

BYLAW NO. 17/022

A BYLAW OF THE REGIONAL MUNICIPALITY OF WOOD BUFFALO TO DESIGNATE FORT MCKAY AS A HAMLET, SPECIFY ITS BOUNDARIES AND ADOPT THE FORT MCKAY AREA STRUCTURE PLAN

The Regional Municipality of Wood Buffalo, in Council duly assembled, enacts as follows:

1. The Fort McKay Area Structure Plan, attached as Schedule “A” to this bylaw, is adopted.
2. The unincorporated community that is the subject matter of the Fort McKay Area Structure Plan is designated a hamlet, the name of which is Fort McKay.
3. The boundaries of the hamlet of Fort McKay are as shown on Map 3 in the Fort McKay Area Structure Plan.
4. Ministerial Order No. 385/88 as amended is repealed.
5. This Bylaw comes into effect when it is passed.

READ a first time this 13th day of September, 2017.

READ a second time this 23rd day of January, 2018.

READ a third and final time this 23rd day of January, 2018.

SIGNED and PASSED this 23rd day of January, 2018.



FORT MCKAY AREA STRUCTURE PLAN (2017)



Fort McKay Area Structure Plan, Community Engagement Session, Fort McKay, 2016

ACKNOWLEDGEMENTS

The 2017 Fort McKay Area Structure Plan (ASP) is the result of collaboration between the Fort McKay Métis community and Leadership, the Regional Municipality of Wood Buffalo (RMWB, the Municipality) and other major stakeholders including David Klippenstein & Associates LTD (the Fort McKay Métis consultant), the Fort McKay First Nation, Industry, and the Government of Alberta. The Municipality thanks all participants for kindly giving their time and sharing their views to make Fort McKay a better place for all.

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INTRODUCTION

Fort McKay is a rural community in the Regional Municipality of Wood Buffalo. It lies approximately 60 kilometres north of Fort McMurray at the confluence of the Athabasca and McKay Rivers (See Map 1). Access to the community is via the Fort McKay Road, which connects to Highway 63. Fort McKay is situated within one of the most significant and heavily invested areas of the Athabasca Oil Sands Area (AOSA) and is almost completely encircled by oil sands developments. A number of major companies, including Syncrude, and Canadian Natural Resources Limited (CNRL), operate within a 20 kilometer radius of the Hamlet (See Map 2). The proximity to the oil sand operations is recognized as an opportunity for the future economic, physical, and social development of Fort McKay.

Fort McKay is home to the Fort McKay Métis and Fort McKay First Nation communities who share many of the same values and concerns. It is governed by two separate jurisdictions, the boundaries of which are shown on Map 3. The first is the Hamlet of Fort McKay, home to the Fort McKay Métis and part of the Regional Municipality of Wood Buffalo. The second is Fort McKay Reserve 174, home to the Fort McKay First Nation (approximate population 700) and governed by the band's jurisdiction and Treaty 8 rights.

The Fort McKay Area Structure Plan (ASP) is intended to provide a framework for subsequent subdivision and development of an area of land within the boundaries of the Hamlet. This ASP guides the future development of the Hamlet lands, an area of some 401 hectares (991 acres). The ASP does not plan for the Fort McKay 174 Reserve lands, the area of which is shown on Map 3.

Should any of the Hamlet area lands be granted Métis settlement or First Nation Reserve status, the Fort McKay ASP will be amended to remove these lands from the ASP area. Map 4 illustrates the land ownership status in Fort McKay as of May 19, 2017.

In the context of this Area Structure Plan the following terms are used:

“Fort McKay” denotes the area consisting of the Hamlet and Reserve land;

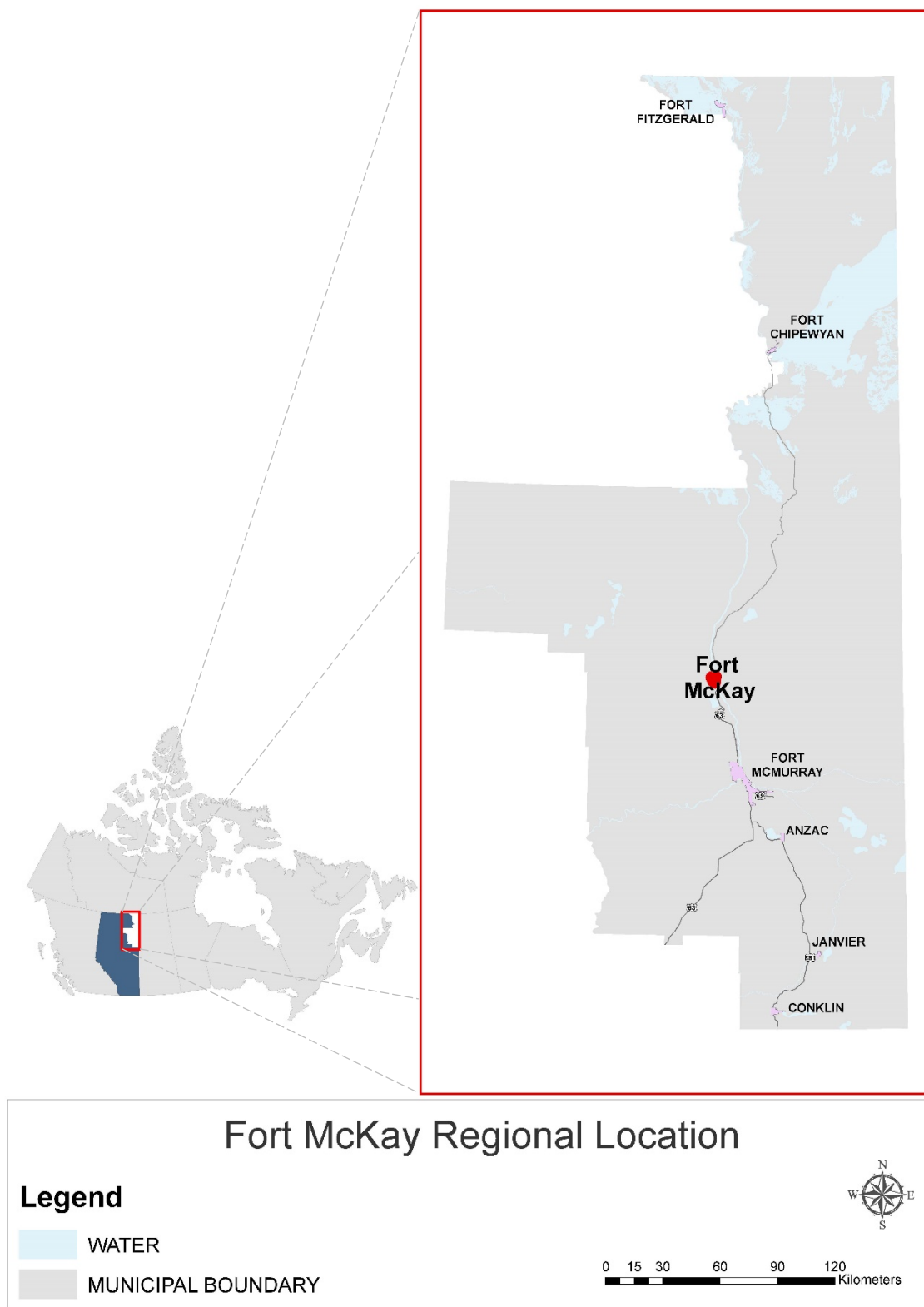
“Hamlet”, “Plan area”, and “ASP area” denotes lands within the boundaries of municipal jurisdiction;

“Community” refers collectively to the residents of the Hamlet and Fort McKay Reserve 174;

“Métis, Métis community, Hamlet’s residents” refer to Métis residents living on Hamlet land;

“First Nation community, Reserve’s residents” refer to First Nation residents living on Fort McKay Reserve 174 land.

