

# FORT CHIPEWYAN AREA STRUCTURE PLAN







## PURPOSE

The Fort Chipewyan Area Structure Plan (ASP/the Plan) is prepared in accordance with section 633 of the *Municipal Government Act* (MGA) and aims to:

- Guide future growth in a manner that is consistent with the Municipal Development Plan (MDP);
- Establish policies that promote orderly and sustainable land uses in the area; and
- Integrate existing and future infrastructure requirements with proposed generalized land uses.

The Plan replaces the 1991 *Fort Chipewyan Area Structure Plan* (Ministerial Order #464/91) as the key policy document for the next 10 years. The Plan will be reviewed every five years to ensure it remains relevant.

## ACKNOWLEDGEMENTS

The Plan was developed by the Regional Municipality of Wood Buffalo (the Municipality) with input from residents and other stakeholders. The Municipality thanks all participants, including residents and representatives from the Athabasca Chipewyan First Nation (ACFN), Fort Chipewyan Métis Local #125 and Mikisew Cree First Nation (MCFN) for kindly giving their time and sharing their views on making Fort Chipewyan a better place to live, work and play.

## **RECOGNITION OF INDIGENOUS RIGHTS**

The Municipality recognizes the existing rights of Indigenous Peoples to use their traditional lands. The implementation of the Fort Chipewyan ASP is not intended to and should not be interpreted as to abrogate or derogate from Indigenous Peoples' rights to use lands within the Plan area for traditional and cultural purposes or any consultation duties that may arise in relation to those rights.

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# PART 1: SETTING THE STAGE

This section sets the context for the Plan. It provides an overview of the community's existing conditions and vision. It also describes the planning framework and the public engagement process.





## OVERVIEW OF THE HAMLET OF FORT CHIPEWYAN

### Location

The Hamlet of Fort Chipewyan is located approximately 200 kilometres north of Fort McMurray (or 280 kilometres by ice road) (see Map 1). As the Municipality's most remote community, Fort Chipewyan is accessible by plane and boat in the summer, and by plane and ice road in the winter.

### The Plan Area

The Fort Chipewyan ASP follows the Hamlet's boundary. A map of the Plan area is provided in Map 1. The Hamlet includes approximately 1,000 hectares of land and is bordered by two Mikisew Cree First Nation (MCFN) Reserves: Allison Bay Reserve (no. 219) and Dog Head Reserve (no. 218) (see Map 1). The Plan applies to all lands that are under the jurisdiction of the Municipality, excluding the Fort Chipewyan Airport, which lies outside the Hamlet boundary. It also does not include lands within the Allison Bay and Dog Head Reserves.

Residents of Fort Chipewyan primarily identify as Athabasca Chipewyan First Nation, Fort Chipewyan Métis Local #125 and Mikisew Cree First Nation. Though the three groups maintain politically distinct identities, they share many traditional ways of life and culture and have strong social relationships and kinship ties.

Fort Chipewyan is the most populated rural community in the Municipality with 1,014 residents in 2015 (RMWB, 2015). From 1999 to 2015, the population has remained stable at just over 1,000 residents, although a low of 744 people was seen in 2005 and a high of 1,261 people was seen in 2010. While the exact cause of these variations is not clear, they may be due to different methods of undertaking previous censuses. Population projections for the Hamlet suggest the population could grow to as many as 1,200 people by 2035 (RMWB, 2017).

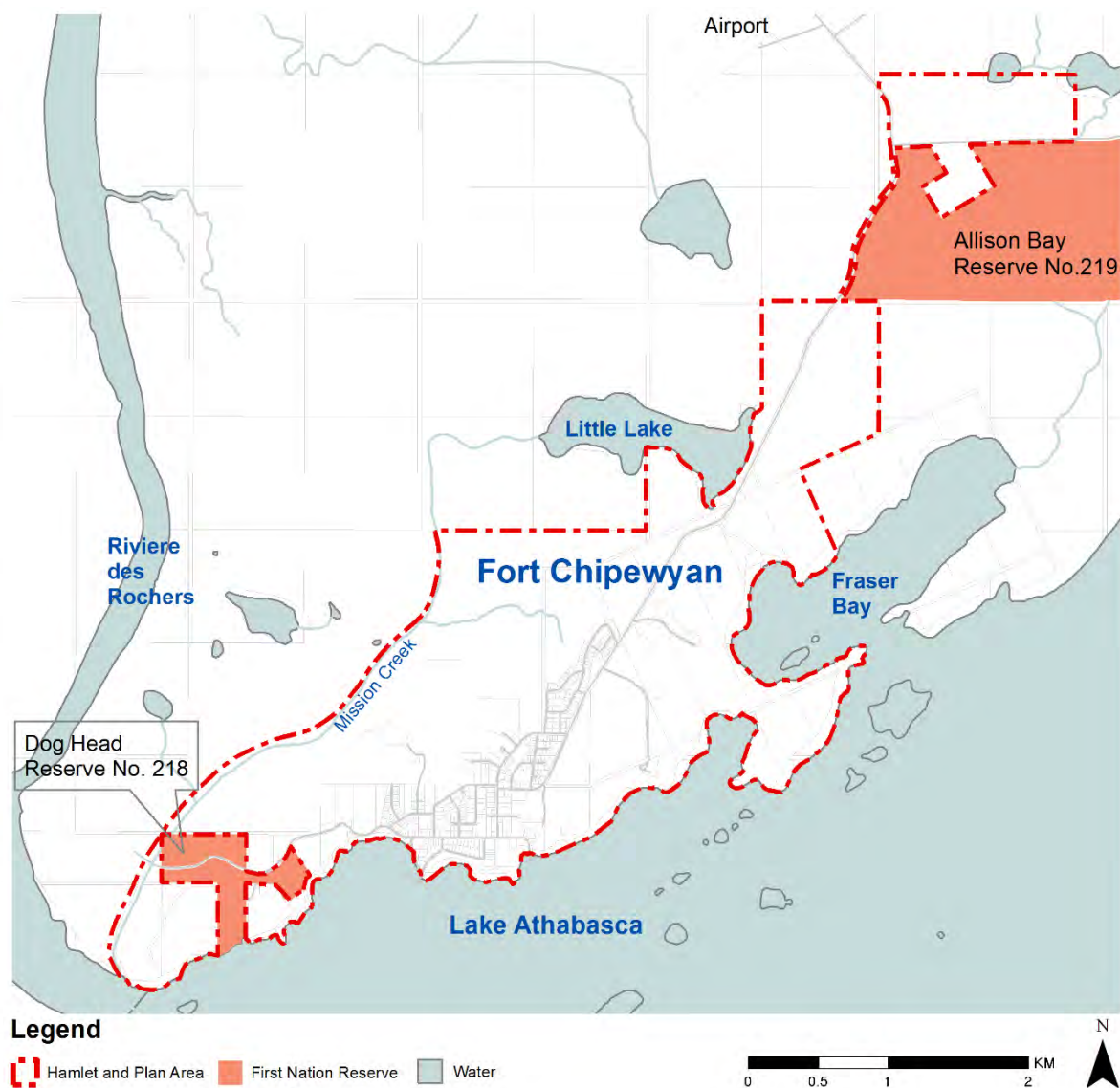
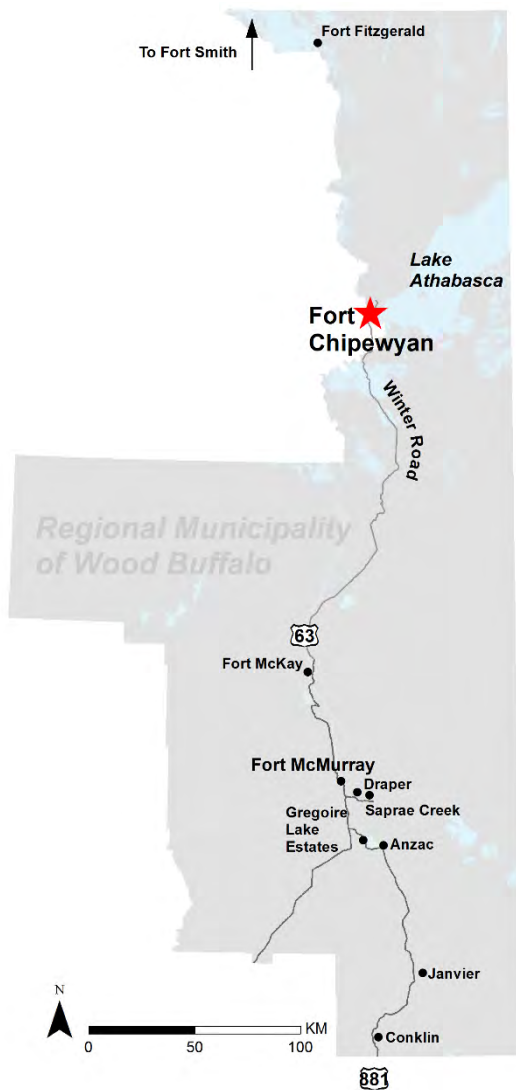
Projecting the population of the Hamlet is challenging. Unlike Fort McMurray, investments in oil sands appear to have minimal influence on the population of the community. This suggests that other factors are likely more important, such as natural change (births and deaths) and the movement of residents from other rural areas (RMWB, 2017). Furthermore, there is the possibility that additional people may decide to return to the community and their ancestral territory, influencing population projections. The Plan accounts for this potential cultural growth, and includes several options for accommodating it in the future.



### “Fort Chip”

Locally known as “Fort Chip,” the Hamlet of Fort Chipewyan was established in 1788 as a fur trading post by the North West Company. It remains Alberta's oldest, continually settled community.

Rich in history and culture, the community is also home to many peoples, including members of the Athabasca Chipewyan and Mikisew Cree First Nations and residents of Métis heritage. Today, residents still enjoy trapping, hunting and many other land-based activities.



**MAP 1: FORT CHIPEWYAN LOCATION AND ASP BOUNDARY**



## EXISTING CONDITIONS

### Natural Environment

Located on the north shores of Lake Athabasca, Fort Chipewyan is remote and surrounded by nature. The natural environment that surrounds Fort Chipewyan's built area is rugged, containing granite outcrops, low lying areas, wildlife habitats and forests. One of the most treasured features of the Hamlet is its lakefront. These features, while contributing to Fort Chipewyan's unique character, may create constraints to development.

The Hamlet also contains sensitive habitats and natural areas. Government of Alberta data identifies Sensitive Raptor (peregrine falcon) habitat in the eastern part of the Hamlet (see Map 4). Peregrine falcons are classified as a threatened species under the Provincial *Wildlife Act*. The Government of Alberta provides regulatory requirements for development that may impact falcon habitat. This includes restrictions on the types of development allowed in proximity to nests, seasonal restrictions, and requirements to undertake wildlife surveys. The Government of Alberta also identifies Environmentally Sensitive Areas (ESAs) in the Hamlet. These areas may contain one or more rare or unique features. Because ESAs are mapped at the quarter section scale, further identification is needed by those undertaking development to determine which features may be present and what regulatory requirements may be required.

Residents have indicated that traditional land use areas may exist in the Hamlet. Further studies, such as a traditional use study, are needed to identify and locate these areas to help ensure traditional harvesting territories are maintained. In natural areas and along McDermot Avenue, informal trails have been created and are popular with off-highway vehicle (OHV) users.

Fire hazard assessments show that the boreal spruce and jack pine forests surrounding the community pose a high to extreme wildfire threat (Government of Alberta, 2016). Efforts are underway by the Municipality to implement FireSmart principles to reduce the threat. This includes constructing fuel breaks (removing trees) and increasing awareness among residents. The *Regional Municipality of Wood Buffalo 2018-2021 Strategic Plan* also calls for the creation of community-based emergency preparedness plans to identify hazards and develop unique plans.

Located adjacent to Lake Athabasca, there may be potential for flooding. Provincial Flood Hazard Mapping is currently unavailable for the Hamlet. Residents have described past flooding of Lake Athabasca, while also describing decreasing lake levels today.

### Built Constraints

Built constraints, or man-made constraints, exist in the Plan area. These include a sewage lagoon, an operating landfill and two former landfill/dumping sites (see MAP 2 and MAP 3). Development surrounding these facilities is regulated by the Government of Alberta's *Subdivision and Development Regulation*. Schools, hospitals, food establishments and residences are generally not allowed within 300 metres of wastewater treatment plants (lagoons) and non-operating landfills. For operating landfills, this setback increases to 450 metres. Setbacks are shown on Map 4.

## **Built Form and Land Uses**

The Hamlet has a physically well-defined downtown area where commercial and public service uses are clustered. These uses include a grocery store, gas station, several restaurants, post office, hotel, municipal office, health care centre, and several offices (including the multiplex centre). These are generally found along MacKenzie Avenue and Flett Street. Residential uses in the Hamlet are predominantly in the form of single detached dwellings and manufactured homes. There are also a number of vacant lots within the downtown and throughout the Hamlet.

Surrounding the downtown is a residential area with single detached dwellings and manufactured homes and a smaller number of multi-unit residential developments. Also located here are public services and community recreation facilities, including a fire hall, school (K-12), aquatic centre, arena, fitness centre, youth centre and community hall.

Further north is the Diana subdivision (locally known as “Muskeg Area”), a residential area and the most recent expansion of the community (in 1991). Most lots are developed with single detached dwellings or manufactured homes.

West of the downtown, a small number of single detached dwellings and manufactured homes are found among the granite outcrops that characterize the landscape. Due to the granite outcrops, much of this land remains undeveloped.

