (ESA)** means the landscape elements or areas that have important and/or unique environmental characteristics that are essential to the long-term maintenance of biological diversity, soil, water or other natural processes, both within the ESA and in the regional context.

**Green Area** means the portions of the land of Alberta that are provincially managed for timber production, watershed, wildlife and fisheries, recreation and other uses.

Agricultural use is limited to grazing where it is compatible with other uses.

**Hamlet** means an unincorporated community consisting of five or more buildings as dwellings, a majority of which are on parcels of land smaller than 185.00 square meters, has a generally accepted boundary and name and contains parcels of land that are used for non-residential purposes.

**Hamlet Core Area** means lands intended to identify the commercial and social core of the hamlets. The uses within this policy may include personal service and commercial businesses, restaurants, retail stores, offices, banks, public and government services and facilities. Schools and appropriate residential development may also be considered in the Hamlet Core Policy Area.

**Historical Resources Impact Assessment** means an analysis of the potential impacts of development on archaeological and/or historical resources as defined in the Historic Resources Act.

**Municipal Development Plan** means a Planning Document, adopted by Council that provides land-use policy direction for planning and development activity over a prescribed period of time (as outlined in Section 632 of the MGA).

**Municipal Government Act** See Act.

**Municipal Reserve** means land designated as MR under Part 17 Division 8 of the *MGA*; It refers to land provided as part of a subdivision by the developer, without compensation, for parks, buffering, trails, and

school purposes in accordance with the provisions of the Act.

**Open Space** means land and water areas that are retained in an essentially undeveloped state and often serve one or more of the following uses: conservation of resources; ecological protection; recreation purposes; historic or scenic purposes; enhancement of community values and safety; maintenance of future land use options.

**Outline Plan** means a land-use Planning Document, adopted by Council resolution, that supports an overarching area plan and provides specific content and detail to a localized site during the subdivision process

**Resource Use Area** means that lands located outside of the community areas are provincially managed for resource use, recreation, preservation or other uses in accordance with the *Public Lands Act*.

**Reserve Land** means environmental reserve, municipal reserve, community services reserve, school reserve or municipal and school reserve.

**Statutory Plan** means An Inter-Municipal Development Plan, a Municipal Development Plan, an Area Structure Plan and an Area Redevelopment Plan adopted by a municipality under Part 17 Division 4 of the MGA.

**Water Body** means any location where water flows or is present, whether or not the flow or the presence of water is continuous, intermittent or occurs only during a flood, and includes but is not limited to, wetlands and aquifers.

**White Area** means the lands of Alberta's settled portion contains Alberta's population

centres and agricultural areas. In the context of this Plan, the White Area means the lands which are patented and privately owned within the Municipal District.

## 14. REFERENCES

<http://www.qp.alberta.ca/documents/Acts/m26.pdf>

Alberta Energy Regulator Directive 56; Alberta Energy Regulator;

<https://www.aer.ca/regulating-development/rules-and-directives/directives/directive-056>

Alberta Energy Regulator Directive 79; Alberta Energy Regulator;

<https://www.aer.ca/regulating-development/rules-and-directives/directives/directive-079>

Alberta Land Stewardship Act; Alberta Queen's Printer;

<http://www.qp.alberta.ca/documents/Acts/A26P8.pdf>

Alberta Land Use Framework; Alberta Queen's Printer;

[https://www.landuse.alberta.ca/Documents/LUF\\_Land-use\\_Framework\\_Report-2008-12.pdf](https://www.landuse.alberta.ca/Documents/LUF_Land-use_Framework_Report-2008-12.pdf)

Subdivision and Development Regulation (AR 43/2002); Alberta Queen's Printer;

[http://www.qp.alberta.ca/documents/Regs/2002\\_043.pdf](http://www.qp.alberta.ca/documents/Regs/2002_043.pdf)

Alberta Utilities Commission Rule 20; Alberta Utilities Commission;

<http://www.auc.ab.ca/Shared%20Documents/rules/Rule020.pdf>

Historical Resources Act; Alberta Queen's Printer;

<http://www.qp.alberta.ca/documents/Acts/h09.pdf>

Land Titles Act; Alberta Queen's Printer;

<http://www.qp.alberta.ca/documents/Acts/L04.pdf>

Municipal Government Act; Alberta Queen's Printer;

Stepping Back from the Water; Government of Alberta;

<https://open.alberta.ca/dataset/1c70eb43-a211-4e9c-82c3-9ffd07f64932/resource/6e524f7c-0c19-4253-a0f6-62a0e2166b04/download/2012-steppingbackfromwater-guide-2012.pdf>



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