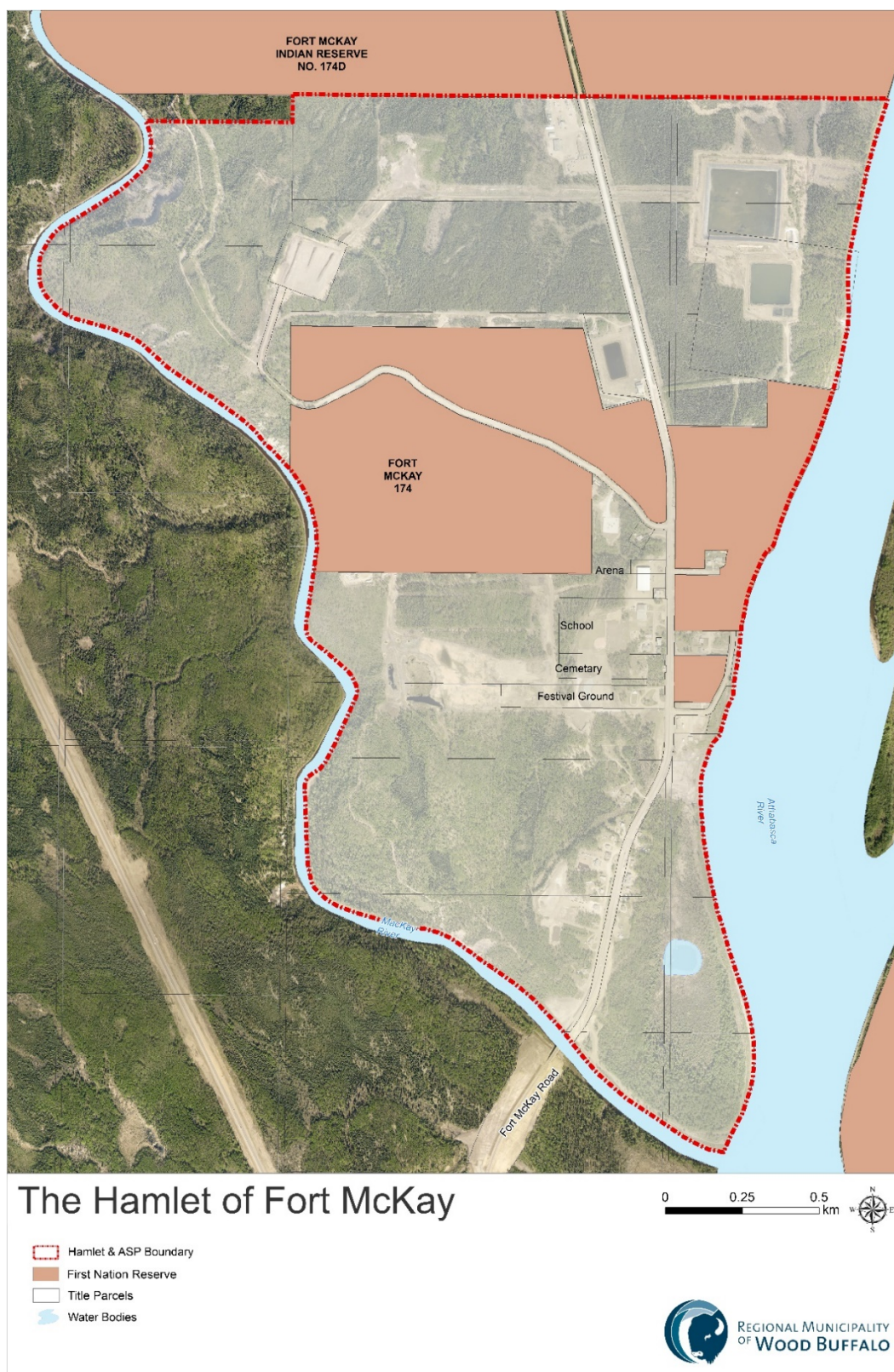
MAP 1. FORT MCKAY REGIONAL LOCATION



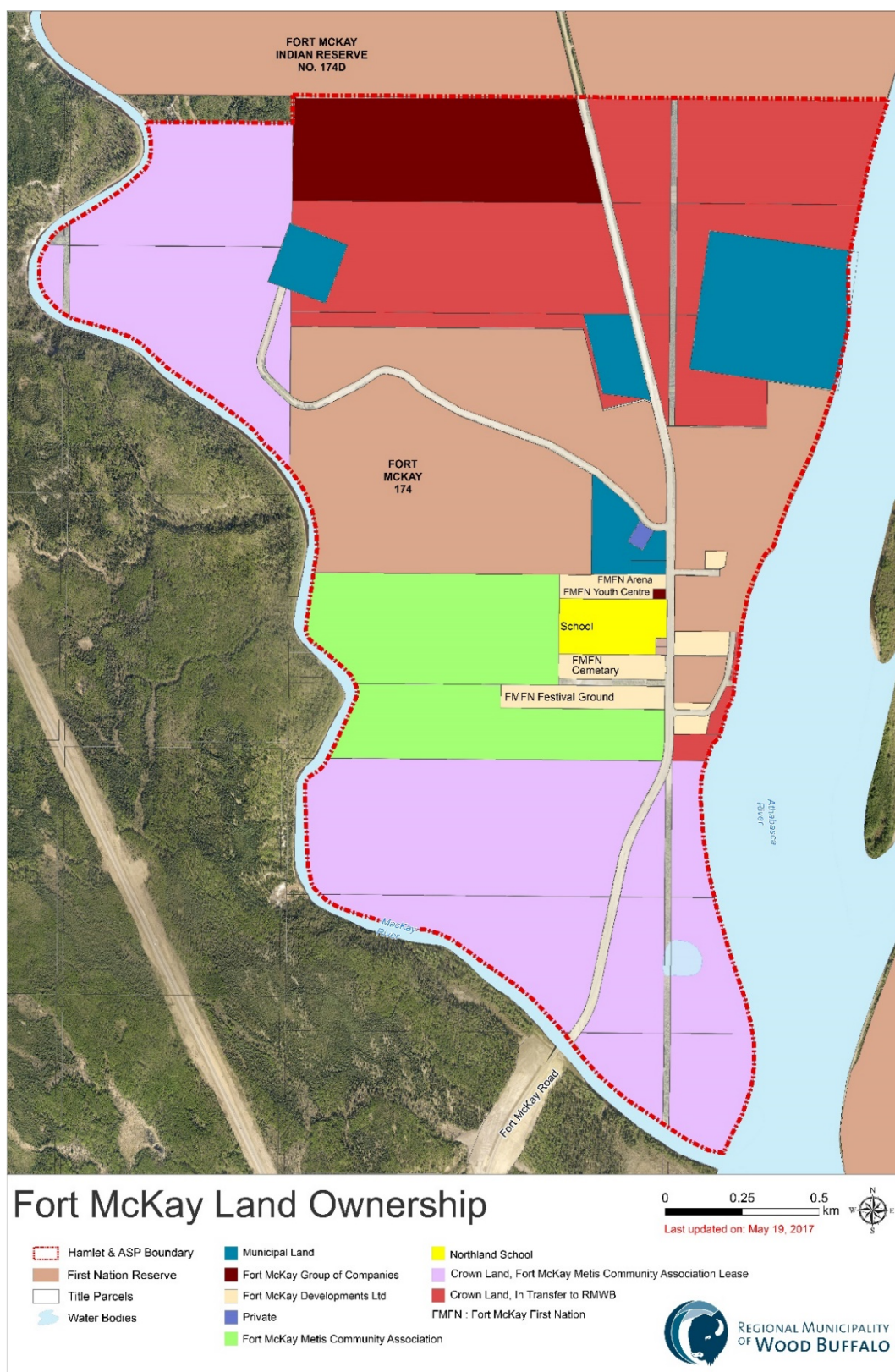
MAP 2. FORT MCKAY NEIGHBOURING OIL SANDS



MAP 3. THE HAMLET OF FORT MCKAY



MAP 4. FORT MCKAY LAND OWNERSHIP



PART 1: SETTING THE STAGE

This section sets the context for the Plan. It introduces the purpose and scope of the Plan and provides an overview of the community's existing conditions and vision. The planning process is also described here.



PURPOSE AND SCOPE OF THE PLAN

Purpose of the Plan

The Fort McKay Métis community has a strong vision for their future growth and development. The purpose of this Area Structure Plan (ASP) is to help realise this vision by providing the policy framework that will guide the future development of the land in the Hamlet. This plan is the Hamlet's first ASP.

Scope of the Plan

The 2017 Area Structure Plan provides guidance for the development of the Hamlet for the next 10 years. It is prepared in accordance with section 633 of the *Municipal Government Act R.S.A 2000 (MGA)* and aims to:

- Guide future growth in a manner that is compliant with the Lower Athabasca Regional Plan (LARP) (September 2012) and consistent with the Municipal Development Plan (MDP) 2011 (Bylaw No.11/027);
- Provide a framework for coordinating future residential, commercial, cultural, institutional and recreational land uses as the community's population increases;
- Establish policies to ensure that the future development of land is orderly set out in a generalized land use plan; and
- Integrate existing and future infrastructure requirements with the proposed land uses.

OVERVIEW

The Hamlet of Fort McKay is predominantly a Métis residential community with a total population count of 51 residents (2015 Municipal Census).

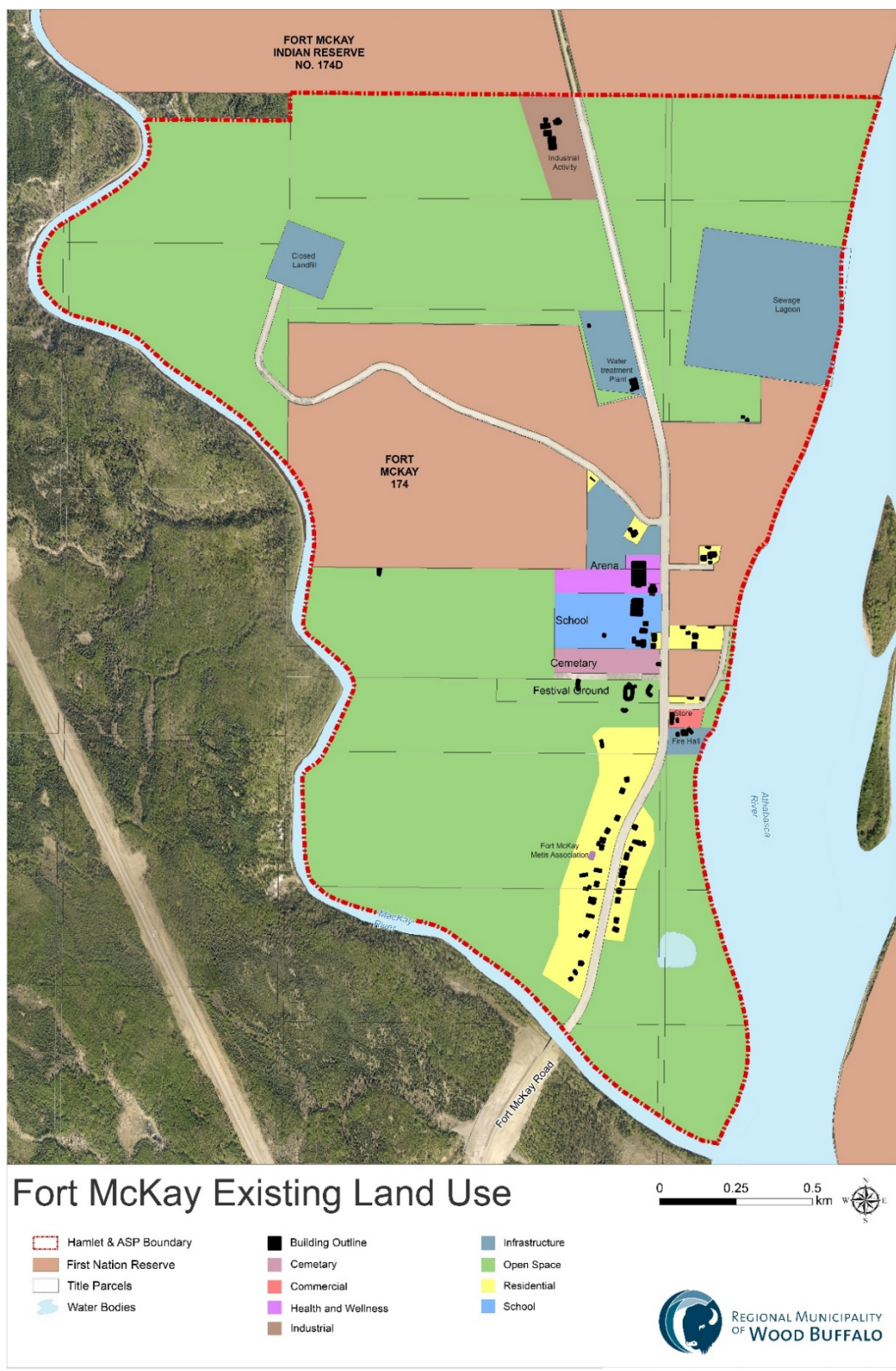
The Hamlet occupies a scenic setting on a triangular plateau bordered by the McKay and Athabasca River and their steeply sloping valley sides. The plateau features a series of escarpments and ridges separated by low lying swales which provide both interest and diversity to the natural environment while creating both constraints and opportunities for development. (See Map 6). The natural environment in Fort McKay is valued for both its scenic qualities and the opportunities it provides for tourism and traditional activity practices including hunting and gathering food. The rivers are important components of the community's cultural heritage and identity and they also provide Fort McKay with its distinctive setting.

The availability of land in Fort McKay is a key factor that influences the future of its development. Most of the land in the Hamlet is Crown land, a significant portion of which is leased to the Fort McKay Métis and administered through Alberta Municipal Affairs. In 2014, the Fort McKay Métis Community Association acquired two lots from the Province and is now one of the major land owners within the Hamlet. The remaining lands are owned by the Municipality, Northlands School Division and several private owners, including the Fort McKay Métis Group, the Fort McKay Group of Companies Ltd., and Fort McKay Developments Ltd.