## **Residential Land Use**

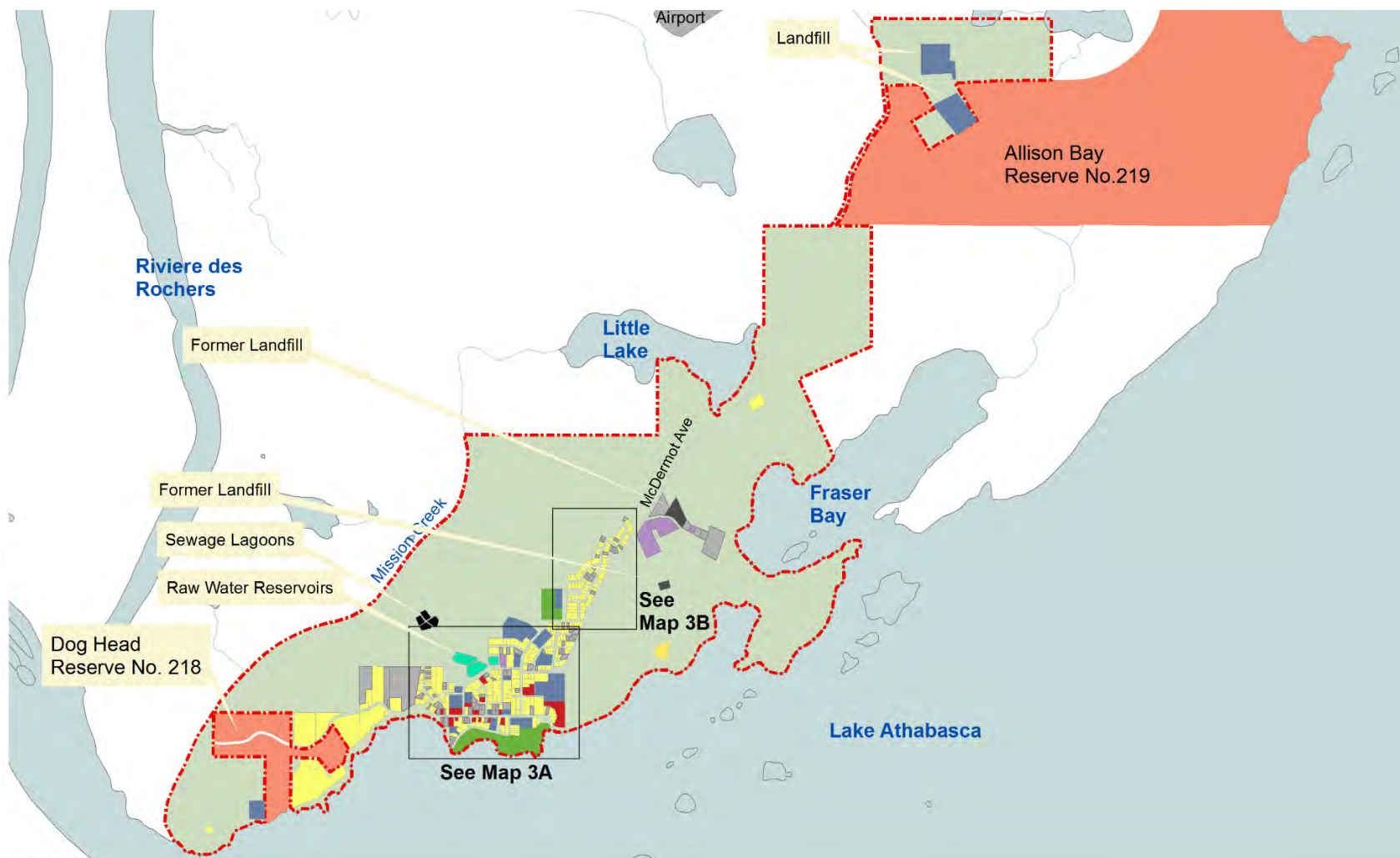
Addressing housing needs is a priority for residents. There is a need for more affordable housing and greater variety in housing forms. Wood Buffalo Housing and Development Corporation is currently working to bring 16 manufactured homes to the community to help address the shortage of housing. The housing corporation also operates Ayabaskaw House for Elders. As a remote community, Fort Chipewyan is further challenged by high housing costs, a real-estate market where many sales occur informally by word-of-mouth, and where land is highly valued by families. Some lots in the Hamlet are also owned by Indigenous and Northern Affairs Canada (INAC) and are not available to all community members.

Single detached dwellings on individual lots are the most common type of residential use in the Hamlet (at 65% of all dwelling units). Multi-unit residential developments make up the remainder. Through a desktop review, approximately 60 lots were found to be vacant (i.e., having no structures). The 2015 Municipal Census reported that 45 dwelling units were unoccupied (RMWB, 2015). A key priority for community members is for new residential lots to be made available. In 2011, the Municipality initiated the *Fort Chipewyan Residential Land Strategy*.<sup>1</sup> As part of the Strategy, studies were commissioned to explore the suitability of new lands for development. The studies explored the suitability of lands east of the downtown area (“Sandy Bay Area”) and to the northeast (“Little Lake Area”).

Serviced and un-serviced (truck-based water and sanitary) options were studied and found to be technically feasible but expensive due to high development costs and physical constraints (e.g., granite outcrops).

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<sup>1</sup> The results of Fort Chipewyan Residential Land Strategy were presented to RMWB Mayor and Council on December 13, 2011 and May 28, 2013. Additional information can be found in the following studies: Hamlet of Fort Chipewyan Residential Expansion Areas Conceptual Servicing Areas (2011) and Concept Plans for Little Lake Residential Expansion Areas (2012).



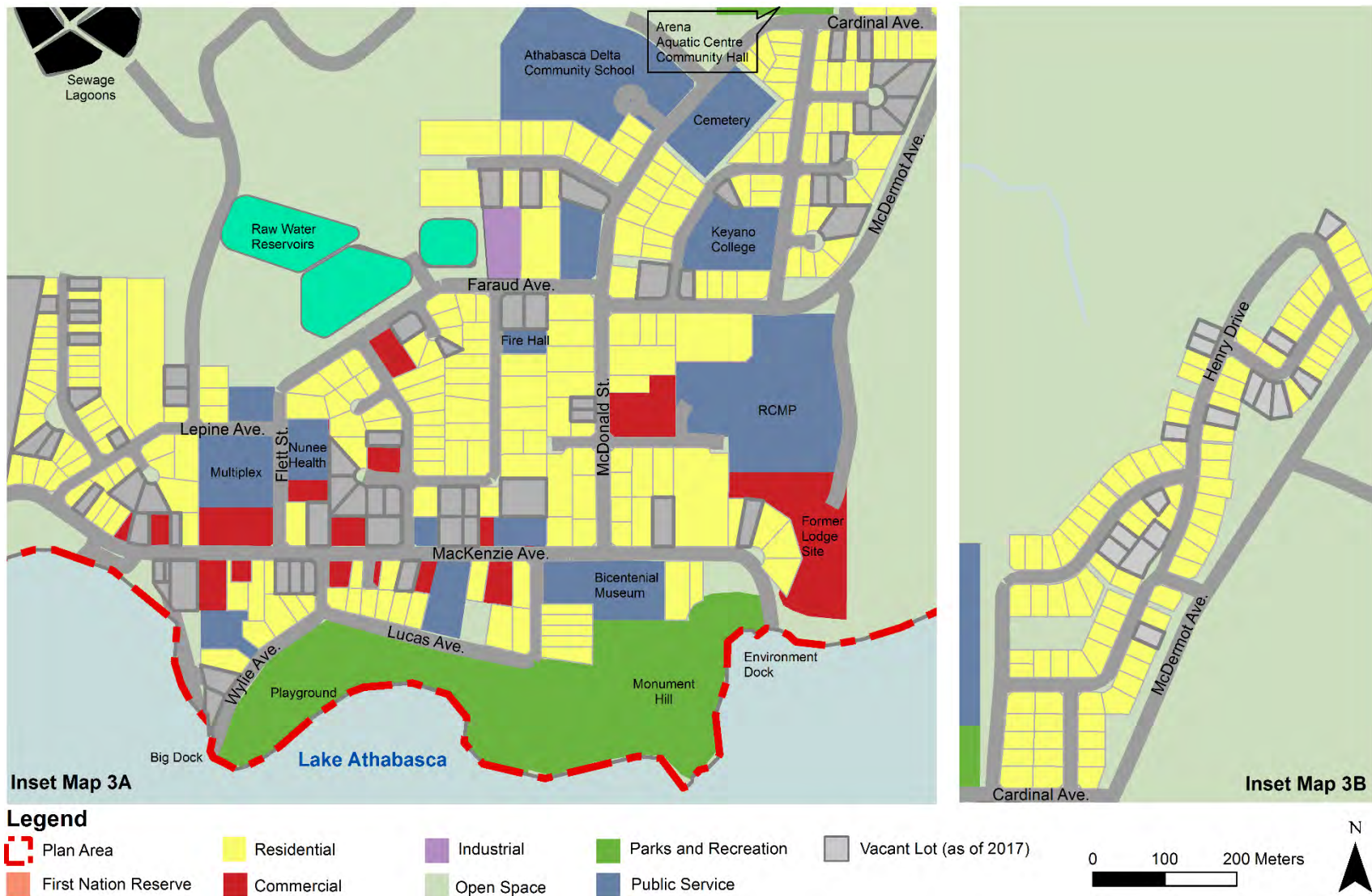
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## MAP 2: EXISTING LAND USES

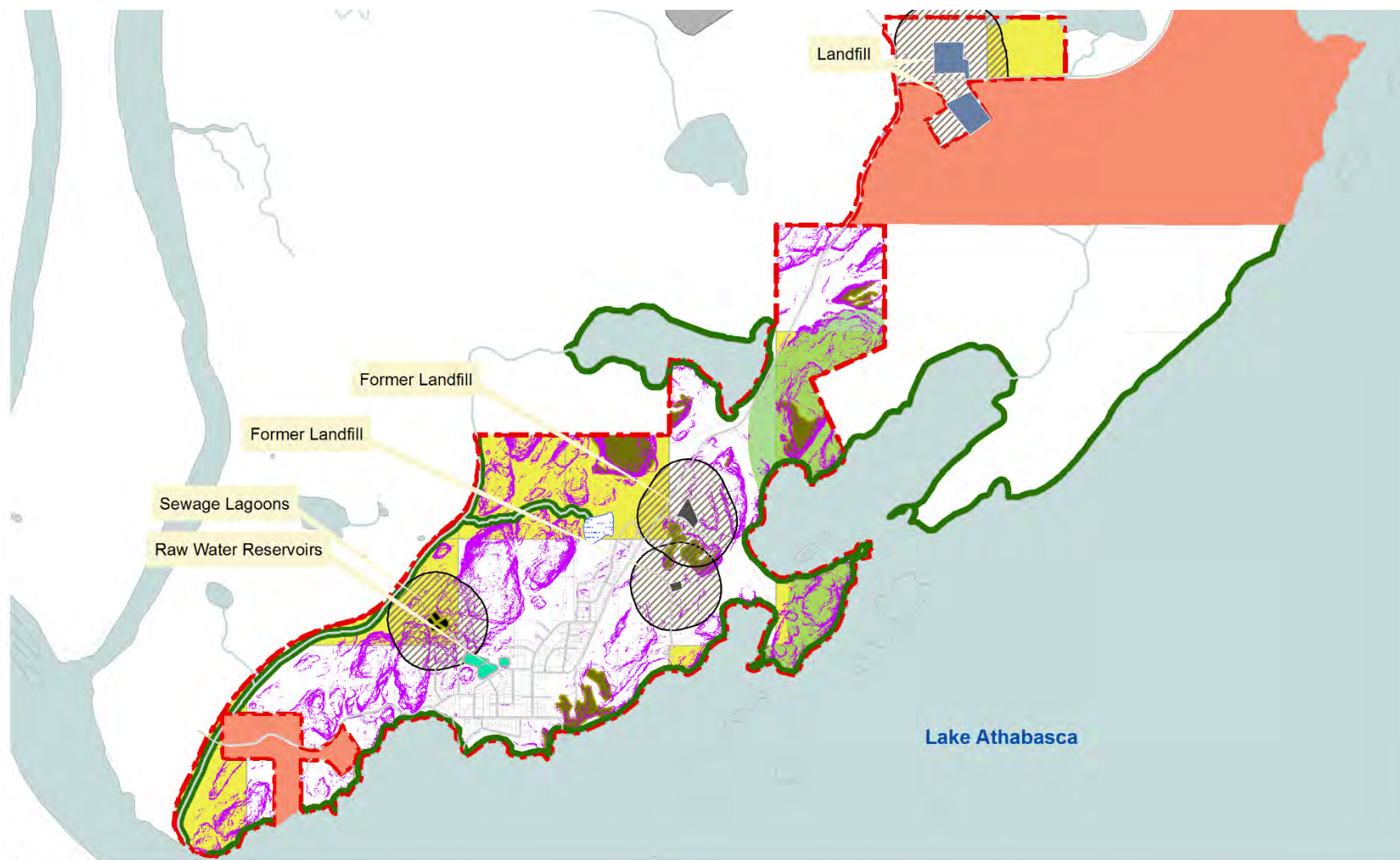
The Existing Land Uses Map illustrates the location of existing land uses, including public services, recreation facilities and other landmarks. Land uses were identified based on site visits (2015), aerial imagery (2015, 2016), an internal Land Use Inventory Project (2016-2017) and E-Permitting records (2017).





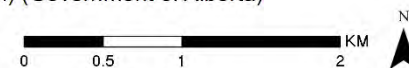
### MAP 3: EXISTING LAND USES (INSET)

The Existing Land Uses Map (Inset) illustrates the location of existing land uses, including public services, recreation facilities and other landmarks. Land uses were identified based on site visits (2015), aerial imagery (2015, 2016), an internal Land Use Inventory Project (2016-2017) and E-Permitting records (2017).