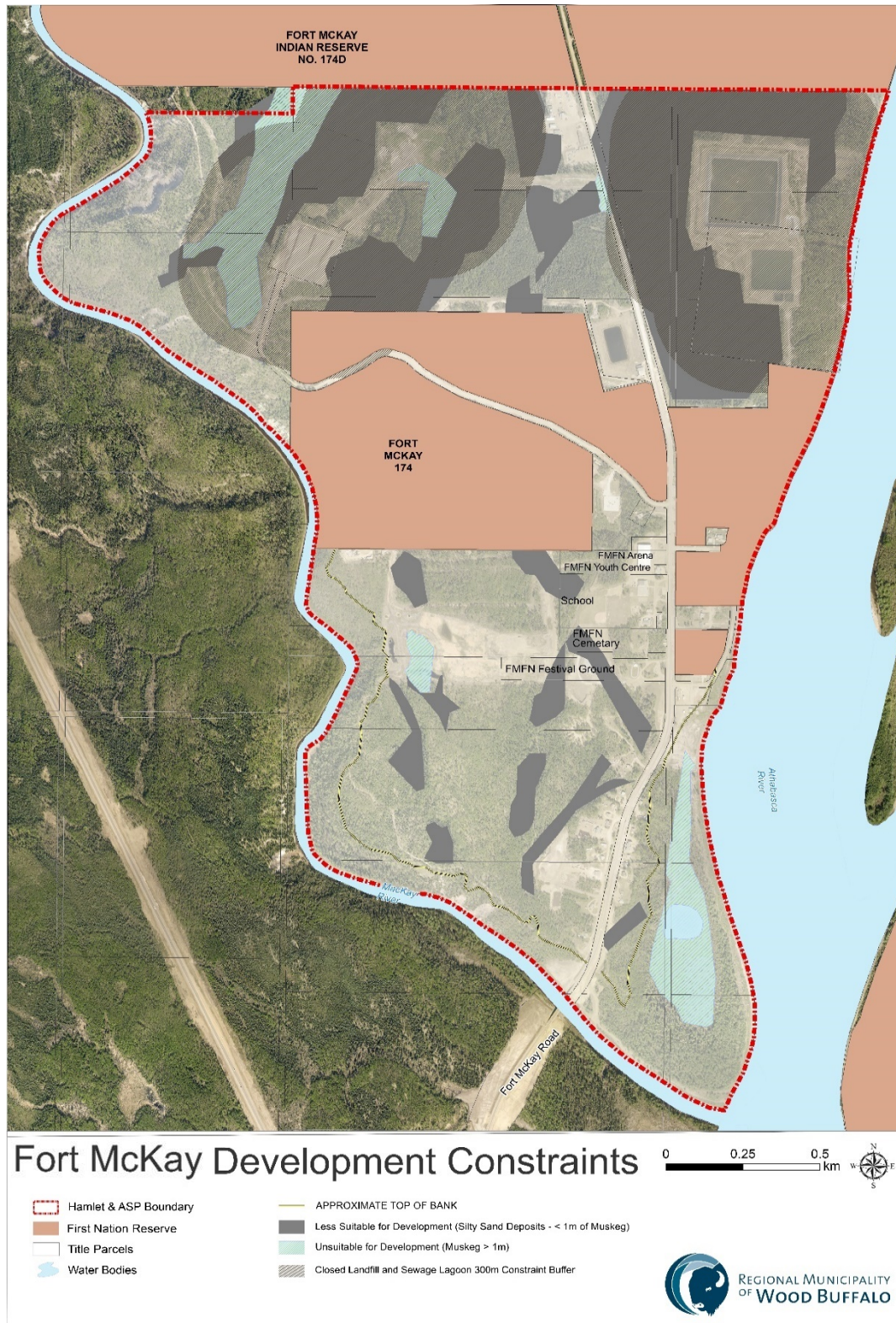
The majority of the existing development is clustered in the southern portion of the Hamlet along the Fort McKay Road where Municipal infrastructure is easily accessible (See Map 5). The infrastructure facilities in the Hamlet include water treatment and distribution, wastewater collection and treatment, and solid waste collection. Currently, the water supply system is struggling with water shortage as the Ells River will cease to be an adequate source. The sewage lagoon system is currently operating at about 65% capacity and may require upgrading in the next 5 to 7 years, depending on the development of the area.

The current primary housing form in the community is single detached. Community services such as health and wellness, indoor and outdoor recreation, education, police, ambulance, and fire protection, are located within or at proximity to the Hamlet. Commercial uses are limited, and residents of Fort McKay still depend on Fort McMurray for a lot of their essential daily needs.

MAP 5. FORT MCKAY EXISTING LAND USE



MAP 6. FORT MCKAY DEVELOPMENT CONSTRAINTS



*Map 6 provides an illustration of the approximate locations & sizes of some of the development constraints

VISION FOR THE HAMLET OF THE FUTURE

The first step in preparing the ASP was to develop a vision for the Hamlet of the future to provide clear direction for the Plan. The Fort McKay Community and Leadership were instrumental in forming the following vision for the Hamlet.

“(The Hamlet of) Fort McKay is a sustainable community where residents live, work, and play. Our cultural heritage is highly respected and celebrated by all. The natural environment is integral to our lifestyle and residents enjoy the rivers, trails, and forests which are part of our everyday living. The physical and social infrastructure supports a healthy community. Our local economy is strong and sustained by a vibrant town centre.”

The vision of the Community for the Hamlet is in line with the overall strategic directions of the Lower Athabasca Regional Plan and the Municipal Development Plan.

THE PLANNING PROCESS

To ensure that the ASP is responsive to the Métis’ vision, needs and necessities, the planning process of the Plan has been a continuous:

- a) collection and analysis of information,
- b) mapping and policy writing,
- c) review and feedback from the Métis community and other stakeholders.

The preparation of the ASP has been guided by background research, community engagement, and stakeholder engagement. Researched information, key findings, and feedback and recommendation from the community have been captured in a Background Report.

The Background Report was shared with the community and their leaderships. Printed copies of the report are available at the Fort McKay Métis Community Office, Dorothy McDonald Business Centre, and the RMWB. A digital copy of the report will also be available online.

Background Report

Based on information obtained through research and stakeholder engagement, the Background Report sets out key findings related to the current situation of various aspects of Fort McKay including the culture and heritage of the Métis community, the natural environment, and the current usage of the land. The report also explores existing services in the community such as housing, education and health, business activities and employment, infrastructure and servicing, transportation, and recreation.

Following a thorough review and analysis of the key findings, the report identifies the concerns and opportunities of each of the aspects, and their policy implications. These implications,

directly informed the policies crafted in this ASP which guide the future of the community and the development of the Hamlet.

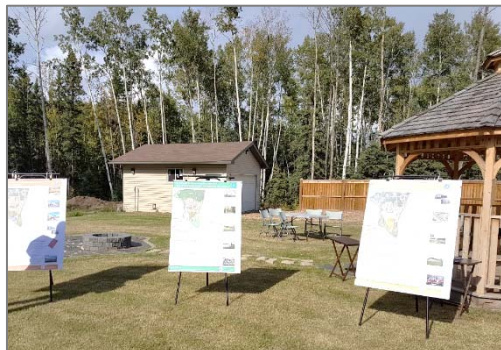
Community and Stakeholder Engagement

The Area Structure Plan is also based on information and feedback from the Métis community, and the Métis Leadership and their consultants. Other key stakeholders included the Fort McKay First Nation, Municipal departments, the Province (Department of Municipal Affairs and Alberta Environment and Parks) and Industry.

Numerous engagement events were organized with community members, the Fort McKay Métis Leadership, and other stakeholders to identify concerns and priorities about the future planning and development of the Hamlet. Some of these most recent events include:

- June 2015: (1) Community barbeque engagement in the Hamlet of Fort McKay,
- June 2015 – December 2016: (5) Meetings with the Fort McKay Métis President and Leadership,
- January 2016 – December 2016: (3) Presentations to the Fort McKay Métis Board of Directors,
- January 2016 – December 2016: (3) Meetings with the Fort McKay First Nation administration,
- September 2016: (1) Public Open House in the Hamlet of Fort McKay,
- October 2016: (1) Full day workshop with the Fort McKay Métis Leadership and their consultant,
- November 2016: (1) Full day Métis Community Family Focus Group engagement,
- January 2017: (1) Meeting with Fort McKay Métis Leadership and consultants - draft ASP report,
- March 2017: Fort McKay First Nation engagement and feedback on the ASP Land Use Concept,
- March 2017: Fort McKay Métis focus group engagement, comments incorporation, and
- May 2017: (1) Joint meeting with the administration of both Fort McKay Métis & Fort McKay First Nation to discuss ASP Land Use Concept.

Multiple meetings were also held with municipal departments over the course of the ASP preparation. In addition, copies of the draft Plan were circulated internally to municipal departments, and externally to the Fort McKay First Nation, Province, and Industry for review and comments.



*Fort McKay Métis
Community Office, 2016*

*Fort McKay First Nation
Dorothy McDonald Business Centre, 2012*



Open House Events, Fort McKay ASP, Fort McKay



Workshop, Fort McKay ASP, October 2016

GUIDING PRINCIPLES OF THE PLAN

Led by the core elements of the Métis' vision and the Planning Process, a Generalized Land Use Concept and a principle based approach have been adopted to guide future development in the Hamlet. Five guiding principles have been extracted from the vision:

- Principle 1: Promote a Sustainable Community,
- Principle 2: Respect and Celebrate the Métis Cultural Heritage,
- Principle 3: Protect the Natural Environment,
- Principle 4: Enhance the Hamlet's Physical and Social Infrastructure, and
- Principle 5: Create a Vibrant Community Core to Promote a Strong Local Economy.

Each of these principles is supported by a series of objectives and policies to better guide the future development in the Hamlet.

PART 2: ACHIEVING THE VISION

This section presents a Generalized Land Use Concept map, showing the general location of proposed future land uses. It lays out five principles that will be achieved through more specific objectives and policies.



GENERALIZED LAND USE CONCEPT: THE MÉTIS COMMUNITY'S PREFERRED OPTION

To help realize their vision, the Métis leadership commissioned consultants to prepare a series of plans setting out options for the future development and use of land. A preferred option for future development in the Hamlet (see Background Report: Map 4) emerged from these plans and provided the foundation for the Generalized Land Use Concept (GLUC) (See Map 7).

LAND USE CLASSIFICATIONS

The GLUC is responsive to the guiding principles of the Métis community's vision and provides the over-all intent and approximate location for each of the proposed future land uses. The following are the descriptions of the land use classifications as identified in the generalized land use concept:

Civic Area

The Civic Area accommodates existing institutional, cultural, and heritage related land uses. The facilities and services include the Fort McKay First Nation Festival Grounds, the Fort McKay First Nation Arena, the Fort McKay First Nation youth centre, the Northland School, and the Fort McKay First Nation Wellness Centre.

Community Core

The intent of the Community Core is to be a focal point that provides opportunities to develop and enhance local services, facilities, and activities to meet the future needs of the community. The Community Core is best described as a robust and diverse local commercial node consisting of a higher density development that features a mix of residential, institutional, commercial, and other compatible community uses.

Residential Medium Density

The intent of the Residential Medium Density areas is to provide for a wide range of housing types and other compatible community services that meet the needs of different age groups, family types, and income levels. It also accommodates the existing predominantly residential development outside of the Civic Area.

Residential Low Density

The intent of the Residential Low Density area is to provide for housing, mainly in the form of single family detached homes on larger parcels of land. The Residential Low Density also serves as a spatial transition and buffer between planned development and the Special Use and Cultural area.

Special Use & Cultural

The intent of the Special Use and Cultural area is to provide opportunities for a variety of cultural and traditional activities for the Hamlet's residents and visitors. A key feature of this area is a Métis Cultural Centre combined with administrative and tourist related services.

Gateway Commercial

The intent of the Gateway Commercial area at the southern entrance of the Hamlet is to provide commercial opportunities linked to tourist and visitor oriented development and services.

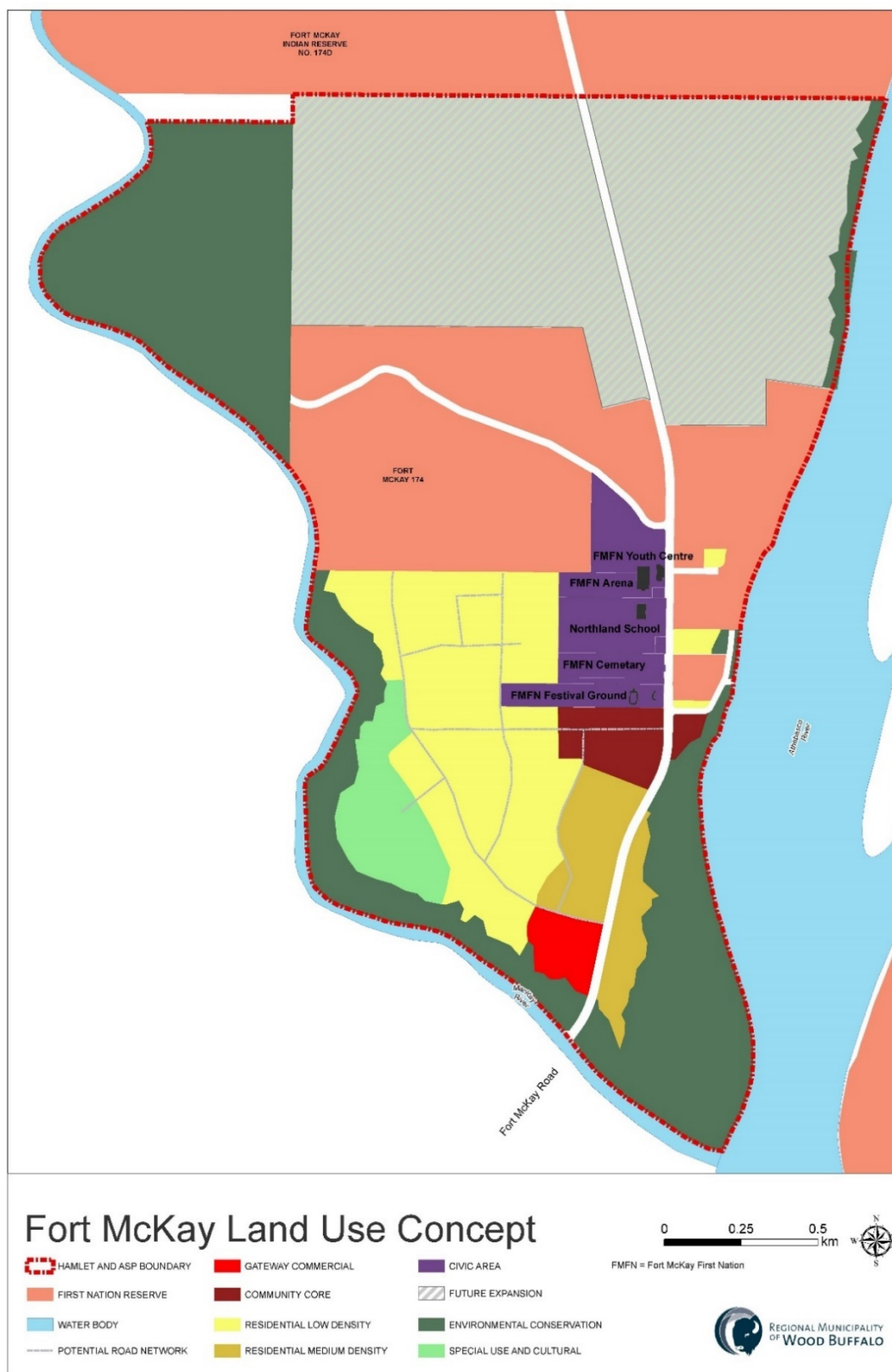
Environmental Conservation

The intent of the Environmental Conservation areas is to remain in their natural state to protect environmental features such as vegetation, and wildlife. Development in Environmental Conservation is restricted to traditional activities and low impact recreational uses, since the land sits back from the top of bank of the Athabasca and McKay Rivers and is prone to natural hazards such as erosion and slumping.

Future Expansion

The intent of the Future Expansion area, located in the northern portion of the Hamlet, is to accommodate a variety of residential, public facilities, and general industrial uses. This provides the community in Fort McKay with the opportunity to consider this area for further development should the need arise in the future.

MAP 7. FORT MCKAY LAND USE CONCEPT



PRINCIPLE 1: PROMOTE A SUSTAINABLE COMMUNITY

The population of the Hamlet is likely to increase over the next 20 to 30 years. According to the latest projections, prepared jointly by the Municipality and the Oil Sands Community Alliance (OSCA), the Hamlet's population will approximately reach 100 people by 2030. However, this number may double because of exogenous growth factors such as higher registration numbers with the McKay Métis and in-migration from surrounding communities. The Fort McKay First Nation community, living on the adjoining Reserve lands, also anticipates an increase in their population numbers and a corresponding need for new housing. In addition, amendments to the *Indian Act* regarding membership may trigger potential Non-Status First Nation residents living on Fort McKay Reserve 174 to consider the Hamlet as an opportunity to settle close to family and friends, and cultural ties and values.

The Métis residents envision the Hamlet to be a sustainable community. To help realise this vision, future development in the Hamlet should address the needs of the existing community and its anticipated growth. Further residential growth will encourage the development of supporting facilities providing health and government services, and commercial ventures. This helps to create a balanced and sustainable community. In terms of housing options, the ASP designates lands for residential development with a range of housing types to accommodate different income levels, age groups, and family structures. Future development will be concentrated mainly in the southern portion of the Hamlet where lands are generally higher, better drained, and well located in relation to the existing housing area and the established community services in the Civic Area.

The objectives and policies of Principle 1 strive to arrange for the proper conditions and opportunities for the community to become the sustainable one they envision.

Objective 1.1: Designate Land for Residential Development

1.1.1 - New residential development shall be directed to the following areas shown on Map 7 - Generalized Land Use Concept:

- a. Residential Low Density;
- b. Residential Medium Density, which includes the established residential area located along both sides of Fort McKay Road; and
- c. Community Core.

1.1.2 - Residential development may be allowed in Future Expansion.

Objective 1.2: Provide for a Diverse Range of Housing Types and Densities

In the Residential Low Density:

1.2.1 - A variation in residential density will be allowed with a minimum of 2 units per net hectare and a maximum of 12 units per net hectare.

1.2.2 - Single family detached dwellings will be the primary housing type.

1.2.3 - Semi-detached dwellings may be allowed to provide a transition between areas of different densities and scale.

In the Residential Medium Density:

1.2.4 - A variation in residential density will be allowed with a minimum of 7 units per net hectare and a maximum of 24 units per net hectare.

1.2.5 - A range of housing types will be allowed which may include but are not limited to semi-detached houses, townhouses and duplexes.

1.2.6 - Single detached dwellings may be allowed if there is no proven demand or need for medium density housing forms. Residential densities for single detached dwellings in the Medium Density area will be a minimum of 7 units per net hectare.

Existing Residential Development within the Residential Medium Density:

1.2.7 - The improvement and upgrading of existing properties will be encouraged.

1.2.8 - The replacement of an existing dwelling or new development on land between existing properties may be allowed, subject to:

- a. its compatibility with the surrounding existing structures; and
- b. the proposed density is not greater than 12 units per net hectare.

In the Community Core:

1.2.9 - A variation in residential density will be allowed with a minimum of 12 units per net hectare and a maximum of 65 units per net hectare.

1.2.10 - A range of housing types will be allowed and may include but is not limited to apartment buildings, semi-detached houses, duplexes, and townhouses.

1.2.11 - Mixed use development with residential units located above first floor commercial uses will be encouraged.

In the Future Expansion:

1.2.12 - Residential development is not allowed within 300 metres from the landfills and sewage lagoon as illustrated in Map 6 Fort McKay Development Constraints.

1.2.13 - Development is not allowed within 50m of the Water Treatment Plant.

1.2.14 - A variation in residential density may be allowed with a minimum of 2 units per net hectare and a maximum of 12 units per net hectare.

Objective 1.3: Promote Compatible Development

In the ASP Area:

1.3.1 - The compatibility of new developments in the Hamlet and on Reserve lands will be encouraged.

1.3.2 - Development will be considered incompatible when it has a direct negative effect on surrounding uses. Negative effects may include but are not limited to:

- a. emissions of fumes, odor, dust, excessive noise and light pollution,
- b. emission of air or water pollution and other contaminants,
- c. inappropriate building massing and shadow impact, and
- d. volume or type of traffic.

1.3.3 - Development should provide for a transition between areas of different densities and scale. This includes but is not limited to providing the necessary setbacks and graduated reduction in intensity towards lower density residential areas as well as environmentally and culturally sensitive areas.

In the Residential Medium Density:

1.3.4 - Land uses that are compatible with adjacent residential properties in respect of scale, aesthetic, and noise, may be allowed. Such uses may include but are not limited to:

- a. outdoor recreation,
- b. retirement homes and long term care facilities,
- c. day care centres,
- d. a healing centre, and
- e. places of worship.

In the Future Expansion:

1.3.5 - The expansion and/or replacement of existing municipal infrastructure facilities including the Water Treatment Plant and the Sewage Lagoon will be allowed.

1.3.6 - General industrial activities and/or development, as defined in this ASP, may be allowed subject to their compatibility with surrounding uses.

Objective 1.4: Promote Sound and Sustainable Development

In the ASP Area:

1.4.1 - The Municipality may require an outline plan for the subdivision of land when two or more lots are contemplated. Outline Plans must demonstrate their alignment with the intent and direction set out in this ASP.

1.4.2 - Outline Plans must include, but are not limited to, a future land use scenario, servicing strategy, open space connections, development phasing, development constraints analysis and proposed strategy to deal with identified actions consistent with this plan.

1.4.3 - Developers will be encouraged to demonstrate sound environmental practices. These may include, but are not limited to:

- a. green infrastructure to reduce and treat storm water,
- b. energy efficient building,
- c. building orientation and design, and
- d. landscaping and integration with the natural landscape.

1.4.4 - The use of green technology and practices in the design and construction of future development will be promoted. These include but are not limited to using energy, water and other resources more efficiently as well as reducing waste generation.

PRINCIPLE 2: RESPECT AND CELEBRATE THE MÉTIS CULTURAL HERITAGE

The Métis community's vision is of a future in which culture and heritage are highly respected and celebrated by all. The Métis share many of the same values as that of the Fort McKay First Nation. Their respective cultures are closely tied to the land where they practice traditional activities such as seasonal trapping, hunting, and gathering of foods and medicinal plants.

Future development in the Hamlet will occupy a significant area of lands which may be currently used for traditional activities. Therefore, it is important that the ASP promotes responsible development in traditional lands and conserve historic resources to protect the Métis' cultural heritage and way of life.

The Métis community has identified an area in the south western portion of the Hamlet for use of traditional and cultural purposes. This protected area will provide an opportunity for teaching and passing traditional knowledge on to future generations.

Historic resources in Fort McKay are subject to protection under the *Historical Resources Act* (See Map 8). It is important to conserve existing historical assets and support opportunities to create new ones.

One of the Métis community's long held desires is that of a Cultural Centre, which serves as a multi-purpose visitor and education centre, and administrative offices. Another asset that is envisaged is that of a 'Pavilion' which is a cultural facility providing for year round community gatherings and celebrations.

The existing developments in the Hamlet do not reflect the Métis' aspiration to celebrate and endorse their cultural heritage and identity. The Hamlet of the future will encourage the design and layout of buildings, street signs and communal areas to reflect Métis cultural values. This will be achieved by promoting a design language that speaks to the Métis heritage and culture.

The objectives and policies of Principle 2 strive to arrange for the proper conditions and opportunities that empower the community to celebrate its highly respected cultural heritage.

Objective 2.1: Designate Lands for Traditional and Cultural Heritage Uses and Activities

2.1.1 - The Special Use and Cultural area as shown on the Generalized Land Use Concept (See Map 7), is designated for cultural, traditional and ceremonial activities and events.

2.1.2 - Developments within the Special Use and Cultural area may include but are not limited to:

- a. cultural centre to serve as a visitor and educational centre, and Métis Board and administrative offices,
- b. traditional and ceremonial area,
- c. gathering grounds,
- d. ecofriendly cabin accommodations, and
- e. green spaces, picnic areas, and walking trails.

Objective 2.2: Protect Culturally and Historically Significant Areas

In the ASP Area:

2.2.1 - The preservation and enhancement of cultural and historical resources will be promoted.