### Legend

- |   |  |   |
|---|--|---|
| <span style="border: 1px dashed red; padding: 2px;"> </span> Plan Area  | <span style="display: inline-block; width: 15px; height: 10px; background-color: brown; border: 1px solid black;"></span> Granite Outcrops   | <span style="display: inline-block; width: 15px; height: 10px; background-color: yellow; border: 1px solid black;"></span> Environmentally Significant Area (Government of Alberta)                                 |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: orange; border: 1px solid black;"></span> First Nation Reserve | <span style="display: inline-block; width: 15px; height: 10px; background-color: green; border: 1px solid black;"></span> Waterbody Setback  | <span style="display: inline-block; width: 15px; height: 10px; background-color: lightgreen; border: 1px solid black;"></span> Sensitive Raptor Range (Peregrine Falcon) (Government of Alberta)                    |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: lightblue; border: 1px solid black;"></span> Water             | <span style="display: inline-block; width: 15px; height: 10px; background-color: purple; border: 1px solid black;"></span> Slope grade (more than 15%)   | <span style="display: inline-block; width: 15px; height: 10px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, grey 2px, grey 4px); border: 1px solid black;"></span> Regulatory Setback |
|   | <span style="display: inline-block; width: 15px; height: 10px; background: repeating-linear-gradient(-45deg, transparent, transparent 2px, blue 2px, blue 4px); border: 1px solid black;"></span> Wetlands (Government of Alberta) |   |



## MAP 4: DEVELOPMENT CONSTRAINTS

The Municipality has also explored whether it might be possible to purchase and resell existing vacant lots. Developing vacant lots is an opportunity but is not without challenges. These include the lack of a formal real estate market, high selling prices and physical constraints. Not all vacant lots are available for development as some families are choosing to hold on to the lots, with the intent to pass the land on or return to the community in the future. In 2011, the Municipality approached the owners of 21 vacant lots. However, no purchases could be completed due to limited interest.

### **Commercial Land Use**

Commercial uses are concentrated in the downtown area, largely along MacKenzie Avenue. They include a grocery store, corner store and gas bar, pool hall, two restaurants, hotel, bed and breakfasts, and a number of government and local offices. The former 'Lodge,' an iconic hotel and gathering place overlooking Lake Athabasca, was lost to fire in 2010. There is a desire among some residents to see a similar development rebuilt. Residents have also expressed a desire for more commercial uses, including space for small businesses. The development of a second and larger grocery store is being spearheaded by the Athabasca Chipewyan First Nation. There are 18 vacant Hamlet Commercial lots and several other Hamlet Commercial lots currently occupied by other uses (e.g., residential).

### **Industrial Land Use**

Industrial uses are largely clustered in an industrial subdivision located along McDermot Avenue, north of the downtown. Uses include storage buildings, outdoor storage and laydown areas. Industrial lands are also found closer to the lakefront and downtown. There are two vacant industrial lots on Wylie Avenue adjacent to Lake Athabasca and the federal port facility ("Big Dock"). A single industrial lot is located next to the water reservoir on Farad Avenue.

To explore the potential need for new business industrial lands, the Municipality undertook the *Fort Chipewyan Business Industrial Land Disposition Plan* in 2012. At the time, two municipally-owned industrial lots were made available for sale. There was interest in purchasing one of the lots at market value. The Municipality concluded that there was insufficient demand to explore creating additional industrial lots. There are currently 11 vacant Business Industrial lots, the majority located in the McDermot Avenue subdivision.

### **Culture, Historic Resources and Recreation**

Fort Chipewyan is rich in cultural heritage and historic sites. In Alberta, historic resources are regulated by the Province's *Historical Resources Act*, which aims to preserve and study historic resources. Known sites are listed in the Listing of Historic Resources. The Listing identifies historic resources based on their importance, or Historic Resource Value (HRV). There are five HRVs (1 through 5). Class 1 or 2 historic resources require the greatest protection or avoidance from development. Class 5 historic resources are areas believed to contain a historic resource. Map 5 illustrates the locations of known historic resources in the Hamlet. In Fort Chipewyan, there are three Class 1 historic resources:

- Nativity of the Blessed Virgin Roman Catholic Church
- 1880 Anglican Church of St. Paul the Apostle and the 1874 Day School
- Fort Chipewyan III (locally known as Monument Hill)



Map 5 indicates that a large portion of the Hamlet is believed to contain historic resources (Class 5). This means that future developments may uncover new artifacts that could require study and protection. Developers need to contact Alberta Culture and Tourism anytime development has potential to impact historic resources. Alberta Culture and Tourism provides procedure bulletins to guide development around historic resources. The above sites are also listed in Canada's Historic Places Register, which contains sites of municipal, provincial and federal significance. Other places of cultural historical significance may exist and be located through future traditional use studies and further engagement with the community.

Community members also identify other important community landmarks, such as 'Big Dock,' 'Environment Dock,' 'Lake Shore Park' and the 'Arbour.' There are also three cemeteries, the largest of which is now nearing capacity. In 2015, the Municipality acquired a site for a new cemetery along McDermott Avenue. The site was acquired through a land swap with ATCO. Planning for a new cemetery is now underway.

Fort Chipewyan is well-served with respect to active and passive recreation facilities. Community members enjoy a variety of indoor and outdoor facilities including an aquatic centre, arena, fitness centre, youth centre, baseball diamond and community hall. More leisure and recreational programming is desired by residents. Included in the 2018 Capital Budget are the creation of a playground at the community hall and a washroom facility along the lakefront.

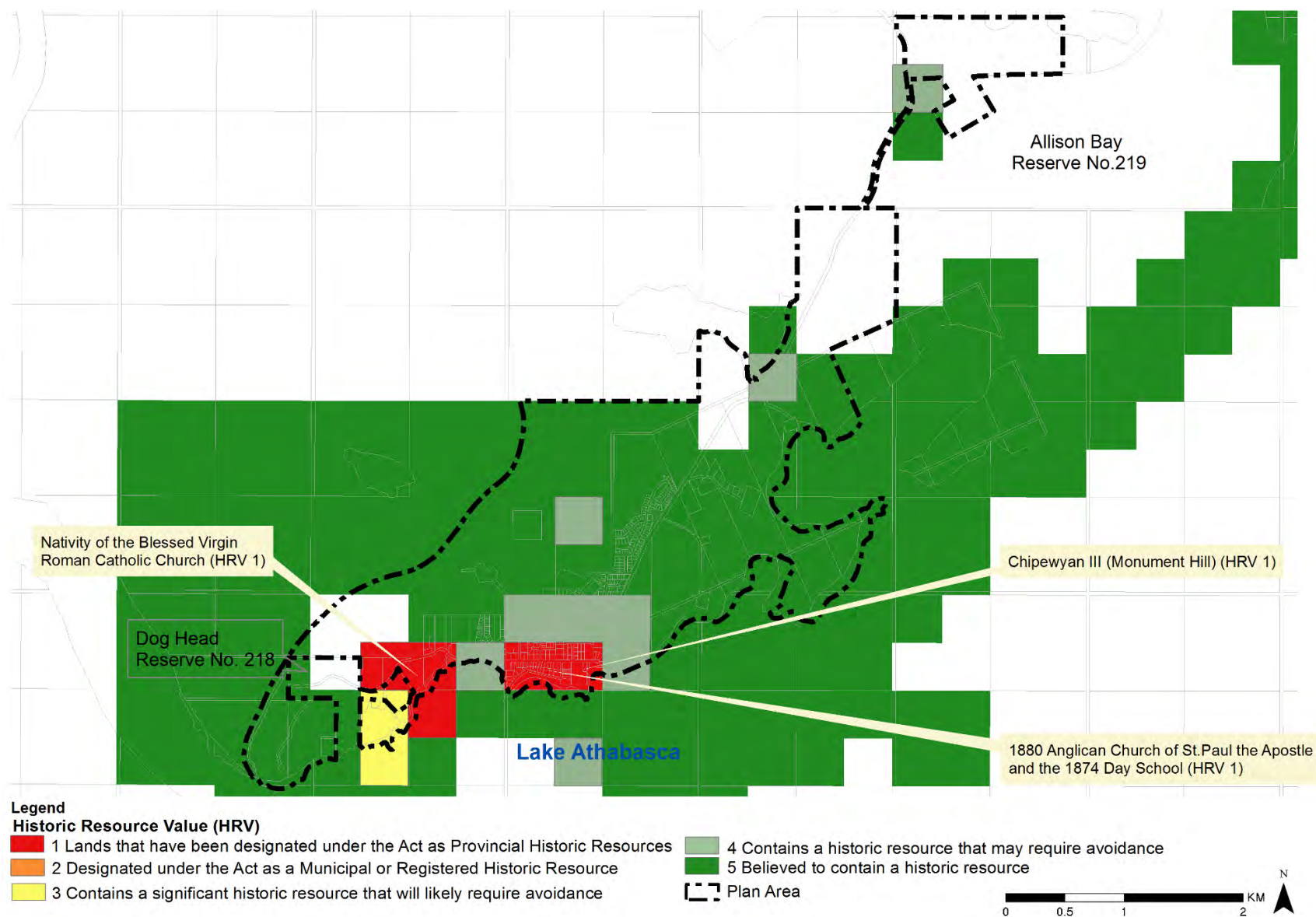
### **Economy**

The local economy is driven by employment in a variety of sectors and has a diverse economic base. The sectors that employ the most people are resource-based industries (23.6%) and public administration (19.9%), followed by construction (13.8%) and education services (13.8%) (RMWB, 2012). Arts, entertainment, accommodation and food services industries employ only 5% of residents. A tourism opportunity assessment is currently being undertaken by Alberta Culture and Tourism. The study included community engagement and will identify and assess opportunities and provide recommendations for tourism development.

Oil sands development is located beyond the immediate vicinity of the Hamlet. However, the oil sands industry employs residents through fly-in/fly-out rotations and provides seasonal employment opportunities. From this, businesses and joint ventures have emerged and are helping bring contracts, revenues and benefits back to the community.

### **Services and Community Facilities**

A number of community services are available to residents. Health and social services are provided by the Nunee Health Authority. Fire protection is provided by a volunteer fire department and policing is provided by a local RCMP detachment. The Athabasca Delta Community School provides elementary and secondary school education. Keyano College Fort Chipewyan Campus offers adult education, academic upgrading, post-secondary and employment training programs. Stakeholders have expressed a need to enhance existing services and programs.



## MAP 5: HISTORIC RESOURCES

The Historic Resources Map illustrates the locations of historic resources from the Government of Alberta's Listing of Historic Resources. The map is current as of September 2017.

### **Infrastructure and Municipal Services**

Most of the existing developed areas are serviced by municipal water distribution and sanitary sewer systems (see Map 6). These systems are generally adequate to support growth of the Hamlet over the next 14 years (until 2031). Future upgrades may be required. Piped municipal water and sewer services are available in much of the Hamlet, except for the western portion due to the presence of granite outcrop constraints. Here, truck-based services are provided. The expansion of municipal services outside of the existing built area is made costly due to granite outcrops.

To support these services, the Municipality operates a water treatment plant, three raw water reservoirs and sewage lagoons. The Municipality also operates a landfill in the northeast part of the Hamlet.

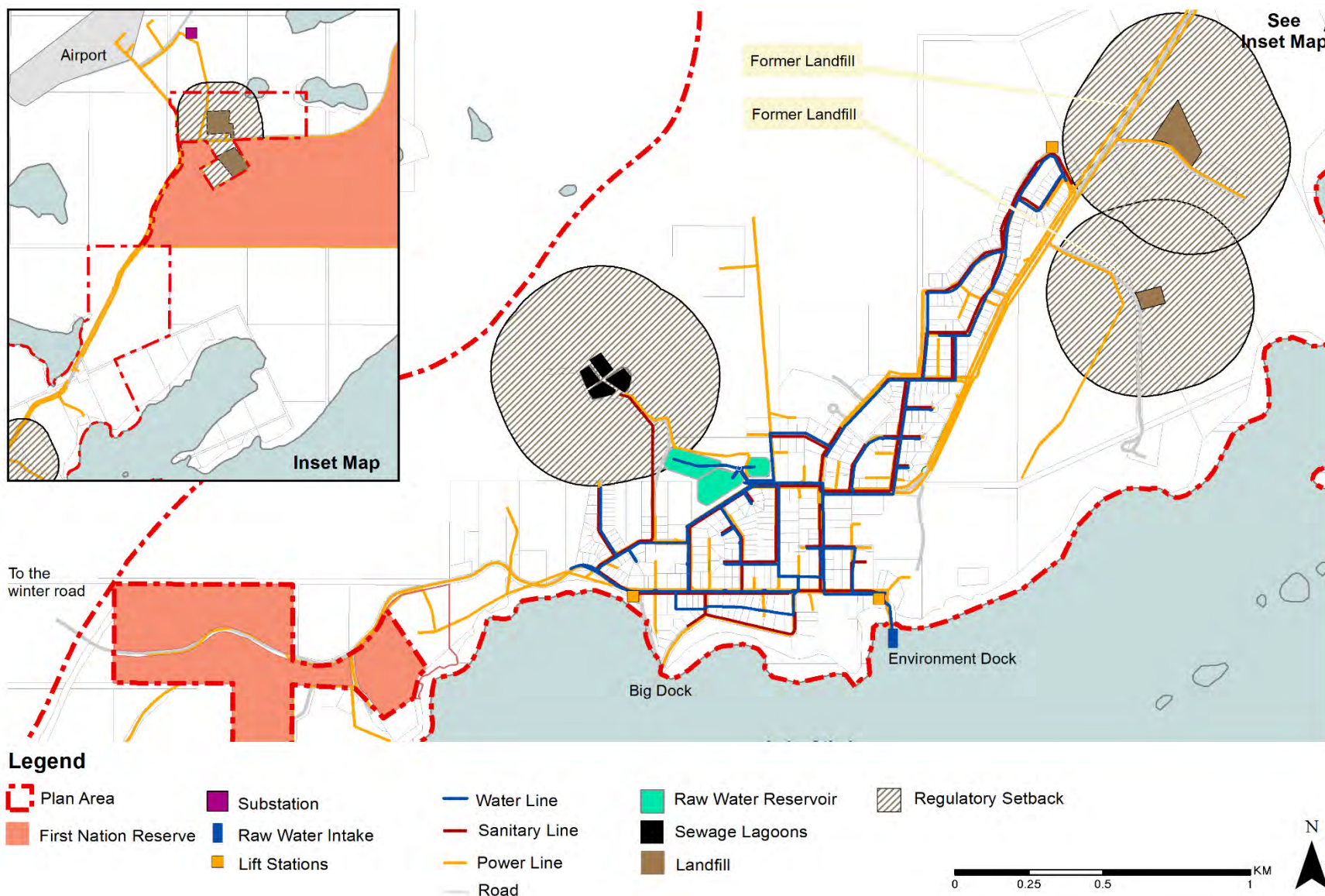
### **Transportation**

The local road network consists of both paved and unpaved roads, separated pedestrian walkways (sidewalks) and informal OHV trails. McDermot Avenue is the main road linking the Hamlet with Dog Head Reserve to the west, and the Allison Bay Reserve and the airport to the north. A winter road to Fort McMurray is constructed annually and accesses the community in the southwest part of the Hamlet (Map 6).