2.2.2 - Development proponents need to consult with Alberta Culture and Tourism prior to the onset of development activities in areas that either contain or are believed to contain a historic resource (See Map 8).

In the Special Use and Cultural Area:

2.2.3 - Development proponents should strive to safeguard traditional activities such as seasonal trapping, hunting, and gathering foods and medicinal plants, and cultural events.

Objective 2.3: Promote Development that Reflects the Métis Culture and Heritage

In the ASP Area:

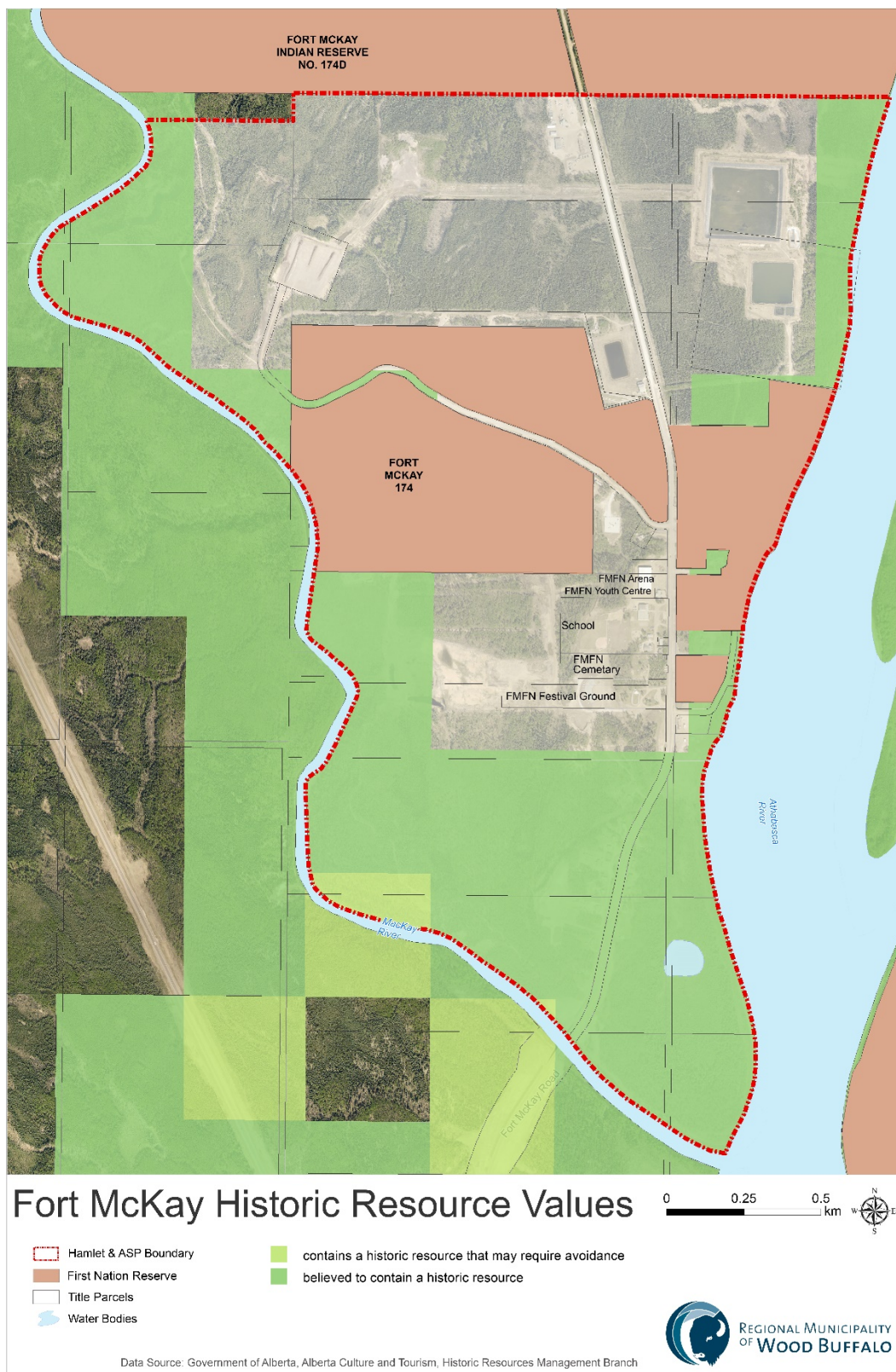
2.3.1 - The design and form of new development will be encouraged to reflect the Métis lifestyle and identity and be in keeping with the rural character of the Hamlet.

2.3.2 - The usage of public art and other place-making initiatives will be encouraged to promote the recognition of the community's Métis heritage.

In the Community Core:

2.3.3 - The development of a year round facility to promote Métis culture will be allowed.

MAP 8. FORT MCKAY HISTORIC RESOURCE VALUES



PRINCIPLE 3: PROTECT THE NATURAL ENVIRONMENT

Fort McKay is situated within a beautiful natural environment. Key natural features include the valley landscapes of the McKay and Athabasca Rivers, which are especially important for their scenic beauty and provide Fort McKay's unique setting at their confluence.

The natural environment is integral to the Fort McKay community's way of life. Everyday living is closely connected to the environment and use of natural areas including rivers, forests and trails. As such, the Fort McKay Métis' vision for the Hamlet promotes the conservation and protection of the natural environment.

Most of the land within the Hamlet is in its natural state and requires guided environmental considerations to maintain the long term integrity of their wildlife and biodiversity. The majority of the Hamlet lies within a Provincial Key Wildlife and Biodiversity Zone. A portion of the hamlet's lands have also been identified by the Province as being Environmentally Significant Areas (See Map 9). Further and more detailed biophysical analysis is needed to identify and evaluate areas of environmental sensitivity/biodiversity at a local scale.

However, the natural areas are the only land available for development within the Hamlet. This will increase development pressure to accommodate future growth in the Hamlet. Therefore, it is important that the Area Structure Plan guides future developments in an environmentally responsible direction that respects the natural environment.

Additionally, a substantial portion of the Hamlet's natural area may be at risk of environmental hazards. These hazards include steeply sloping areas potentially subject to erosion or slumping, areas of muskeg and wetlands, and low lying areas that may be susceptible to flooding. It is essential to protect and safeguard the community from such possible hazards by preventing or limiting development in these areas. Further work is needed to assess these risks in the interests of environmental protection and public safety.

The objectives and policies in Principle 3 strive to ensure responsible development of the natural environment in the Hamlet.

Objective 3.1: Protect Wildlife Habitats and Environmentally Significant Areas

In the ASP Area:

3.1.1 - The integrity of the natural environment must be respected. Developers will be required to demonstrate how their proposals will endeavor to protect Key Wildlife and Biodiversity Zones and Environmentally Significant Areas (See Map 9).

3.1.2 - Environmental studies prepared by certified professionals will be required for development within the areas shown on Map 9 as:

- a. Key Wildlife and Biodiversity Zones, and
- b. Environmentally Significant Areas.

3.1.3 - Environmental studies should include measures to mitigate any potential adverse environmental impacts.

- a. environmental studies may include but are not limited to:
 - i. biophysical impact assessment,
 - ii. geotechnical study, and
 - iii. any other studies deemed required by the development authority.
- b. developments will be required to adhere to the recommendations set out in the Environmental studies.

Objective 3.2: Support Development that has Minimal Impact on the Natural Environment

In the Environmental Conservation Areas:

3.2.1 - Development will be restricted to environmentally responsible recreational developments that have a low impact on the natural environment and may include but are not limited to:

- a. traditional & tourist oriented activities,
- b. outdoor green spaces,
- c. walking & biking trails, and
- d. signs and interpretive display boards.

3.2.2 - Subject to Provincial and Federal approval, the development of a boat launch area on the Athabasca River will be supported.

Objective 3.3: Safeguard the Community from Natural Hazards

In the ASP Area:

3.3.1 - Development within the Hamlet should consider the potential existence of natural constraints such as steep slopes, muskeg areas, wetlands, storm water ponds, flood risk areas and subsidence hazards.

- a. Additional environmental and technical studies may be required to ensure the viability and safety of potential developments.
- b. Developments proponents will be required to adhere to the recommendations set out in the required environmental and technical studies.

3.3.2 - A Geotechnical Slope Stability and Setback Analysis and Flood Risk Study for the Hamlet area will be required to determine the extent of risk as well as appropriate avoidance and/or mitigation measures, such as development setbacks, safe building elevations, flood proofing or others.

3.3.3 - Areas of natural constraints such as muskeg, wetlands, and storm water ponds may be used as green spaces for low impact recreational uses.

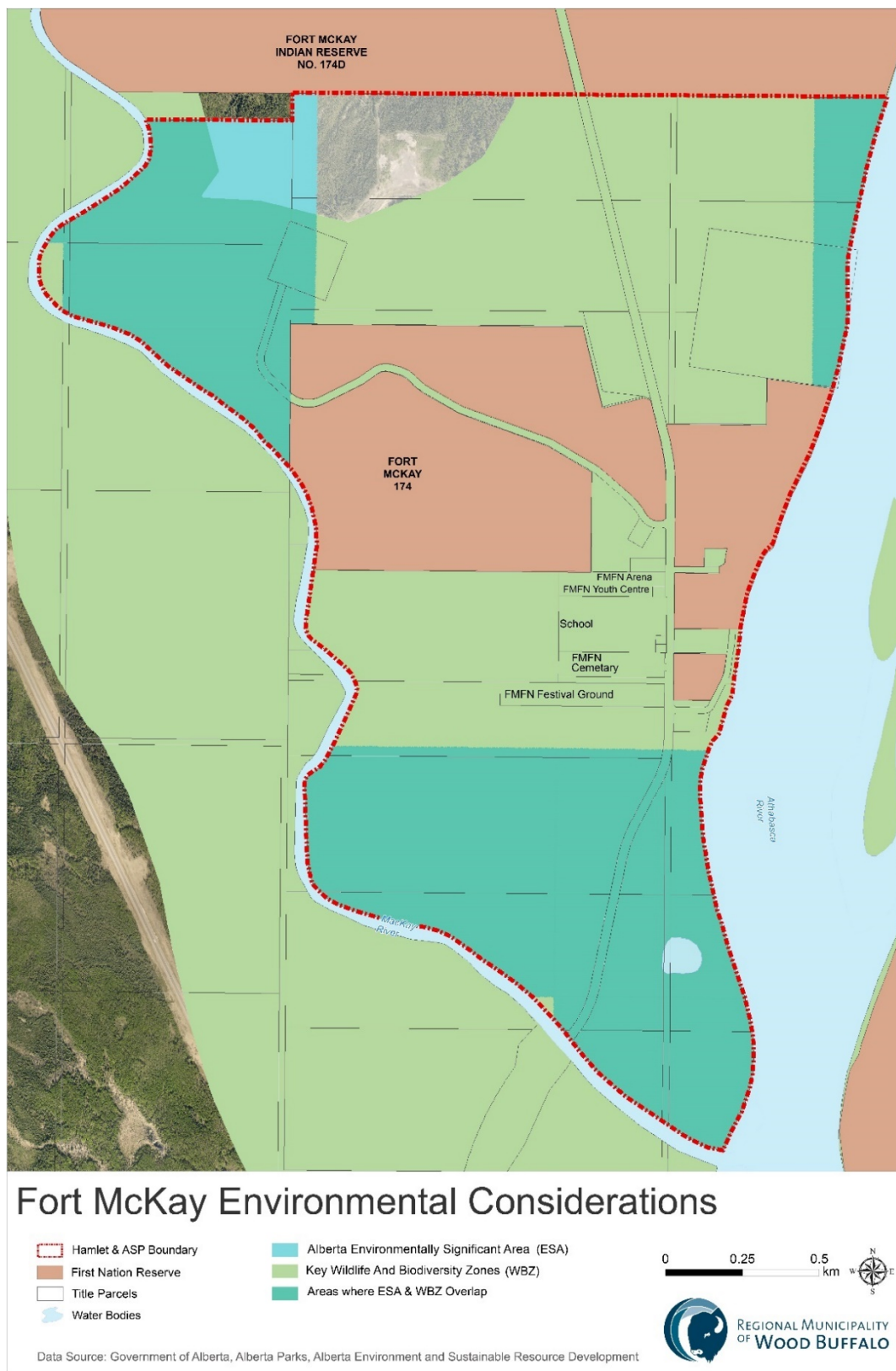
3.3.4 - The McKay River valley slopes and the lower lying banks of the Athabasca River valley are identified as natural hazard areas. The removal of natural vegetation and alteration of the natural drainage pattern will not be allowed in these areas.