A municipal airport is located approximately seven kilometres northeast of the downtown area. The airport is classified by Transport Canada as a certified aerodrome (airport). Service is provided to Fort McMurray, Fort Smith and Edmonton.

During the summer months, barge service is also provided between Fort Chipewyan, Fort McKay and Fort Smith. Community members indicate the importance of the service, which delivers supplies to the community. The dock facility is owned and managed by Transport Canada and is known locally as “Big Dock.” Transport Canada is currently looking to divest of the facility through its *Port Asset Transfer Program*.





**MAP 6: EXISTING INFRASTRUCTURE**

## PLANNING AND POLICY FRAMEWORK

### Municipal Government Act (MGA)

The *Municipal Government Act* outlines specific requirements that Area Structure Plans (ASP) must meet (see Section 633). At minimum, ASPs must describe:

- the sequence of development proposed for the area
- the land uses proposed for the area, either generally or with respect to specific parts of the area
- the density of population proposed for the area, either generally or with respect to specific parts of the area
- the general location of major transportation routes and public utilities
- and any other matters the council considers necessary

Section 638 also requires that all statutory plans (such as the *Municipal Development Plan* and *Lower Athabasca Regional Plan*) be consistent with one another.

### Lower Athabasca Regional Plan (LARP)

The *Lower Athabasca Regional Plan* is a regional plan established under the *Alberta Land Stewardship Act* (ALSA). The LARP sets out a long-term vision and strategic directions for managing land and natural resources in the region over the next 10 years. The LARP also contains relevant policies such as optimizing tourism potential, managing cumulative impacts on water, and managing landscapes to maintain ecosystem function and biodiversity. Section 630.2 of the MGA requires the Municipality to comply with any applicable ALSA regional plan. Accordingly, the Fort Chipewyan ASP is aligned with the vision and strategic directions of the LARP.

The LARP's strategic directions encourage a balance between economic, environmental and social outcomes in the region. The Plan aligns with the LARP strategic directions by:

- Providing for diverse economic opportunities such as home businesses and local eco-tourism.
- Promoting development that stimulates local tourism and increases opportunities for retail and commercial activities.
- Designating open space areas and protecting wildlife habitats and environmentally significant areas.
- Promoting open space for low impact recreational uses and promoting an enhanced lakefront.
- Requiring the completion of technical studies where the development has potential to cause adverse environmental effects.
- Providing appropriate levels of water services, sanitary services and storm water management.
- Encouraging developers to have regard for traditional land uses areas and engage with First Nations, the Métis community and other community members to identify and preserve sites.
- Ensuring that all Indigenous groups have had an opportunity to provide input into the creation, refinement and approval of this ASP.

Note: The LARP was reviewed in 2015 by a review panel under the *Alberta Land Stewardship Act*. The review panel determined that the LARP directly and adversely affects Mikisew Cree First Nation and Athabasca Chipewyan First Nation. Both Nations continue to raise concerns with the Government of Alberta about the LARP and the need for it to be amended.

### **Municipal Development Plan (MDP)**

The *Municipal Development Plan* is a statutory document that provides high level policy directions and strategies to guide sustainable growth in the Municipality. It sets the foundation for the creation of this Area Structure Plan. The MDP's general policy direction for Fort Chipewyan is to allow for modest population growth while promoting a variety of land uses. Specifically, the MDP's direction for the Hamlet (Strategy C.2.4) states that:

*The Municipality will support the provision of a range of housing in the existing community and in new residential areas in order to satisfy the needs of residents of all ages and income levels. Areas to be identified for future development will be encouraged to concentrate near the Community Core and infill development will be encouraged to make efficient use of underutilized lands both in the Community Core and surrounding areas. Development in areas identified as significant to the community or environmentally sensitive areas will be limited to ensure these areas remain protected. Lakefront areas will be protected, preserved, and made accessible to all. Local food production will be encouraged to ensure a more self-sustaining community.*

In addition, the Fort Chipewyan ASP aligns with the intent of the MDP by:

- Promoting a broad range of housing options and densities for the community.
- Allowing for the creation of a new residential development area.
- Encouraging infill development to promote more efficient use of land and infrastructure.
- Protecting wildlife habitats and environmentally significant areas, and limiting the impact of development on Lake Athabasca and other waterbodies.
- Promoting an enhanced lakefront area.
- Encouraging community gardening which promotes access to local food.

Overall, the Plan provides a higher level of detail to complement the strategic directions set out in the MDP.



## COMMUNITY VISION

The community vision for Fort Chipewyan was developed through extensive community engagement in 2010 as part of *Envision Wood Buffalo*, a long-term strategic plan that sets a vision for sustainable development in the region. The vision reflects how residents would like to describe their community 20 years into the future (to 2030). The *Fort Chipewyan Area Structure Plan* works towards achieving this vision. Many of the policies under these Principles also focus on working together. This will help ensure that in the future, **the community is part of the decisions**. The following outlines the principles related to key elements of the vision:

- **“Sustainable Environment”**

Principle 1: Protect the Natural Environment and Promote an Enhanced Lakefront

- Promote lower impact land uses near Lake Athabasca, Little Lake, Mission Creek and other waterbodies
- Develop in a manner that protects the natural environment

- **“A range of housing”**

Principle 2: Address Housing Needs

- Support a wider range of housing types to better meet needs
- Promote “infill development” (development on vacant lots) that optimizes existing infrastructure and services
- Identify new residential areas for development, as market conditions allow

- **“Thriving Tourism” and “Spending Money Locally”**

Principle 3: Support Economic and Tourism Development Opportunities

- Encourage the clustering of business and employment opportunities, and the development of vacant lots to help create a vibrant community downtown area
- Promote tourism-related and other retail uses

- **“Gathering Opportunities” and “Celebrating Traditional Culture”**

Principle 4: Recognize Cultural Needs

- Provide for local food production opportunities
- Protect traditional land use areas

### Vision

“Fort Chipewyan is a safe and self-reliant community, thriving in commercial fishing and **tourism**, with abundant opportunities to work and **spend money locally**. Our **sustainable environment** is attractive and we can afford reliable connections to other communities. **A range of housing**, high quality education, training, recreation and **gathering opportunities** exist for residents. Our health is well-looked after and we have adequate care to be able to live in Fort Chipewyan. Our **traditional culture**, which makes us unique, is alive and celebrated. We are a part of the decisions that affect us and we are heard.”

*Envision Wood Buffalo (2010)*

## ACHIEVING SUSTAINABILITY

The Municipality's understanding of sustainability is derived from the Statement of Sustainability, first set out in *Envision Wood Buffalo* and then adopted in the *Municipal Development Plan*. The Statement of Sustainability is based on the four pillars of sustainability:

- Environment
- Society
- Culture
- Economy

The following outlines the principles related to the four pillars:

- **Environment**  
Principle 1: Protect the Natural Environment and Promote an Enhanced Lakefront
- **Society**  
Principle 2: Address Housing Needs
- **Culture**  
Principle 4: Recognize Cultural Needs
- **Economy**  
Principle 3: Support Economic and Tourism Development Opportunities  
Principle 5: Provide Adequate Municipal Services and Infrastructure

### Statement of Sustainability

"We value living in a region that is safe, healthy, inclusive of all residents and provides local opportunities. We have a strong economy, a healthy environment, a rich culture and an abundance of social capital that together form the pillars of sustainability and contribute to quality of life and well-being. We strive to find balance in our economic, environmental, cultural and social systems and to live within their natural limits. We make decisions that reflect an understanding of the interdependence of these systems and consider residents' long-term needs to ensure the resources of today are sustainable into the future."

*Envision Wood Buffalo (2010)*

## PUBLIC ENGAGEMENT

The *Fort Chipewyan Area Structure Plan* was prepared with input from residents and other stakeholders. More than 30 meetings and interviews were held between 2014 and 2017 with a wide range of stakeholders. These included residents, local business owners and representatives from the Athabasca Chipewyan First Nation, Métis Local 125 and Mikisew Cree First Nation. Staff also held seven workshops with Fort Chipewyan municipal staff, Keyano staff and students, Nunee Health staff and volunteer fire fighters. These engagements identified community concerns and opportunities, establishing the base for the policies in the Plan. Public open houses were held on May 6, 2015, March 3, 2016, and September 26, 27, and 28, 2017. The purpose of the open houses was to share information and collect feedback on the Plan from residents and other stakeholders.



Early engagement and mapping activity with students; comments received during open houses.

*"Housing and housing for working people is a serious problem here"*

*"We don't want to see unplanned ATV trails where people live close by"*

*"Facilities are great but we need activities / programs that meet the need of youths"*

*"We need alternative energy sources"*

*"Temporary housing needed – could look nicer, blend into the neighborhood better, patios and amenities"*

*"We need infill small/medium size house"*

*"We need to boost tourism activities"*

*"Do we have an area for a new cemetery?"*



## GUIDING PRINCIPLES

The Fort Chipewyan Area Structure Plan is shaped by the community vision, Statement of Sustainability, directions from the MDP, stakeholder input and information gathered through background research.

The Plan is guided by the following five principles:

- Principle 1: Protect the Natural Environment and Promote an Enhanced Lakefront
- Principle 2: Address Housing Needs
- Principle 3: Support Economic and Tourism Development Opportunities
- Principle 4: Recognize Cultural Needs
- Principle 5: Provide Adequate Municipal Services and Infrastructure

These principles act as a guide for future development in Fort Chipewyan. Specific policies are provided under each principle. Many of these principles support working and collaborating with the community to ensure there is no conflict between the principles.

# PART 2: ACHIEVING THE VISION

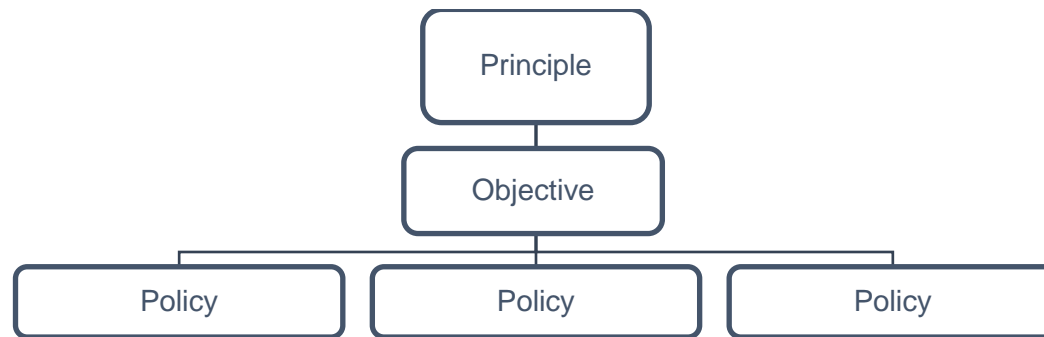
This section lays out five general principles that will be achieved through more specific objectives and policies. A Generalized Land Use Concept map is provided, showing the general location of proposed future land uses.



## HOW TO READ THE PLAN

The Plan is guided by five broad principles. Specific objectives and policies are included under each principle. The policies provide direction to landowners and developers on the type of development allowed in different areas of the Hamlet. A policy is a statement that guides decision making, including decisions on development proposals (permits), subdivision plans and outline plans.

All new subdivision plans and development proposals will be evaluated in terms of the intent of the ASP. The Plan has no impact on existing structures until such time that the landowner intends to develop or redevelop their property.



## **GENERALIZED LAND USE CONCEPT AND LAND USE CLASSIFICATIONS**

Map 7 and Map 8 show the proposed Generalized Land Use Concept for Fort Chipewyan. These maps provide an illustration of the approximate locations of future land uses. The land use classifications are described below. Map 9 identifies the location of the Possible Growth area in relation to environmental and built constraints.