Objective 3.4: Promote Stewardship of the Environment

In the ASP Area:

3.4.1 - Development should strive to be energy efficient, low impact and environmentally responsible to uphold community health and general well-being.

MAP 9. FORT MCKAY ENVIRONMENTAL CONSIDERATIONS



PRINCIPLE 4: ENHANCE THE HAMLET'S PHYSICAL AND SOCIAL INFRASTRUCTURE

The community's vision is that of a healthy community supported by physical and social infrastructure that will ensure their health, safety and welfare. Therefore, the Area Structure Plan addresses issues ranging from critical infrastructure such as water, sewer, solid waste facilities, road safety and transit, to the provision of police, ambulance, and fire protection services, better access to health and wellness, education, and recreation facilities.

The objectives and policies of Principle 4 identify opportunities to improve the physical and social infrastructure base while addressing community concerns that were raised through engagements.

A. Municipal Services and Infrastructure

Municipal services and infrastructure provided in Fort McKay include water treatment and distribution, wastewater collection and treatment, and solid waste collection (See Map 10). The water supply system is dependent on the Ells River and future water shortage issues are expected as the Ells River may cease to be an adequate source. The sewage lagoon system is currently operating at about 65% capacity and may require upgrading in the next 5 to 7 years, depending on development of the area. The Municipality has recently increased its services of solid waste collection in the Hamlet. Consideration of provision of solid waste and recycling services through a contracted arrangement with a company throughout the Hamlet is being considered, but only on a full cost recovery basis. On the Reserve, the Fort McKay Group of Companies undertakes the collection of solid waste at the curb on a weekly schedule. The two landfills in the Hamlet are closed and there have been issues with illegal dumping, not only at the former landfill sites but also in the nearby natural areas.

Objective 4.1: Ensure the Servicing Capacity of Critical Infrastructure

In the ASP Area:

- 4.1.1 - Potential sources of water supply will be explored as an alternative to the Ells River, the existing source.
- 4.1.2 - The upgrading and design of new water and sewer systems will incorporate efficient and cost-effective measures and include environmentally-friendly technologies.
- 4.1.3 - Development proponents will be encouraged to apply sound environmental practices by integrating storm water best management practices such as vegetated swales, bio retention gardens and engineered wetlands to capture and treat storm water run-off.

Objective 4.2: Support Improvements to Solid Waste Services

In the ASP Area:

4.2.1 - Appropriate waste management services will be encouraged to provide solutions to solid waste collection and dumping.

B. Roads and Transportation

Fort McKay Road is the community's lifeline. It is the main route serving the Hamlet and the Reserve lands and provides access to municipal services. It also provides the only public access into and out of the community in the event of wildfires and other emergencies. However, maintaining its safety measures and ensuring that it remains open throughout the year is a major concern (See Map 11).

There currently is a secondary access to the Fort McKay community. This road runs north of the community and eventually ends on the Canadian Natural Resources Limited Horizon Site. Further communication with Total E&P Canada and CNRL to explore the suitability of using the road as an emergency exit, such as during an evacuation, is needed.

The Fort McKay Road has sufficient capacity to meet the likely increase in traffic resulting from future developments within the Hamlet. Upon future demand, measures to maintain and expand an appropriate and adequate road network, by means of separating vehicular traffic from pedestrian, may need to be explored. However, pedestrian safety is an urgent concern and should be addressed.

Another transportation related matter is the need for alternative means of transportation, especially for people who do not have their own vehicles or are unable to drive. The First Nation provide a regular bus service for children and teenagers attending schools in Fort McMurray. In addition, starting June 1, 2017, the Municipality has added a weekly trial service between Fort McKay and Fort McMurray.

Objective 4.3: Enhance Road Safety

In the ASP Area:

4.3.1 - Internal road network required to service future development must meet the Municipality's Engineering Servicing Standards.

4.3.2 - The secondary access road will need to be further explored to determine its conditions and suitability to be used as an emergency exit. The road may need to be maintained along with some fire smarting principles to enhance its condition and safety.

Objective 4.4: Promote Pedestrian Safety

In the ASP Area:

4.4.1 – Where applicable, the development of a network of multi-use trails for walking and cycling to enhance connectivity and create a safer pedestrian environment will be promoted.

4.4.2 - Potential locations for future pedestrian trails would be identified with the help of the community. Multi-use trails may be routed through open space areas and/or on sidewalks along roads to form a continuous, connected and integrated network.

4.4.3 - The use of trails within the Hamlet must be compatible with adjacent land uses as well as respectful to the natural environment.

4.4.4 - Trails designated for the use of Off Highway Vehicles (OHVs) shall not be located in areas where:

- a. the safety of pedestrians is compromised,
- b. conflict with other vehicles is possible, and
- c. impact on residential areas is adverse.

4.4.5 - Roads and streets in all new developments will be required to include pedestrian safety measures. Such measures may include but are not limited to wide sidewalks or clearly marked pedestrian pathways, street crossings, street lighting, and road signs.

In the Community Core:

4.4.6 - A pedestrian friendly environment can be realized by following design guidelines featuring elements that may include, but are not limited to, parapets, street lights and furniture, landscaped areas with benches and trees to provide seating and shade.

4.4.7 - Encourage all new development to adopt a design that promotes the continuity of streetscape.

Objective 4.5: Support Transit Services to Fort McKay

In the ASP Area:

4.5.1 - The transit service between Fort McKay and Fort McMurray will continuously be assessed and adjusted to meet the current and future justifiable needs of the community.

4.5.2 - The development of a transit route within Fort McKay will be supported, with bus stops located within walking distance of commercial and residential uses.

C. Safeguard the Community

The wildfire in May 2016 highlighted the important role of all the emergency services, but none more so than that of the Fort McKay Fire Department (See Map 5). The need for a new fire hall with a full range of facilities, including training rooms, has been identified. An agreement has been reached with all stakeholders that a new fire hall will be built on Métis land with lease

agreement between RMWB and Fort McKay Métis for the period of 50 years with an annual amount of \$1. An option to purchase the land will be explored. The design of the new fire hall has been initiated.

Although the RCMP provides regular detachment patrols, which are valued by the community, there is a need for a more permanent presence within the Hamlet of Fort McKay. An RCMP office would serve not only the Fort McKay community but also that of the surrounding industrial communities.

Objective 4.6: Enhance the Provision of Emergency Services

In the ASP Area:

4.6.1 - The Municipality will work in partnership with the community and emergency responders to investigate measures for improvement of emergency response services including an RCMP permanent office.

4.6.2 - The new fire hall may include other complementary uses to be defined in consultation with the community.

4.6.3 - All applications for subdivision and/or development will need to consider FireSmart principles.

D. Community Services

The existing health and welfare facilities available in Fort McKay offer programs such as child development or vaccination sessions. However, these facilities do not provide services that meet all the medical needs of the community. The Fort McKay community has also identified the need for a healing centre which offers traditional medicinal and healing practices including sweat lodges, and meditation.

Population growth could lead to the need for additional community facilities (See Map 5) and institutional and government services such as a post office and a municipal office. Although there are no immediate plans of expansion for the Fort McKay school, which provides for kindergarten to grade 8 students, an increase in population may trigger a future review of the educational facilities serving the community.

Objective 4.7: Encourage the Development of Community Services

In the Civic Area:

4.7.1 - Developers are encouraged to work with the community, the Fort McKay First Nation leadership, municipal, provincial and other agencies and boards to build on and enhance existing community services including any necessary expansion to the cemetery.

In the Community Core

4.7.2 - Uses that provide for a range of community services will be allowed. These uses include, but are not limited to:

- a. post office,
- b. municipal office,
- c. police office,
- d. fire hall, and
- e. health and wellness facilities.

E. Recreation

A good indicator of a community's physical and mental health is having access to facilities that provide for a range of recreational, sporting and social activities. There are indoor and outdoor recreational facilities in Fort McKay (See Map 12) that are available to the Métis and First Nation communities. These include: two playgrounds, a soccer field, ball diamond and a fitness centre (within the Fort McKay First Nation Wellness Centre). The community also envisions future opportunities for natural environment related activities such as walking trails and canoeing. This will enable residents and visitors to enjoy Fort McKay's scenic setting at the confluence of the McKay and Athabasca Rivers.

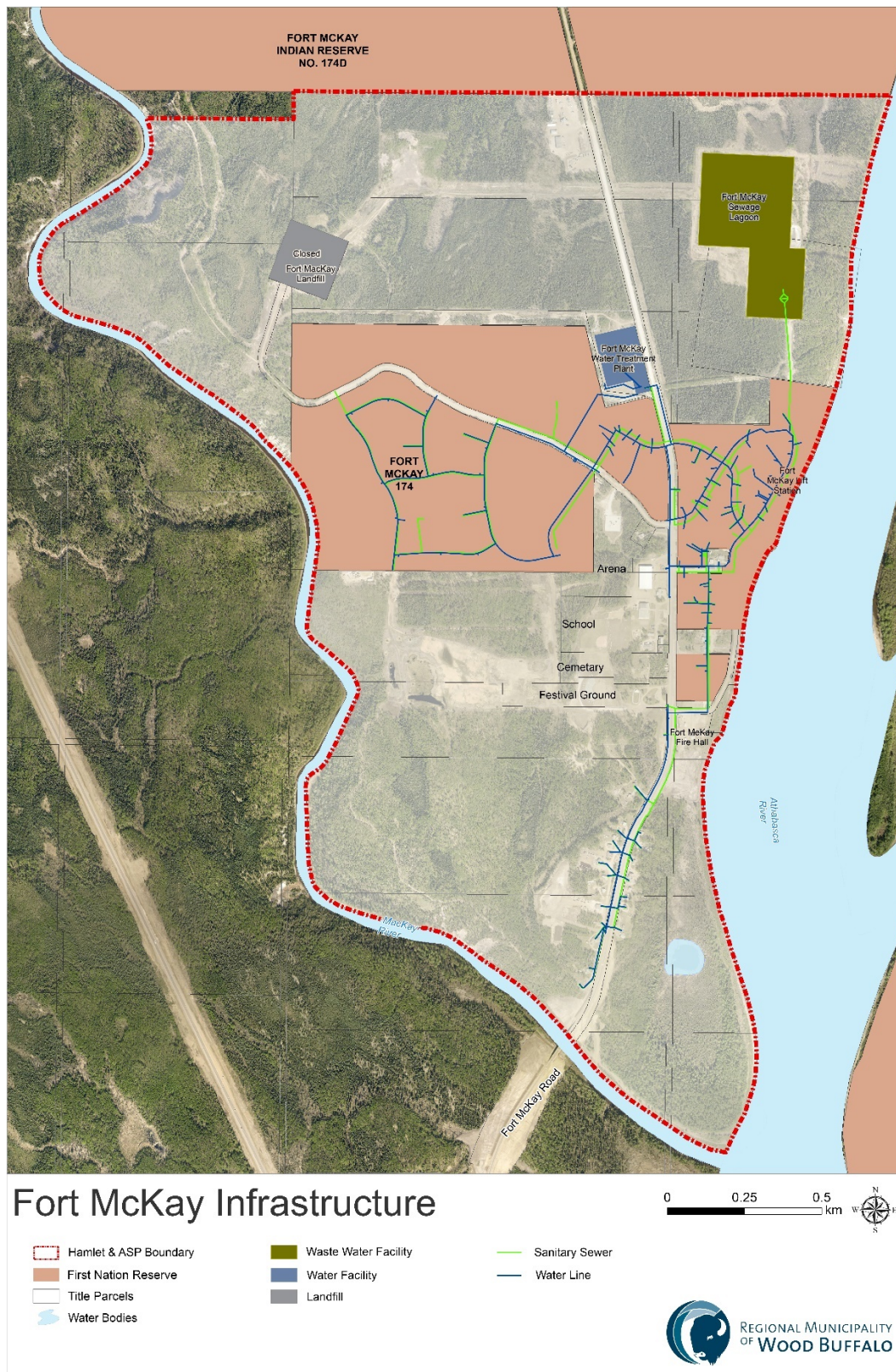
Objective 4.8: Promote Enhanced Recreational Opportunities to Support Active and Healthy Lifestyles

In the ASP Area:

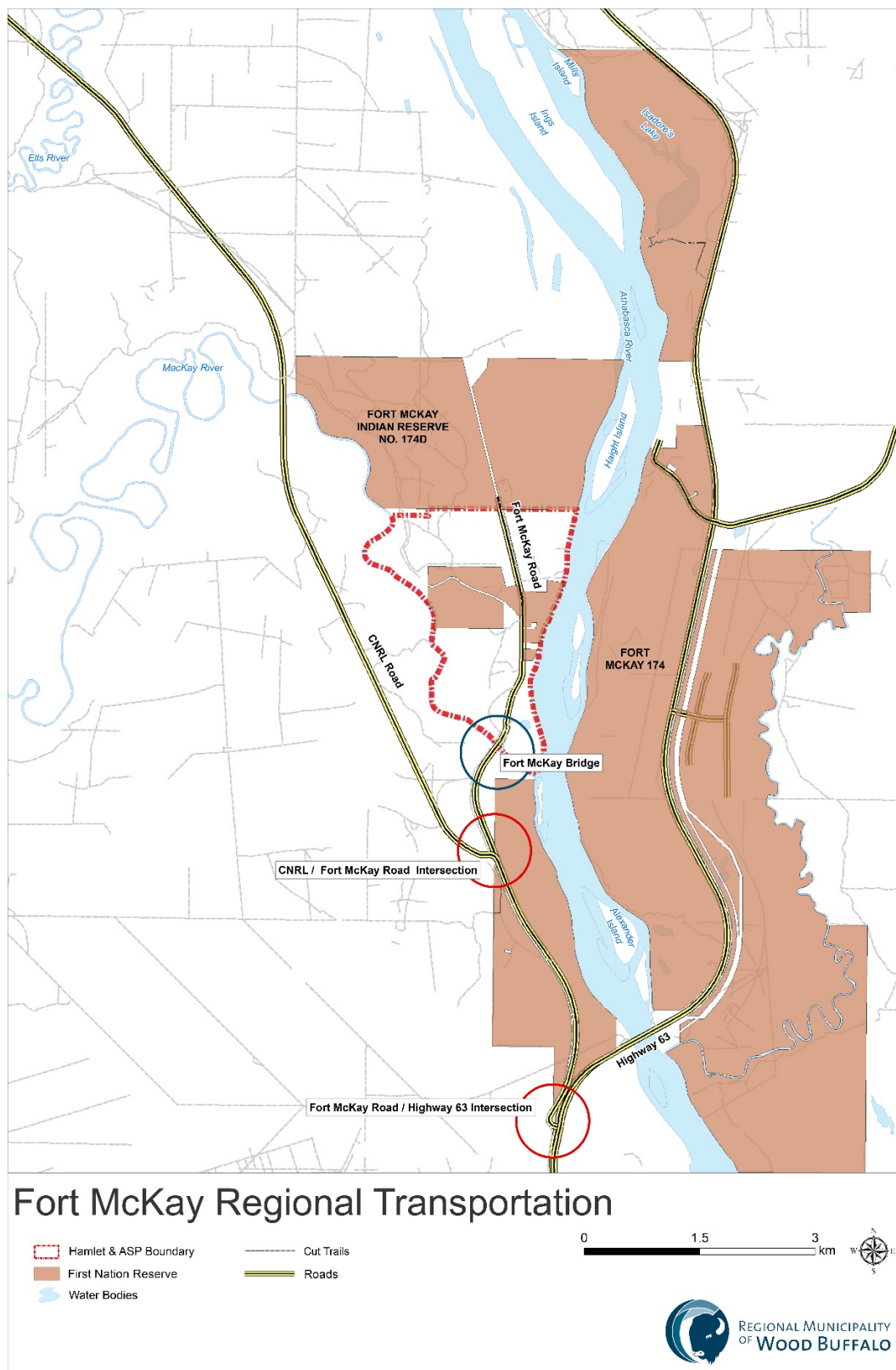
4.8.1 - The design and development of new recreational facilities will be encouraged to take into account the northern climate to support year-round access to various activities by all age groups.

4.8.2 - New residential developments are required to incorporate recreational facilities including parks, playgrounds, green spaces and trails.

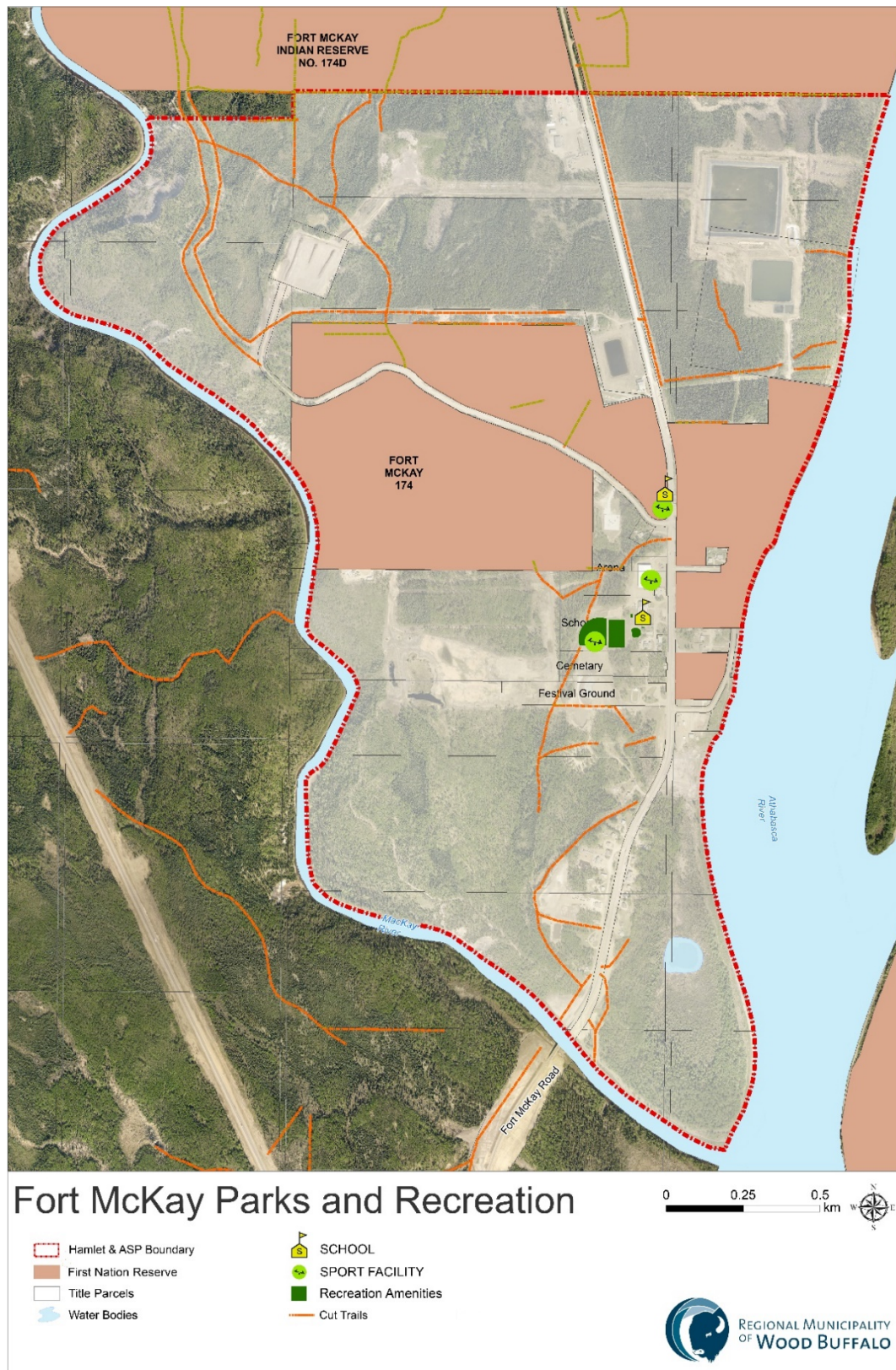
MAP 10. FORT MCKAY INFRASTRUCTURE



MAP 11. FORT MCKAY REGIONAL TRANSPORTATION



MAP 12. FORT MCKAY PARKS AND RECREATION



PRINCIPLE 5: CREATE A VIBRANT COMMUNITY CORE TO PROMOTE A STRONG LOCAL ECONOMY

The vision is that the Hamlet will have a vibrant town centre that can support and sustain a strong local economy. In order to achieve this, future development in the Hamlet needs to be diverse, building on potentials derived from the surrounding natural resources in the region while reducing dependency on the oil sands industry.

The oil sands industry has played an important role in the local economy, either directly, as an employer, or as a user of the industrial support services provided by the Fort McKay Métis Group and the Fort McKay Group of Companies LP. However, introducing new economic opportunities such as retail, health and well-being service, and Eco-tourism in the Community Core and Gateway Commercial area will contribute to a more diversified economy.

Having a vibrant Community Core and a Gateway Commercial area with a range of uses to meet the needs of the anticipated population growth as well as the visitors of the Hamlet is necessary. Small business start-ups could be encouraged to create local employment opportunities. This could form the basis of an inviting environment for other business sectors contributing to a more balanced and sustainable local economy.

The objectives and policies presented in Principle 5 are intended to guide development in a way that best reflects the community's desire to build a strong local economy.

Objective 5.1: Designate Land for Economic Development

5.1.1 - Commercial development shall be directed to the:

- a. Community Core, and
- b. Gateway Commercial.

5.1.2 - Low impact tourism oriented uses and environmentally responsible commercial development may be considered in the area identified as Special Use and Cultural.

5.1.3 - Tourist oriented and low impact commercial uses may be considered in the area identified as Future Expansion and Environmental Conservation.

Objective 5.2: Encourage Local Business Formation and Employment Opportunities

In the Community Core

5.2.1 - A range of commercial and retail uses will be allowed to include, but are not be limited to:

- a. offices and work studios,
- b. bank,
- c. grocery store,
- d. cafes and restaurants, and
- e. serviced accommodation as part of a mixed use development.

5.2.2 - Development of multi-storied buildings that have a mix of ground-floor oriented retail uses and with either commercial or residential uses above will be encouraged.

In the Gateway Commercial:

5.2.3 - A range of commercial uses will be allowed including but not limited to:

- a. gas bar and car wash,
- b. cafés and restaurants,
- c. retail services,
- d. hotel with conference facilities, and
- e. serviced accommodation as part of a mixed use development.