### **Community Core**

The Community Core is the heart of the Hamlet and a hub for commercial, institutional and residential uses. The Community Core is intended to be a vibrant, compact and mixed-use area with services and businesses that serve the community. The existing development pattern of commercial uses, public services, office space, single detached dwellings and manufactured homes, and Elders housing will continue. New opportunities for live-work housing and higher density residential forms, such as four-plexes and low-rise apartments, could help increase housing supply and benefit residents from proximity to services. Existing vacant industrial lands in the Community Core provide opportunities for further development, including light industrial activities that respect nearby Lake Athabasca.

### **Commercial**

The Commercial area is intended to allow for the development of commercial and retail uses outside of the Community Core.

### **Industrial**

The Industrial area is intended for a wide range of general industrial uses, such as warehousing, office buildings, lay-down yards and service uses. Industrial land use is identified primarily east of McDermot Avenue, away from residential areas. Here, Industrial areas are intended to accommodate a range of light and medium industrial uses. In the downtown, Industrial lands are intended to be low intensity in nature to ensure that they do not negatively affect surrounding uses through the generation of emissions, noise, odors and other nuisances.

### **Low Density Residential**

The Low Density Residential area is intended to preserve the existing rural character. The Low Density Residential area is intended to provide housing, primarily in the form of single detached dwellings and manufactured homes.

### **Medium Density Residential**

The Medium Density Residential area is intended to allow for a range of housing types and other compatible community services within the existing residential areas that surround the Community Core. The existing development pattern consists largely of single detached dwellings and manufactured homes, with some multi-unit housing forms near the Community Core. Where lands are suitable, new multi-unit developments and developments suitable for Elders could help diversify and increase the supply of housing.



### **Open Space**

The Open Space area is intended to remain in a natural state to protect environmentally and culturally significant areas from development. Open Space areas provide residents with opportunities for practicing traditional activities and for developing low impact eco-tourism and outdoor recreational uses, such as walking trails.

### **Parks and Recreation**

The Parks and Recreation area is intended to provide for the development of community parks and a wide variety of recreational facilities.

### **Public Service**

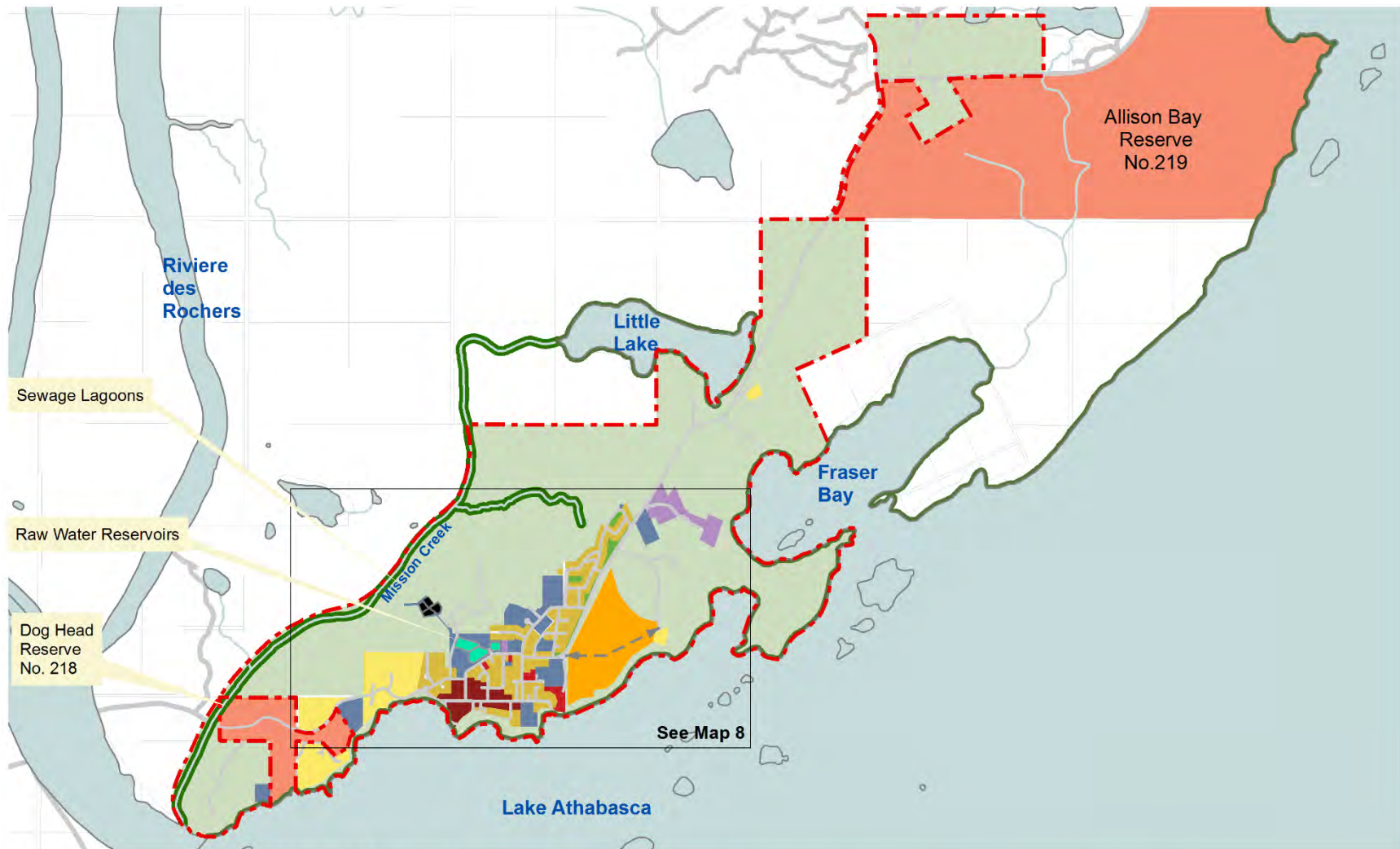
The Public Service area is intended for the development of institutional and community uses such as education, health, religious, recreational and municipal service facilities.

### **Possible Growth**

The Possible Growth area is intended to provide new opportunities for residential development to help address the community's current and future housing needs. The Possible Growth area supports a range of housing types and densities. Directing new development to these areas will reduce fragmentation of Fort Chipewyan's natural areas. Growth areas were determined by overlaying information from previous studies with known physical and regulatory constraints.<sup>2</sup> Detailed analysis of these lands will be needed to confirm their suitability for development.

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<sup>2</sup> The Possible Growth area was delineated based on information from municipal geographic information system databases (for granite outcroppings and slopes), from Government of Alberta data sources (for wetlands, environmentally significant areas, sensitive raptor range) and regulations (Subdivision and Development Regulation), feedback from community members, and from the following studies or reports: Hamlet of Fort Chipewyan Residential Land Use Study (1986), Fort Chipewyan Residential Expansion Areas Conceptual Areas (2011), Concept Plans for Little Lake Residential Expansion Areas, Fort Chipewyan (2012), RMWB Council Report: Fort Chipewyan Residential Land Strategy (2013).

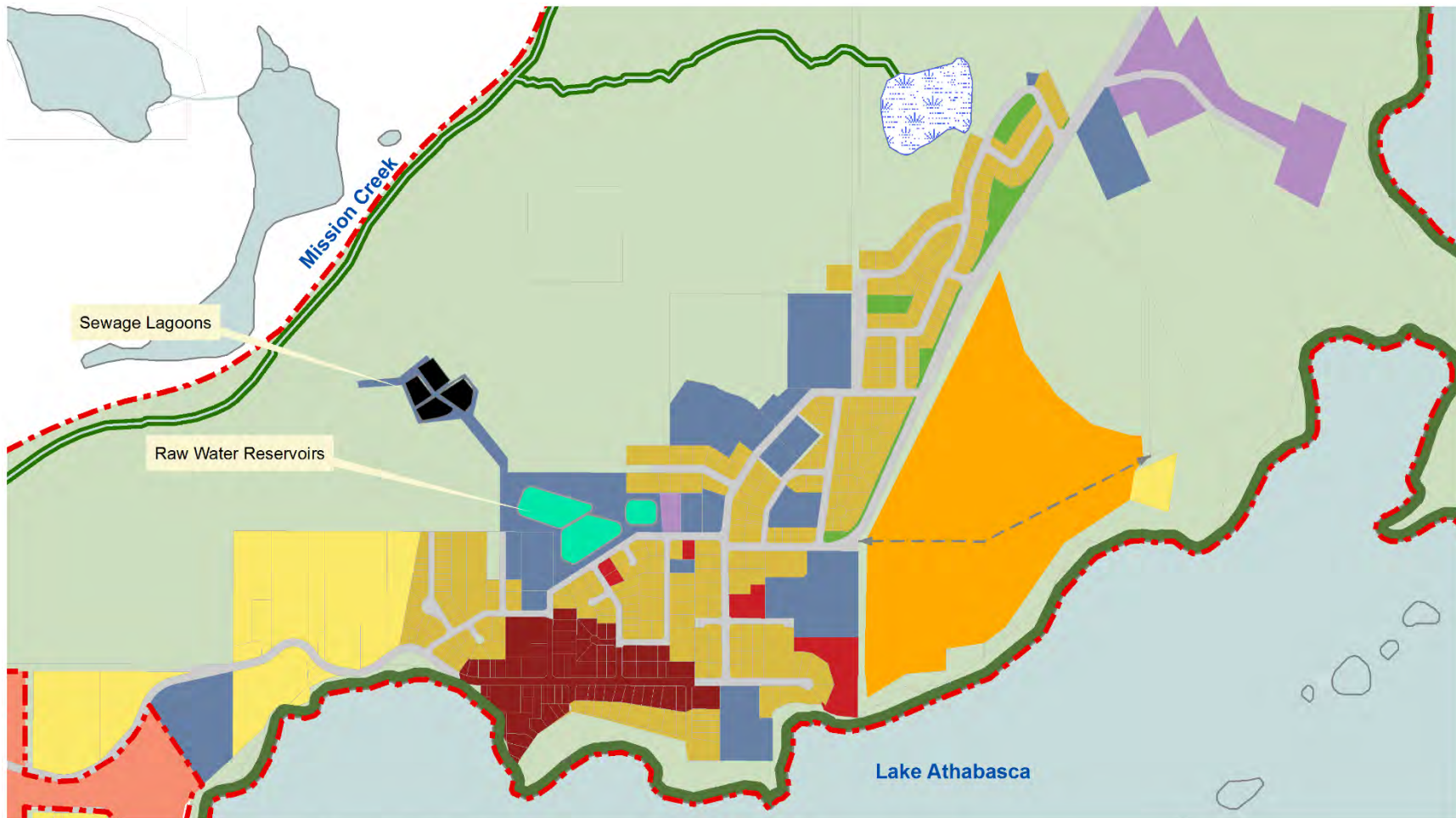


### Legend

- |  |  |  |   |   |
|--|--|--|---|---|
| <span style="border: 1px dashed red; padding: 2px;"> </span> Plan Area   | <span style="background-color: darkred; width: 15px; height: 10px; display: inline-block;"></span> Community Core            | <span style="background-color: red; width: 15px; height: 10px; display: inline-block;"></span> Commercial      | <span style="background-color: green; width: 15px; height: 10px; display: inline-block;"></span> Parks and Recreation | <span style="background-color: darkgreen; width: 15px; height: 10px; display: inline-block;"></span> Waterbody Setback<br>(for illustrative purpose only) |
| <span style="background-color: orange; width: 15px; height: 10px; display: inline-block;"></span> First Nation Reserve | <span style="background-color: yellow; width: 15px; height: 10px; display: inline-block;"></span> Low Density Residential    | <span style="background-color: purple; width: 15px; height: 10px; display: inline-block;"></span> Industrial   | <span style="background-color: lightgreen; width: 15px; height: 10px; display: inline-block;"></span> Open Space      |   |
| <span style="background-color: lightblue; width: 15px; height: 10px; display: inline-block;"></span> Water             | <span style="background-color: orange; width: 15px; height: 10px; display: inline-block;"></span> Medium Density Residential | <span style="background-color: blue; width: 15px; height: 10px; display: inline-block;"></span> Public Service | <span style="background-color: darkorange; width: 15px; height: 10px; display: inline-block;"></span> Possible Growth | <span style="border-bottom: 1px dashed gray; width: 20px; display: inline-block;"></span> Possible Road   |

0 0.5 1 2 KM

## MAP 7: GENERALIZED LAND USE CONCEPT



### Legend

Plan Area

First Nation Reserve

Water

Wetlands (Government of Alberta)

### Generalized Land Uses

Community Core

Commercial

Low Density Residential

Medium Density Residential

Industrial

Public Service

Parks and Recreation

Open Space

Possible Growth

Waterbody Setback  
(for illustrative purpose only)

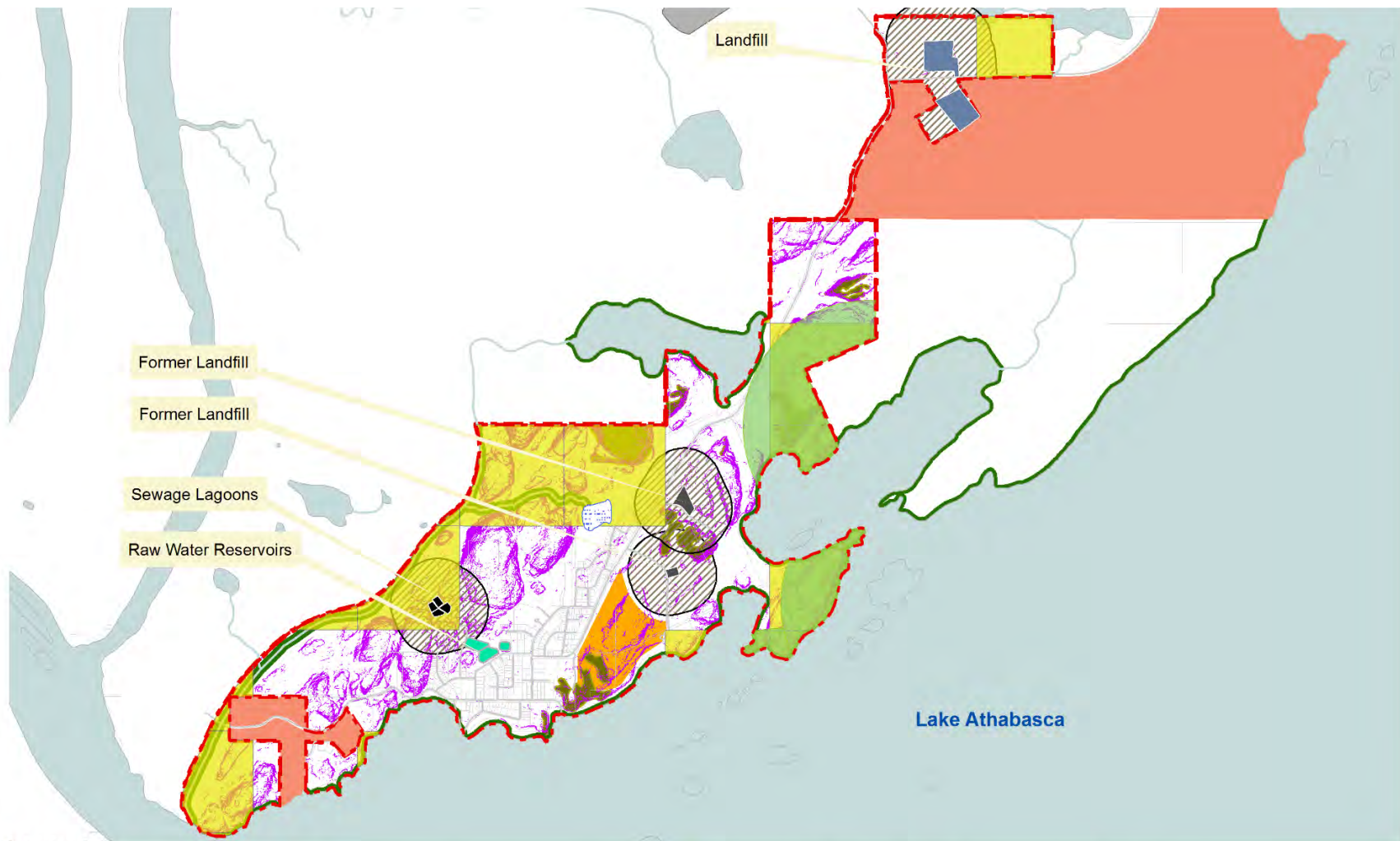
Possible Road

0 0.25 0.5 KM



**MAP 8: GENERALIZED LAND USE CONCEPT (INSET)**





### Legend

- |   |  |   |
|---|--|---|
| <span style="border: 1px dashed red; padding: 2px;"> </span> Plan Area  | <span style="display: inline-block; width: 10px; height: 10px; background-color: darkgreen; margin-right: 5px;"></span> Granite Outcrops   | <span style="display: inline-block; width: 10px; height: 10px; background-color: yellow; margin-right: 5px;"></span> Environmentally Significant Area (Government of Alberta)                                   |
| <span style="display: inline-block; width: 10px; height: 10px; background-color: orange; margin-right: 5px;"></span> First Nation Reserve | <span style="display: inline-block; width: 10px; height: 10px; border: 2px solid darkgreen; margin-right: 5px;"></span> Waterbody Setback  | <span style="display: inline-block; width: 10px; height: 10px; background-color: lightgreen; margin-right: 5px;"></span> Sensitive Raptor Range (Peregrine Falcon) (Government of Alberta)                      |
| <span style="display: inline-block; width: 10px; height: 10px; background-color: lightblue; margin-right: 5px;"></span> Water Bodies      | <span style="display: inline-block; width: 10px; height: 10px; background-color: purple; margin-right: 5px;"></span> Slope grade (more than 15%)   | <span style="display: inline-block; width: 10px; height: 10px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, black 2px, black 4px); margin-right: 5px;"></span> Regulatory Setback |
|   | <span style="display: inline-block; width: 10px; height: 10px; background: repeating-linear-gradient(-45deg, transparent, transparent 2px, black 2px, black 4px); margin-right: 5px;"></span> Wetlands (Government of Alberta) | <span style="display: inline-block; width: 10px; height: 10px; background-color: orange; margin-right: 5px;"></span> Possible Growth  |



## MAP 9: CONSTRAINTS AND POSSIBLE GROWTH AREA OVERLAY



## **PRINCIPLE 1: PROTECT THE NATURAL ENVIRONMENT AND PROMOTE AN ENHANCED LAKEFRONT**

Fort Chipewyan's lakefront area is integral to the cultural landscape. For many families in Fort Chipewyan, the lakefront is and has been the setting of cultural activities, a natural orientation feature and a transportation linkage. Residents want to ensure the lakefront environs are protected, public access is maintained and appropriate new amenities are provided. Residents express a need for washrooms, picnic areas and other amenities. However, any improvements and modifications to the lakefront should occur through an inclusive process, and respect the cultural and natural environments they are situated in.

The environmental health of Lake Athabasca is also a community concern. Residents raise concerns around air and water pollution and impacts to the quality of fish, berries and plants found in the area. These concerns extend beyond the Hamlet into the broader region. The Plan works to minimize the environmental footprint of development within the Hamlet and provides policies that guide development near waterbodies and watercourses.

Within the Plan area are provincially-identified and mapped wildlife habitat and natural features. Preserving these areas can be achieved by directing development away from these areas. Furthermore, the responsible development of new residential growth areas can help ensure that sensitive lands such as riparian areas are protected. Much of the Plan area is identified as 'Open Space,' meaning that lands in natural state today are intended to remain largely undeveloped.

### **Objective 1.1 Protect wildlife habitats and environmentally significant areas**

In the Plan area:

- 1.1.1 No development will be allowed in areas identified as Sensitive Raptor Range (Peregrine Falcon), as shown on Map 9. This includes the development of low impact recreational uses such as walking trails and eco-tourism uses.
- 1.1.2 Developers are strongly encouraged to engage with First Nations, the Métis Community and other community members when studying Environmentally Significant Areas.
- 1.1.3 Developers will be required to conduct appropriate environmental assessments on lands containing Environmentally Significant Areas, as shown on Map 9. Environmental assessments will determine:
  - a) the natural features present,
  - b) the appropriate regulatory requirements, and
  - c) any mitigation measures needed to minimize adverse impacts to the natural features present.

In areas identified as Open Space:

- 1.1.4 Existing approved developments (such as existing dwellings) may continue and may redevelop provided they submit appropriate technical studies.
- 1.1.5 Development will be restricted to uses that have a low impact on the natural environment. The following uses may be considered:
  - a) low impact recreational uses such as walking trails and cross-country skiing trails, parks, picnic areas and facilities associated with day use activities (e.g., picnic tables, benches and washrooms), and
  - b) facilities associated with eco-tourism if the impacts are low and further technical studies demonstrate that there are no significant adverse impacts to the environment and traditional land uses.
- 1.1.6 The development or expansion of municipal infrastructure in Open Space areas may be considered subject to the following:
  - a) Technical studies must be completed that demonstrate the suitability of the lands for development.
  - b) Developments must be sited next to existing infrastructure where possible and, where applicable, minimize the amount of land rendered less developable by new regulatory setbacks.
  - c) Disturbances to the land and vegetation must be kept to a minimum.

## **Objective 1.2 Limit the impact of development on Lake Athabasca and other waterbodies**

In the Plan area:

- 1.2.1 The Municipality supports collaboration with the community, the Government of Alberta and other stakeholders to help protect and enhance water quality in waterbodies and watercourses.
- 1.2.2 Where the proposed development has potential to result in adverse effects to the environment, the completion of technical studies will be required. Technical studies will be required to show how the proposed subdivision or development will minimize or mitigate potential adverse effects and will aim to promote conservation of waterbodies and watercourses.
- 1.2.3 Where wetlands and/or muskeg areas are to be disturbed or altered, proponents will contact Alberta Environment and Parks to ensure that the requirements of the *Water Act*, *Alberta Wetlands Policy*, *Public Lands Act* and other applicable provincial regulations are met.

- 1.2.4 In accordance with Provincial guidelines (Alberta Sustainable Resource Development, 2007),
- a) The following development setbacks will be required:<sup>3</sup>
    - i. a minimum setback of 30 metres from the top of bank of Lake Athabasca and Little Lake, and
    - ii. a minimum setback of 15 metres from the top of bank of watercourses.
  - b) A greater or lesser setback may be provided if supported by technical studies including but not limited to biophysical and geotechnical studies.
- 1.2.5 Existing buildings within the setback area will remain unaffected by the setbacks in policy 1.2.4. Any new development (new buildings or extensions to buildings) will be required to comply with the setbacks.
- 1.2.6 In accordance with the *Municipal Government Act*, environmental reserve may be required. The width of environmental reserve will be determined by technical studies including but not limited to biophysical and geotechnical studies.
- 1.2.7 Setbacks and environmental reserve will remain in their natural state, but may include low impact uses such as walking trails to provide public access.
- 1.2.8 Technical studies will be prepared by an accredited professional at the expense of the developer.

### **Objective 1.3 Promote an enhanced lakefront area**

In the Plan area:

- 1.3.1 Municipality supports collaboration with the community, Government of Alberta and other stakeholders to prepare a lakefront plan that identifies enhancements that are environmentally and culturally appropriate.
- 1.3.2 Washroom facilities currently proposed will be incorporated into the lakefront plan, and future amenities or improvements will be in accordance with the lakefront plan.
- 1.3.3 The Municipality supports exploring the feasibility of developing a walking trail along Lake Athabasca to connect Monument Hill with Dog Head Reserve.
- 1.3.4 Development will mitigate, where possible, impacts on the natural aesthetic of the lakefront environment.

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<sup>3</sup> A land surveyor may be required to prepare a plan that confirms the location of the top of bank.

#### **Objective 1.4 Promote sustainable development practices**

In the Plan area:

- 1.4.1 The development of renewable energy options such as solar power and wind energy will be encouraged, where suitable.
- 1.4.2 Developers will be encouraged to incorporate green building design elements. These include, but are not limited to, passive solar design, water saving fixtures and energy efficient lighting and heating.



## **PRINCIPLE 2: ADDRESS HOUSING NEEDS**

Of high priority to the community is the development of affordable housing and the release of land for development. Development in the community is challenged by a supply of vacant lots that is limited by physical constraints and few sellers, and an overall need for greater affordability and housing options. The community requires a diverse range of housing options with different types, densities, sizes and tenures (ownership, rental) to meet the community's housing needs. Much of the current housing stock is made up of single detached dwellings and manufactured homes. The Plan supports new housing forms in residential areas. Higher density residential forms such as semi-detached, duplexes and row housing will further expand housing options. These housing forms are already found in the community. Locating more compact and multi-family forms of residential development around the Community Core would also bring residents closer to amenities and support a lively central area.

Residents have long expressed a need for new land for development. A possible area for future community expansion is identified adjacent to the existing built area, east of McDermot Avenue. This area may be developed as market conditions allow. Directing future development to this area will help ensure orderly expansion and will reduce fragmentation of surrounding natural areas.

### **Objective 2.1 Promote a range of housing choices and densities**

In the Plan area:

- 2.1.1 The intensification of existing developed and vacant lots will be encouraged to provide more residential opportunities. Infill development may be achieved through the consolidation of lots, multi-unit residential developments and secondary suites.<sup>4</sup>
- 2.1.2 The Municipality may explore the creation of an Infill Development Strategy to further guide and encourage infill development.
- 2.1.3 Secondary suites, such as garage suites, garden suites and basement suites, will be considered to help expand affordable housing options.
- 2.1.4 Developers considering multi-unit residential developments will be required to demonstrate that they have worked with the community to ensure development proposals and housing designs meet community needs. For example, developers may consider providing ample outdoor amenity space, storage for recreational vehicles and interior spaces suitable for multi-generational households.

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<sup>4</sup> "Infill" is development in an existing built-up area that occurs on vacant or under-utilized lands, behind or between existing developments, and which is consistent and compatible with the characteristics of the surrounding development.

2.1.5 The development of project accommodations and temporary structures intended for such purposes will not be allowed.

In areas identified as Low Density Residential:

2.1.6 The primary use of land shall be in the form of a single detached dwelling or manufactured home on a large acreage lot.

2.1.7 A minimum lot size of one (1) hectare will be required for all new subdivision applications.

In areas identified as Medium Density Residential:

2.1.8 A wide range of housing types, including single detached dwellings, semi-detached dwellings, and multi-unit residential developments will be encouraged to help meet the housing needs of all ages and income levels. The development of housing suitable for Elders will also be encouraged.

In areas identified as Community Core:

2.1.9 A wide range of housing types including housing suitable for Elders and multi-unit residential developments such as townhouses and low-rise apartments, will be encouraged. Single detached dwellings, semi-detached dwellings and manufactured homes may also be considered.

## **Objective 2.2 Support the creation of a new residential development area**

In areas identified as Possible Growth:

2.2.1 Technical studies will be required to confirm the suitability of the land to development and to identify significant development constraints.

2.2.2 Development will not be allowed on lands having significant development constraints such as:

- a) wetlands, ravines, muskeg or saturated soils,
- b) provincially designated wildlife habitat areas, and
- c) slopes steeper than 15% or unstable slopes.