5.2.4 - Development may be allowed in the form of an apartment building or an apartment hotel.

5.2.5 - Density should be within a range of a minimum of 24 units per net hectare and a maximum of 65 units per net hectare.

In the Special Use and Cultural Area

5.2.6 - In the Cultural Centre, a range of administrative and tourist related uses will be allowed and may include:

- a. offices,
- b. conference room,
- c. gallery and exhibition area, and
- d. small theatre.

5.2.7 - Environmentally responsible tourist and visitor orientated commercial development will be allowed and may include:

- a. cabin accommodation,

- b. gathering grounds,
- c. campground, and
- d. concession booths.

In the Future Expansion and Environmental and Conservation Area

5.2.8 - Low impact tourist orientated uses will be allowed and may include, but are not limited to: outdoor gathering spaces, trails, and outdoor recreation facilities.

PART 3: MAKING IT WORK

This section discusses key considerations for implementing the Plan.



IMPLEMENTATION

The ASP's policies provide guidance to Council and Administration regarding growth and development within the Plan Area. This section encourages aligning the policies and key priorities in the ASP with the Municipality's capital budget planning and preparation process as an important step towards implementation.

Subdivision and New Development

All new subdivision plans and development proposals must be evaluated in terms of the intent of this ASP.

Land Use Bylaw (LUB)

A major component of the plan's implementation is the Land Use Bylaw (LUB). The Land Use Bylaw will be reviewed as the first step of the Fort McKay ASP implementation. Under the LUB, land will be designated using the ASP's policies and Generalized Land Use Concept Map for guidance.

Development Phasing

Subdivision and development of land in Fort McKay is to be phased, given the size of the ASP area and the market demand for the land uses identified. Access to infrastructure and servicing and the proximity to amenities are important considerations in determining the phasing. Phases 1 to 5 as shown on Map 13 provide a logical sequence for which development is to proceed. Traditional and recreational environmentally responsible uses in lands designated as Future Expansion, Special Use and Cultural, and Environmental Conservation may be developed prior to, in parallel to, or after the implementation of phases 1 through 5.

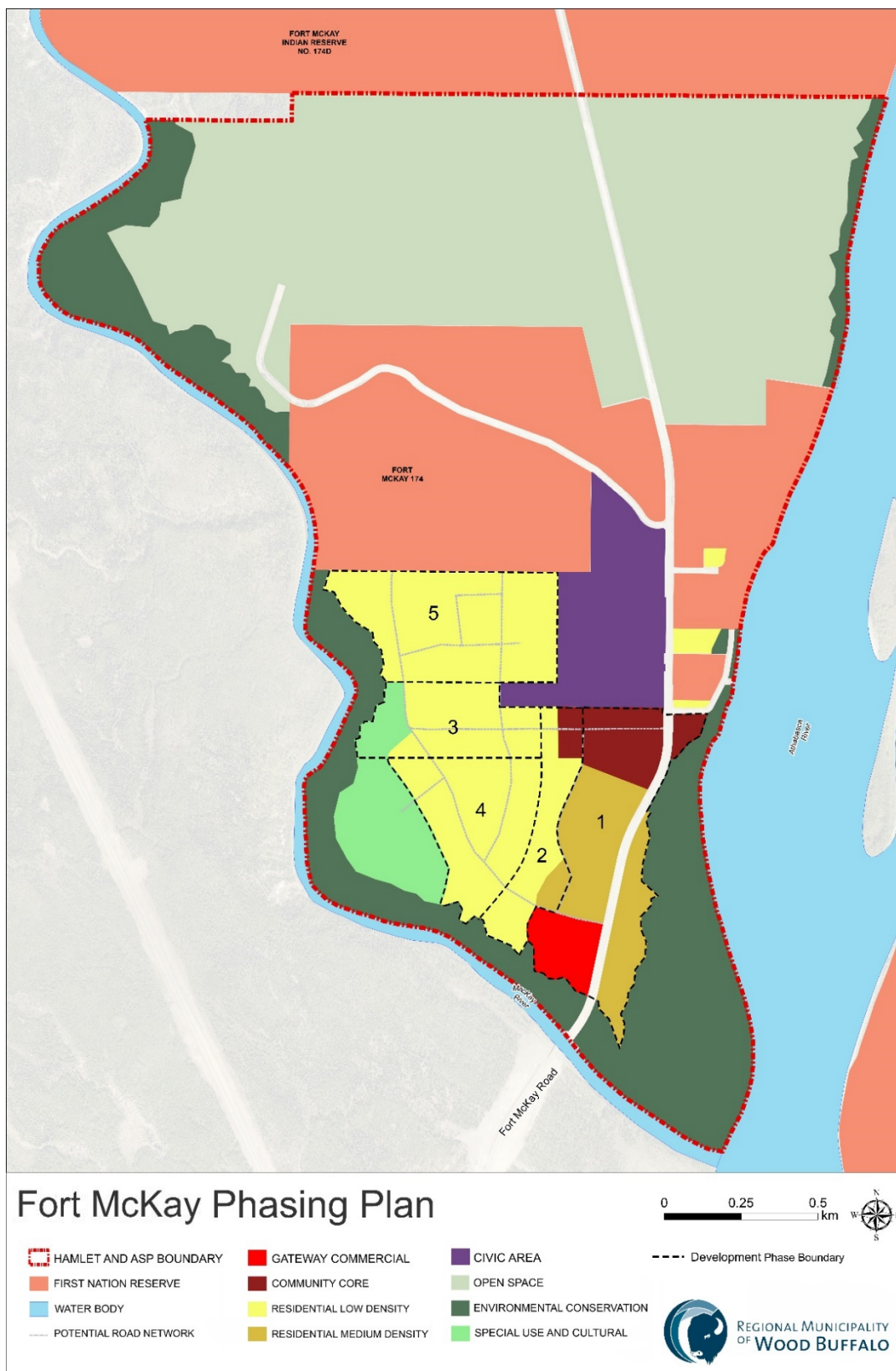
Other modifications to the phasing sequence may be undertaken as desired by the Community and the Municipality without requiring an amendment to this ASP, if such modifications can be rationalized by infrastructure or market/need considerations.

Plan Monitoring and Amendment

The policies in this ASP provide a basis for the development of community priorities and the necessary actions to achieve their vision of the Hamlet of the future. It is recommended that the implementation of this ASP be monitored and reported by the Community and the Municipality on a regular basis as a means of assessing progress. At a minimum, a five-year interim review of the ASP is also recommended to ensure its ongoing relevance over the long term.

Amendment to the ASP must follow the amendment process consistent with the *Municipal Government Act* and include community engagement.

MAP 13. FORT MCKAY PHASING PLAN



GLOSSARY OF TERMS

Terms	Definition
Compatible Development	Development or land uses that are similar or appropriately combined.
Density	A measurement of the population per unit area. This ASP refers to density expressed as number of dwelling units per net hectare.
Developer/Development Proponent	A developer is a person, group of people, an organisation or a company that carries out the development of a piece of land.¹ A development proponent is a person, group of people, an organisation or a company that puts forward a proposition or a proposal for a development. Members of the Fort McKay Métis Community, the Fort McKay First Nation, their respective governance organisations and companies, and any other persons or organisations maybe the developer or development proponent.
Development	Development is defined in Section 616(b) of the <i>Municipal Government Act</i> specifically as: a) an excavation or stockpile and the creation of either of them; b) a building or an addition to the replacement or repair of a building and the construction or placing of any of them in, on, over, or under land; c) a change of 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 or the land or building; or d) a change in the intensity of use of land or a building or an act done in relation to land or a building that changes or is likely to change in the intensity of use of the land or building.
Diversified Economy	An economy that relies on more than one productive sector, which include but is not limited to manufacturing, mining, services and trades, and allows for more consistent performance under a wide range of economic conditions.
Environmental Studies	Include all necessary technical assessment to ensure the environmental viability of a certain proposed development.

¹ Based on the Merriam-Webster Dictionary for English Language Learners

General Industry	An industrial activity that generally includes the following activities: a) the processing of raw or finished materials; b) the manufacturing or assembly of material, goods, products or equipment; c) development used for industrial service support and construction; d) the cleaning, servicing, repairing or testing of materials, goods and equipment normally associated with industrial or commercial businesses or cleaning, servicing and repair operations to goods and equipment associated with personal or household use, where such operations have impacts that would make them incompatible in non-industrial districts; e) the transshipping and associated storage of materials, goods and equipment, including petro-chemical products and supplies; f) the training of personnel in general industrial operations. It may include any indoor display, office, technical or administrative support areas or any sales operation accessory to the general industrial uses.
Green Technology	Technology whose use is intended to mitigate or reverse the effects of human activity, development, and construction on the environment.
Land Use Bylaw (LUB)	A tool that regulates and control the use of all land and buildings. Mandated by the <i>Municipal Government Act</i> , this is an important tool for implementing statutory plan policies, which include the Municipal Development Plan, Area Structure Plans and Area Redevelopment Plans.
Local Commercial and Retail Businesses	Uses that include, but are not limited to personal service, professional offices, medical and financial services, and recreation and tourism.
Low Impact Uses	Low impact uses are activities and outdoor recreational facilities that have minimal negative effect on the environment and surrounding natural areas. For example: hiking, food gathering, camping, hunting, trapping, and other similar uses.
Environmentally Responsible Development	A land development approach of using various planning and design techniques that minimize the effect that development will have on the quality of the surrounding environment. This includes conserving and protecting natural resource systems and reducing infrastructure costs. This allows land to still be developed in a cost-effective manner that helps mitigate potential environmental impacts.
Muskeg	Waterlogged, spongy ground, consisting primarily of mosses and acidic, decaying vegetation that may develop into peat.
Objectives	Statement that describes the deliverable based on the principles.

Off-Highway Vehicle (OHV)	A motor vehicle registration class for vehicles including all-terrain vehicles, off-highway motor cycles, and off-road vehicles such as 4x4 trucks or jeeps.
Outdoor Recreation	Outdoor recreation uses in residential areas would include playgrounds, splash parks, pocket parks, etc.
Outline Plan	An intermediate planning document, required in specific circumstances, in order to bridge the gap between large scale Area Structure Plan and an individual plan of subdivision.
Physical Infrastructure	Physical infrastructure refers to publicly accessible facilities such as water and sewer systems, roads, sidewalks, bridges, civic buildings, street lights, and transit buses. Utility facilities and equipment, which are privately owned and operated, include power, gas, telephone, and cable television.
Policy	Statement of intent that guides decisions to achieve desired objectives outlined in the Plan.
Principles	Underlying premise for developing the objectives and policies outlined in this ASP.
Setback	The minimum required horizontal distance between a development and a property line or any other features of a site, including, but not limited to, lease boundaries, watercourses, slopes, and other environmental features.
Social Infrastructure	Social infrastructure means services, networks and facilities that support and enhance quality of life. Broad categories include health, education, arts and culture, emergency services, and public safety.
Sustainable Community	Sustainable community means a place that encourages people to live, work and play, and as such, this community is able to meet the diverse needs of both the existing and future population.
Top of Bank	Top of bank means the point closest to the boundary of the active floodplain of a lake, stream, or other body of water where a break in slope of the land occurs such that the grade beyond the break is flatter than 3 (horizontal) to 1 (vertical) at any point for a minimum of 15 metres measured perpendicularly from the break. Where banks are not well defined (e.g. in the case of lakes, wetlands or ponds), the top of the bank is equivalent to the high water mark or active floodplain, whichever is greater.
Wetland	Those areas that are inundated or saturated by surface water or ground water sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include, muskeg, swamps, marshes, bogs and similar areas.

Water Bodies	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.
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