2.2.3 Development will be contiguous to existing built-up areas and will consider the topography, natural features and natural hazards of the area, to take advantage of existing infrastructure and community services and minimize the length of infrastructure extension. However, for un-serviced development, consideration may be given to suitable sites provided other planning concerns such as connectivity are addressed.

- 2.2.4 A variation in residential densities will be supported:
- a) a maximum of 24 units per net hectare for fully serviced (i.e., piped municipal services) multi-unit developments, and
  - b) a maximum of 3 units per net hectare for un-serviced developments (i.e., truck-based services).
- 2.2.5 A wide range of housing types, including manufactured homes, single detached dwellings, semi-detached dwellings and duplexes, will be allowed. The development of housing suitable for Elders and multi-unit residential developments, such as fourplexes, townhouses and low-rise apartments, will also be considered, where feasible.
- 2.2.6 Land uses that are compatible with residential development with respect to scale, aesthetics and noise may be considered. Compatible uses may include home businesses, live-work developments, bed and breakfasts, convenience stores, parks, community services and similar uses.
- 2.2.7 An Outline Plan may be required at the discretion of the Municipality. Outline plans may include the following:
- a) a statement of compliance with the Municipal Development Plan and this Area Structure Plan and an identification of amendment requirements, if applicable,
  - b) an examination of existing land uses and physical features including vegetation, watercourses and topographic information,
  - c) a detailed geotechnical study to confirm the location of the top of the bank and required setbacks as well as addressing any other geotechnical limitations,
  - d) an Environmental Assessment,
  - e) a Biophysical Impact Assessment,
  - f) a Historical Resources Act Overview,
  - g) a Traditional Use Study,
  - h) a detailed land use plan illustrating all residential, commercial, mixed use and public service areas by type, location and area presented in map and table form,
  - i) a proposed zoning plan,
  - j) the location of open spaces, pathways and pedestrian connections to existing areas and nearby amenities,
  - k) road alignments and sizes supported by a Transportation Impact Assessment (TIA),
  - l) proposed water, sanitary sewer and stormwater drainage plan,
  - m) public utility lots and easement locations,
  - n) a phasing plan based on the logical extension of roadways infrastructure, and
  - o) proposed franchise utility (shallow utility) networks
  - p) any other matters the Municipality deems necessary.

For additional policies on working with Indigenous stakeholders, servicing and transportation in Possible Growth area, see Objectives 4.1, 5.1 and 5.3.

## **PRINCIPLE 3: ENCOURAGE ECONOMIC AND TOURISM DEVELOPMENT OPPORTUNITIES**

Lands surrounding Fort Chipewyan provide unique tourism opportunities, including access to Wood Buffalo National Park and the world's largest dark sky preserve. The surrounding wilderness offers eco-tourism opportunities, such as ice fishing, dog sledding and northern lights tours. Development of a local tourism industry could utilize local skills, provide employment and preserve traditional activities. As the economy diversifies and disposable income increases, it could stimulate the need for a wider variety of goods and services and commercial and industrial development. Residents want to ensure that new tourism opportunities are culturally sensitive. Tourism development should be balanced with environmental protection and maintaining the close-knit character that contributes to way of life.

Opportunities for commercial and industrial development will support an enhanced quality of life for residents. The Plan encourages the creation of a vibrant Community Core area that supports a mix of commercial uses, including retail uses, and tourist accommodations, community services and residential uses. Industrial development that is sensitive to adjacent land uses and mitigates potential adverse impacts will help support economic opportunities.

### **Objective 3.1 Promote development that supports local tourism**

In the Plan area:

- 3.1.1 The Municipality will encourage the development of eco-tourism businesses, such as ice fishing, dog sledding, bird watching, excursions and local tour guides by supporting home businesses, home occupations and live-work developments.
- 3.1.2 The Municipality supports collaborating with the community to identify factors that contribute to sense of place, such as cultural and heritage elements, natural areas, scenic views and vistas, and to identify possible approaches to protect them.
- 3.1.3 Existing public facilities and open areas will be promoted for festivals and events such as Treaty Days, Winter Carnival, local art exhibitions and sporting events.
- 3.1.4 Public art and place-making initiatives that promote the recognition of the community's culture and heritage will be encouraged.
- 3.1.5 The Municipality supports collaboration with Indigenous stakeholders to assist in the implementation of economic development strategies and initiatives that address the appropriateness, seasonality, permanence and local benefits of tourism opportunities.



### **Objective 3.2 Support the establishment of a vibrant, mixed use core area**

In areas identified as Community Core:

- 3.2.1 Retail commercial, public service, and residential uses will be directed to locate in the Community Core, as shown on Map 7 and Map 8. Uses may include but are not limited to retail development, health and education services, community gathering spaces, and housing. Tourism-related commercial uses will also be encouraged.
- 3.2.2 New developments will be encouraged to demonstrate enhancements to the public realm. Examples include street furniture, public art, landscaping, street facing plazas, lighting, wayfinding, connections to pedestrian paths and street facing retail uses.

### **Objective 3.3 Provide increased opportunities for local retail and commercial activities**

In areas identified as Community Core or Commercial:

- 3.3.1 A mix of commercial uses, such as offices, restaurants, grocery stores, gas bars and car washes, and other retail uses, will be allowed.
- 3.3.2 Amenities and tourism-related commercial uses, such as restaurants, cafes, vehicle rentals, supply stores and local art galleries, will be allowed.
- 3.3.3 Tourist accommodations, such as bed and breakfasts, lodges and hotels, will be allowed.
- 3.3.4 Development will be required to demonstrate compatibility with adjacent uses.

In areas identified as Community Core, Low Density Residential, Medium Density Residential or Possible Growth:

- 3.3.5 Home businesses, home occupations, live-work developments and bed and breakfasts will be allowed.

### **Objective 3.4 Promote sustainable industrial development opportunities**

In the Plan area:

- 3.4.1 Industrial developments will only be allowed on lands identified in the Plan area as Industrial or on lands currently zoned in the *Land Use Bylaw* as Business Industrial.

In areas identified as Industrial:

- 3.4.2 Industrial development will be required to demonstrate compatibility with surrounding land uses. Key considerations include but are not limited to size and scale of development, off-site nuisance mitigation (e.g., noise, odours, dust) and traffic impacts.
- 3.4.3 Where light industrial uses are allowed, they are intended to include lower impact development that operates such that no noise, odours or other nuisances are created that extend beyond the site. Appropriate light industrial uses may include but are not limited to lay down storage yards, light manufacturing, construction services and automotive services.
- 3.4.4 Where medium industrial uses are allowed, they are intended to include developments that have potential to create nuisances that extend beyond the site. Appropriate medium industrial uses may include but are not limited to the manufacturing of assembly of goods and services, and automotive and equipment rental, repair and storage.
- 3.4.5 Commercial uses may be considered if they demonstrate compatibility with adjacent uses.

In areas identified as Industrial and located adjacent to McDermot Avenue:

- 3.4.6 A mix of light and medium industrial uses will be allowed. Light industrial uses will be directed to locate on lots directly adjacent to McDermot Avenue and should incorporate landscaping, screening and buffering.

In areas identified as Industrial located adjacent to the water reservoir (Lot 7, Block 7, Plan 5642NY, 104 Faraud Avenue) or, which are identified as Community Core and are zoned for industrial uses (Lots 18 and 19, Block 10, Plan 5642NY, 128 and 132 Wylie Avenue):

- 3.4.7 Light industrial uses will be allowed; however, commercial uses will be encouraged.
- 3.4.8 Developers will be required to provide technical studies that demonstrate that the development of new light industrial uses will not create an adverse impact on the environment.

## **PRINCIPLE 4: RECOGNIZE CULTURAL NEEDS**

As one of the oldest communities in Alberta, Fort Chipewyan is rich in cultural heritage. The Hamlet contains numerous historic resources, including heritage structures, archaeological remnants, traditional land use areas and intangible cultural heritage (e.g., values, practices, oral histories and memories). These historic resources and intangible cultural heritage are important to maintaining the community's identity and cultural practices, and supporting the community vision.

Creating a new cemetery for the community is also a priority. Existing cemeteries in the community are reaching capacity. Land for a municipal cemetery is currently being investigated.

Access to affordable and nutritious food is also important to residents due to Fort Chipewyan's remote location. The Plan encourages initiatives to increase local food production to increase food security and promote opportunities for social interaction.

### **Objective 4.1 Protect historically and culturally significant areas**

In the Plan area:

4.1.1 Developers should 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.<sup>5</sup>

The location of historic resources (as of September 2017) are provided on Map 5.

4.1.2 The Municipality supports collaboration with the community to identify locally significant historic places for inclusion in the existing Municipal Cultural Mapping Resource Database.

4.1.3 The Municipality supports heritage groups and the creation of a Municipal Heritage Policy to designate and conserve traditional lands, historic sites, heritage buildings and cultural artifacts.

4.1.4 The Municipality supports collaboration with the community to explore ways for including Indigenous place names that honor local history and culture.

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<sup>5</sup> Developers should consult with Alberta Culture's Land Use Procedure Bulletin, Subdivision Development Historical Resources Act Compliance, as amended from time to time. The Bulletin provides guidance on when a Historical Resources Act approval is required. For developments and subdivisions less than 10 hectares (25 acres), an approval is generally not required unless the lands contain historic resources with a Historic Resource Value of 1, 2, 3 or 4. Lands containing known historic resources are listed in Alberta Culture's Listing of Historic Resources (available online and updated twice annually).

In areas identified as Possible Growth or Open Space:

- 4.1.5 Developers are strongly encouraged to engage with First Nations, the Métis Community and other community members to identify and preserve lands used for traditional land uses.

#### **Objective 4.2 Support the creation of a municipal cemetery**

In the Plan area:

- 4.2.1 The Municipality supports collaboration with the community to identify an appropriate site for a new cemetery, and to design a cemetery that is culturally appropriate and meets the community's needs.

#### **Objective 4.3 Encourage community gardening and local food production opportunities**

In the Plan area:

- 4.3.1 Developers will be encouraged to include opportunities for local food production in their subdivision, development and outline plan proposals.

In areas identified as Low Density Residential, Medium Density Residential, Community Core, Public Service or Parks:

- 4.3.2 A variety of local food production opportunities, such as community gardens, market gardens and greenhouses will be encouraged.

- 4.3.3 Local food production may be supported where the following considerations are met:

- a) safe pedestrian access is provided,
- b) impacts on or conflicts with adjacent land uses are minimal, and
- c) setbacks from waterbodies and watercourses are maintained.



## **PRINCIPLE 5: PROVIDE ADEQUATE MUNICIPAL SERVICES AND INFRASTRUCTURE**

Access to quality municipal services and infrastructure is key to enhancing quality of life. Water and sanitary sewer systems currently exist in most of the built-up areas of Fort Chipewyan, as shown on Map 6. Some residents would like to see water and sanitary sewer systems expanded to the western part of the Hamlet. These areas are largely low density residential areas or outside the Plan area (i.e., Dog Head Reserve). The Plan's commitment to achieving the community vision relies on responsible municipal infrastructure development. This entails optimizing the use of existing municipal services and infrastructure. In the Possible Growth area, detailed servicing plans and transportation networks will occur once the feasibility of these areas is confirmed. There are also concerns about the quality and source of the community's drinking water, which is from the southern end of Lake Athabasca. Alternative locations, such as from further north along Lake Athabasca, have been suggested by the community.

The road network in the Hamlet is generally sufficient to provide for safe and easy movement. Residents express a desire for a formal walking trail that connects the north part of the community ("Muskeg Area") to Dog Head Reserve. The main thoroughfare, McDermot Avenue, is also used to transport fuel and other goods to storage areas in the northeastern part of the Hamlet. Some residents are concerned that this poses a hazard. Some residents also feel that additional street lighting, signs, crosswalks and other improvements could enhance pedestrian safety in high volume traffic areas.

There are also two docks in the community, one of which is a federal port facility locally known as "Big Dock." The dock is an important community asset, providing access to Lake Athabasca, acting as an evacuation point and providing a terminal for barges that transport construction materials, food and other goods to the community in the summer.

### **Objective 5.1 Ensure appropriate levels of water services, sanitary services and stormwater management**

In the Plan area:

- 5.1.1 Infrastructure will be constructed in accordance with the Municipality's *Engineering Servicing Standards and Development Procedures* (ESS).
- 5.1.2 Municipality supports the preparation of a comprehensive plan for municipal water and sanitary services for the Hamlet of Fort Chipewyan. The plan may address aspects such as:
  - a) capacity and condition of existing infrastructure and facilities,
  - b) schedule for anticipated upgrades, and
  - c) potential to expand services to adjacent First Nation Reserves on a cost recovery basis.
- 5.1.3 The Municipality supports unique approaches to providing water and sanitary services to un-serviced parts of the Hamlet, in accordance with municipal infrastructure plans.

- 5.1.4 Existing municipal infrastructure should be optimized before consideration is given to the development of new infrastructure.
- 5.1.5 The feasibility of an alternative drinking water source for the community may be explored. This may include exploring cost sharing opportunities with the other levels of government and other stakeholders for development of infrastructure.

In areas identified as Possible Growth:

5.1.6 Developers will be required to provide the following services at the time of subdivision and development:

- a) water supply,
- b) sanitary servicing, and
- c) stormwater management.

- 5.1.7 New development in proximity to McDermott Avenue will be required to use existing infrastructure. However, truck-based services will be considered where extending existing services is not feasible.
- 5.1.8 Developers will be responsible for the cost of extending infrastructure and municipal services to the development and for providing service connections to individual lots.

## **Objective 5.2 Support the expansion of franchise utilities**

In the Plan area:

- 5.2.1 Coordination of future municipal projects with franchise utilities (gas, electric, telephone, cable and internet) upgrades will be encouraged.
- 5.2.2 Developers will be responsible for the cost of providing franchise utilities (gas, electric, telephone, cable and internet) to service the development.

## **Objective 5.3 Enhance road safety and pedestrian connectivity**

In the Plan area:

- 5.3.1 Roads will be constructed in accordance with the Municipality's *Engineering Servicing Standards and Development Procedures* (ESS).
- 5.3.2 Municipality supports undertaking a transportation needs assessment for the Hamlet of Fort Chipewyan. The Plan may address aspects such as the condition of existing infrastructure, a schedule for anticipated upgrades, safety concerns and needed improvements.

- 5.3.3 The Municipality supports the maintenance and enhancement of the existing road networks to allow for the safe movement of pedestrians, cyclists and vehicles. Road enhancements may include but are not limited to providing adequate street lighting, signage, sidewalks and marked crossings.
- 5.3.4 The Municipality supports the development of a trail network that provides convenient connections to parks and various points in the community will be considered to enhance connectivity.
- 5.3.5 The Municipality supports collaboration with residents and other stakeholders to explore an alternative route for transporting hazardous goods through or around the Hamlet.
- 5.3.6 The Municipality supports the evaluation and resolution of potential safety concerns identified by the community on MacKenzie Avenue, adjacent to the Northern Store and Canada Post outlet.

In areas identified as Possible Growth:

- 5.3.7 Developers will be required to identify and provide the following services, at the time of subdivision and development:
  - a) local road network to support the development, and
  - b) access (driveways) to individual lots;
  - c) driveway access will not be allowed directly from McDermott Avenue.
- 5.3.8 New subdivisions and developments will be required to provide adequate traffic safety measures to ensure pedestrian safety and to mitigate traffic impacts.
- 5.3.9 New subdivisions and developments will be required to provide convenient pedestrian connections that link the residential area with Lake Athabasca, open spaces, community services and commercial areas.

#### **Objective 5.4 Promote continued access to “Big Dock”**

In the Plan area:

- 5.4.1 The Municipality supports collaboration with the community, Transport Canada and other stakeholders to help ensure that the port facility (locally known as “Big Dock”) remains accessible to the community.
- 5.4.2 Enhancements to the port facility and surrounding lands, such as additional parking stalls, waste bins and washrooms, will be encouraged.

## **Objective 5.5 Promote community services and safety**

In the Plan area:

- 5.5.1 New or expanded community services and facilities will be directed to Public Service and Community Core areas, as identified on Map 7 and Map 8.
- 5.5.2 All subdivisions and developments will be required to incorporate fire preparedness measures based on the Government of Alberta's *Fire Smart Guidelines* (2003), *Fort Chipewyan Regional Wildfire Mitigation Strategy* (2016), *RMWB Wildfire Mitigation Strategy* (2017) or as required by the Municipality. Measures may include but are not limited to providing emergency access, undertaking vegetation management or selecting suitable building materials.
- 5.5.3 New subdivisions and developments will be required to provide sufficient and available water for fire suppression in accordance with the *Alberta Building Code*, *Alberta Fire Code* and as required by the Municipality.
- 5.5.4 Development adjacent to landfills and sewage lagoons will be required to follow requirements for regulatory setbacks outlined in the Government of Alberta's *Subdivision and Development Regulation*. Setbacks are shown on Map 9.

## **Objective 5.6 Protect against potential flood hazards**

In the Plan area:

- 5.6.1 The Municipality may request that a developer provide sufficient information to determine if land which is the subject of a subdivision or development permit application is located within a Flood Hazard Area.
- 5.6.2 The Municipality may undertake a Flood Risk Study to determine the extent of risk as well as appropriate avoidance and/or mitigation measures. Measures may include but are not limited to development setbacks, safe building elevations, flood proofing or others.



# PART 3: MAKING IT HAPPEN

This section discusses key considerations for implementing the Plan.





## IMPLEMENTATION

This section outlines the next steps needed to ensure that the Plan is implemented.

### **Subdivision and New Development**

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

### **Land Use Bylaw (LUB)**

A major component of the plan implementation is the *Land Use Bylaw* (LUB). The LUB should be reviewed as the first step of the Fort Chipewyan ASP implementation. Under the LUB, land will be designated using the ASP's policies and Generalized Land Use Concept Map for guidance. Flexibility in varying the location and design of these elements as the result of more detailed planning will be addressed at the Outline Plan and/or Plan of Subdivision stage.

### **Local Initiatives and Collaboration**

The Plan sets out a guide for future development and many of the policies may be implemented by local or community-driven initiatives. Local initiatives will help drive the creation of community gardens, the identification of locally significant places and others.

Proponents should contact the Land Administration Branch (Planning and Development Department) for potential initiatives on municipal land. For initiatives on private land, it is recommended that Planning and Development Department be contacted early to discuss requirements for development.

### **Municipal Initiatives and Projects**

Some of the policies in the Plan may be implemented through a municipal capital project. Individual municipal departments are encouraged to put forward projects in their departmental business plans that support the principles, objectives and policies of this Plan. An Implementation Strategy should be prepared to identify specific actions.

### **Development of the Possible Growth Area and Development Phasing**

The Possible Growth area is shown on Map 7 and Map 8. Intended to be largely residential, this area may provide opportunities for fully serviced and un-serviced development. Table 1 presents three density options, ranging from the detached dwellings on un-serviced lots (minimum 3 units/ha) to multi-residential development at higher densities (maximum 24 units/ha). The Potential Growth area measures approximately 36.5 hectares. The calculations assume that 50 percent of this area may non-developable due to slopes and natural features. The calculations also assume that 40 percent of the remaining 18.25 hectares will be dedicated to non-residential uses, such as roads, public services and public utilities. Approximately 10.95 hectares could be available for development. Table 1 shows that if development occurs at a density of 3 units/ha, there is insufficient land to accommodate the proposed growth of 200 people. However, if development occurs at a density of 13.5 units/ha or 24 units/ha, there is sufficient land.

**Table 1: Estimated population accommodated in potential growth area based on three density options**

Density Options [A]	Developable Land (ha) [B]	Estimated Dwelling Units [C = A x B]	Dwelling Occupancy [D]	Population Accommodated [E = C x D]	Population Growth Accommodated [F]
Minimum 3 units/ha (un-serviced lots)	11	33	2.92	96	No
Average 13.5 units/ha (serviced lots)	11	148	2.92	432	Yes
Maximum 24 units/ha (multi-residential on serviced lots)	11	264	2.92	770	Yes

Note: Dwelling occupancy assumes an average of 2.92 persons per dwelling (RMWB, 2015); proposed population growth of approximately 200 people (RWMB, 2017).

Development of this area may be undertaken by individuals or developers. Before any development can occur, lands within the Possible Growth area must be acquired and subdivided. This land is owned by the Municipality. Inquiries about these lands should be directed to the Land Administration Branch (Planning and Development Department).

The Municipality may require the preparation of an Outline Plan prior to subdivision and rezoning. The Fort Chipewyan ASP provides a high-level review of environmental constraints and servicing. An Outline Plan provides more detailed information about an area's suitability for development options, as well as lot designs, lot sizes, servicing and road access. The potential contents of an Outline Plan are described in Objective 2.2.

Development will be first encouraged on existing lots within the existing built area prior to the Potential Growth area. Phasing of development within the Possible Growth area will be determined at the Outline Plan stage and will occur through an amendment to the ASP. Consideration must be given for the following:

- proximity to and contiguity with existing development, infrastructure and access,
- environmental suitability of lands,
- availability of existing access roads, and
- demonstrated ability to provide adequate water, sanitary and stormwater services to the lands.

### ASP Amendments

The Plan provides a guide for land use and development in Fort Chipewyan over the next 10 years. The Plan will also be periodically reviewed and amended to ensure that it remains relevant and, where possible, coordinated with future development of nearby Indian Reserves. Future development in the Hamlet will take place in accordance with the policy directions in the Plan. However, changing or unforeseen circumstances in and around the Hamlet may necessitate

amendments to the Plan's Generalized Land Use Concept Map or policies. This may include further engagement with Indigenous Peoples, community members and developers to consider new information or address new development concerns, objectives or strategies. Site-specific amendments of the Plan may also be required by developers. The preparation of an Outline Plan will also require an amendment to this Plan. All amendments to the Plan will follow approved municipal procedures and will be done by a Council approved Bylaw.

Should any of the Hamlet area lands be granted Métis settlement or First Nation Reserve status, the Fort Chipewyan ASP will be amended to remove these lands from the Plan area.



## GLOSSARY

In this Area Structure Plan, words and phrases that are specifically defined in the Act, and Regulations under the Act, shall bear the meaning expressed in the Act. Words and phrases which are not so defined shall have the meanings which are commonly assigned to them in the context in which they are used in this Area Structure Plan.

Term	Definition
Act	"Act" means the <i>Municipal Government Act</i> R.S.A. 2000 c. M-26, and any regulations passed pursuant to that Act.
Affordable Housing	Housing that meets the needs of households that earn less than the median income for their household size and pay more than 30 percent of their gross annual household income on shelter.
Area Structure Plan	A land use plan that guides future growth and development of an area or community. It is a plan adopted by a municipal council in accordance with the requirements outlined in Section 633 of the <i>Municipal Government Act</i> .
Biophysical Impact Assessment	A study undertaken when projects have the potential to incur negative environmental impacts to environmentally significant or sensitive areas, in order to ensure adequate protection of environmentally significant areas and natural areas with ecologically diverse components and prevent and/or minimize environmental impacts.
Density	A standard measure of units per area, usually used to describe the number of dwelling units per hectare (du/ha).
Ecotourism	Defined by The International Ecotourism Society (TIES) as responsible travel to natural areas that conserves the environment, sustains the well-being of the local people, and involves interpretation and education.
Environmental Assessment	A process that assesses all environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. In instances where an Environmental Impact Assessment is not required under federal or provincial law, an environmental assessment may be required to help the Municipality consider the environmental impacts of a proposed plan, and consider alternatives or appropriate mitigation strategies during the planning stage. It is based on information from a desktop review and field reconnaissance. An environmental assessment may include but is not limited to a biophysical impact assessment, geotechnical study, any other assessment required by the development authority.
Environmentally Significant Area	An undisturbed or relatively undisturbed area that contains rare or unique elements or that include elements that may require special management consideration due to their conservation needs. They are of value to society and are important to the long-term maintenance of biological diversity, soil, water, or other natural processes.

Term	Definition
FireSmart Guidelines	Community design principles to reduce the risk and potential of fire hazards and events for communities located near or within forested and other natural vegetated areas.
Generalized Land Use Concept	A conceptual map that depicts the approximate location of future land uses.
Geotechnical Study	A study that identifies geotechnical risks and mitigation measures and must acknowledge that the Municipality may rely upon the study when making decisions.
Home Business	The secondary use of a principal dwelling, its accessory buildings and site, or combination thereof, by at least one (1) permanent resident of the dwelling, to conduct a business activity or occupation. Home businesses may permit limited client visits to the residence.
Home Occupation	The secondary use of a principal dwelling by only the permanent residents of the dwelling to conduct a business activity that does not require client visits to the residence (for example, consulting service, making crafts for sale elsewhere, etc.).
Infill Development	Development in an existing built-up area using vacant or under-utilized lands, behind or between existing development, which is consistent and compatible with the characteristics of the surrounding development.
Infrastructure	Municipally-owned facilities such as water and sewer systems and treatment facilities, roads, sidewalks, bridges, buildings, land, street lights and transit buses. Infrastructure may also be privately-owned utilities facilities and equipment that provide power, gas, telephone and cable television to a municipality.
Live-Work Unit	A dwelling that includes a certain area designated for an office or small-scale retail use, and which is easily accessible from public streets. Such uses typically include artist studios, craft assembly, designer boutiques and similar uses.
Outline Plan	An intermediate planning document, required in specific circumstances, in order to bridge the gap between a large scale Area Structure Plan and an individual plan of subdivision. An Outline Plan focuses on smaller areas of land and provides more detail as to how the land will be further subdivided, serviced and built upon. Technical studies, such as transportation impact assessments, geotechnical studies and environmental impact assessments, may be required as part of an Outline Plan.
Project Accommodation	A residential complex of mobile units, excluding campgrounds, used to provide basic living facilities for workers on a temporary basis.
Setback	The minimum required horizontal distance between a development and a property line or any other feature of a site, including, but not limited to, lease boundaries, watercourses, waterbodies, slopes, and other environmental features. Setbacks are determined by geotechnical studies and/or may be varied when supported by a geotechnical study.

Term	Definition
Secondary Suite	A self-contained accessory dwelling unit that is located on the same lot as the principal dwelling, and has direct access to the exterior, without passing through any part of the principal dwelling. Typical uses include basement suites, loft suites, garden suites and garage suites.
Stakeholders	Any individual, organization or agency that has a specific interest or concern with the Plan that may be impacted once the Plan is adopted.
Sustainability	The World Commission on the Environment and Development (1987) defines sustainability as “Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”
Technical Study	A report prepared by an accredited professional that is prepared to assist the Municipality in making decisions about a development. Technical studies may include but are not limited to Biophysical Impact Assessments, Geotechnical Studies, Environmental Impact Assessments or Traditional Use Studies.
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 bank is equivalent to the high water mark or active floodplain, whichever is greater.
Traditional Land Use	The use of Public Land by Indigenous peoples for harvesting and hunting flora and fauna for sustenance, economic benefit and cultural/ceremonial and medical purposes.
Traditional Use Study	A study that is designed to capture and record patterns of traditional use by Aboriginal communities. It may cover a community’s entire area of traditional use, or may focus on a specific area of concern or interest, depending on why the study was undertaken.
Vacant Lot	A lot with no buildings or development.

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