

Municipal Development Plan



Village of Carbon

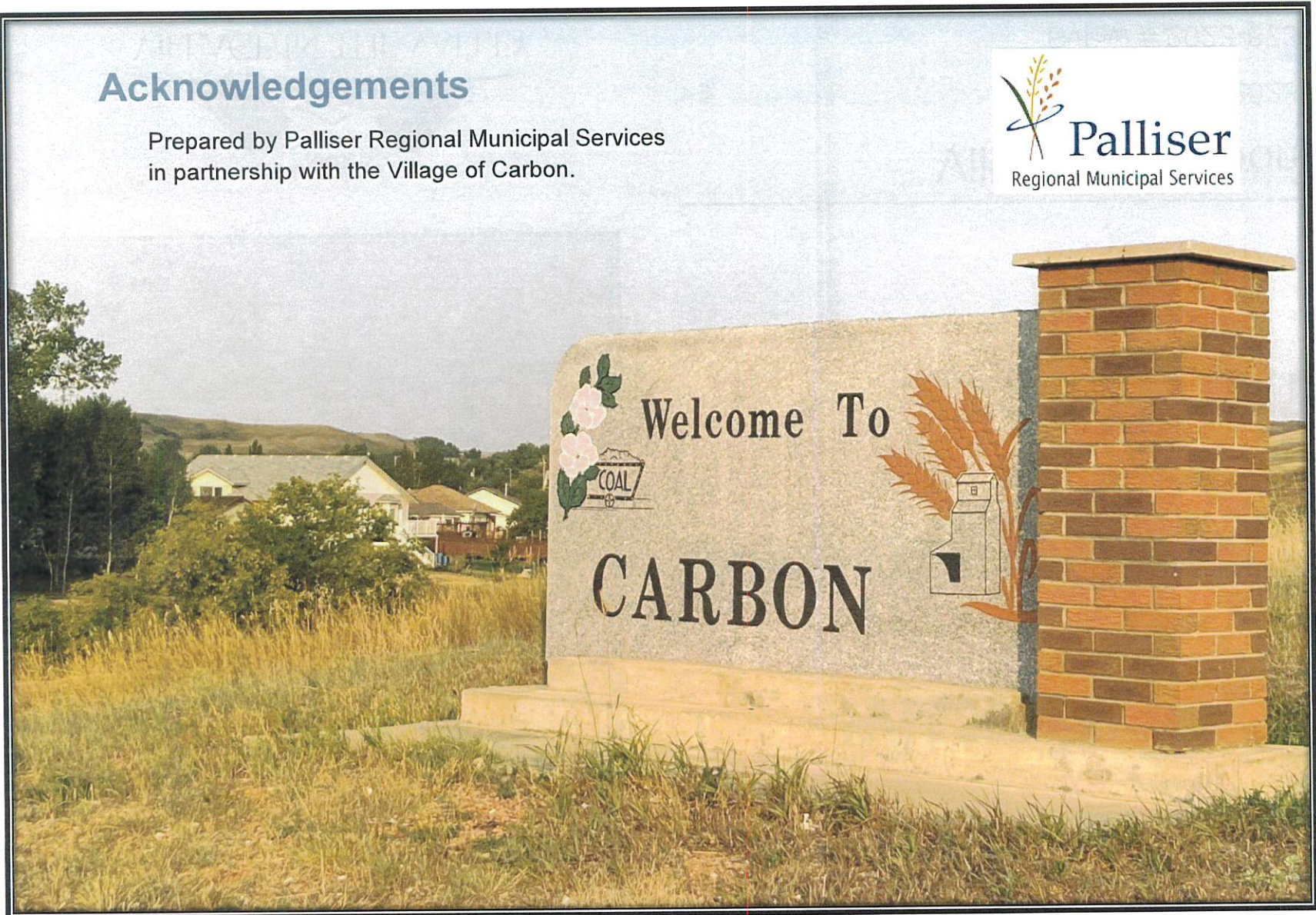
June 19, 2023

Bylaw # 2023-873

SP 07

Acknowledgements

Prepared by Palliser Regional Municipal Services
in partnership with the Village of Carbon.



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BYLAW No. 2023-873

BEING A BYLAW OF THE VILLAGE OF CARBON, IN THE PROVINCE OF ALBERTA, TO ADOPT A MUNICIPAL DEVELOPMENT PLAN

WHEREAS pursuant to the provisions of Section 632(1) of the Municipal Government Act, RSA, Chapter M-26 as amended, the Council of a Municipality must, by Bylaw, adopt a municipal development plan;

AND WHEREAS Council has undertaken a major review of the Municipal Development Plan Bylaw 2002-734;

AND WHEREAS Council, having considered at a public hearing the concerns of persons claiming to be affected by the municipal development plan, believes that a new municipal development plan should be enacted to achieve the orderly, economical and beneficial use of land in the municipality;

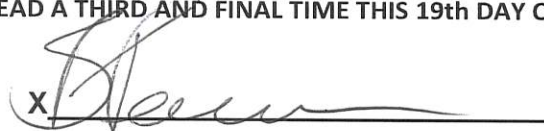
NOW THEREFORE, the Council of the Village of Carbon in the province of Alberta, duly assembled, enacts as follows:

1. This Bylaw shall be known as "The Village of Carbon Municipal Development Plan".
2. The Village of Carbon Municipal Development Plan being Schedule "A" as attached to and forming part of this Bylaw is hereby adopted.
3. Bylaw 2002-734 and all amendments are hereby repealed.
4. This Bylaw takes effect on the date of the third and final reading.

READ A FIRST TIME THIS 17th DAY OF APRIL, 2023.

READ A SECOND TIME THIS 15th DAY OF MAY, 2023.

READ A THIRD AND FINAL TIME THIS 19th DAY OF JUNE, 2023.

X 

Mayor

X 

Chief Administrative Officer

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HOW TO USE THIS PLAN

A Municipal Development Plan (MDP) guides long-range planning and land use in a municipality. It addresses environmental, economic, social, cultural and governance aspects of the municipality from a land use perspective.

The policy statements contained in this MDP are created to offer guidance to decision makers; however, tensions naturally exist between these policy statements. The MDP is therefore designed and intended to be read in a comprehensive manner. Sections and policy statements are closely connected to each other and need to be read in context, and not in isolation from each other.

The Introduction in Section 1.0 is background information only and is not meant to be interpreted as policy statements. The MDP has a vision and overarching goals outlined in Section 2.0, which will provide guidance throughout the remainder of the document. Each section thereafter has a related description to that topic followed by numbered policy statements. Policy statements are specific to each section, and will be directly used to guide long-range planning within the Village of Carbon for the next 20 to 30 years.

The application of all policy statements must be to the satisfaction of the Village of Carbon and/or the applicable approving authority.

1 INTRODUCTION



1.1 PLAN PURPOSE AND REQUIREMENTS

The purpose of this document is to establish a framework for the Village of Carbon to integrate its community vision into its planning and decision-making. The goals and policy statements contained in this MDP promote the Village of Carbon's plan for future growth and development and set standards for the evaluation of all development proposals to ensure longevity, stability, and progress.

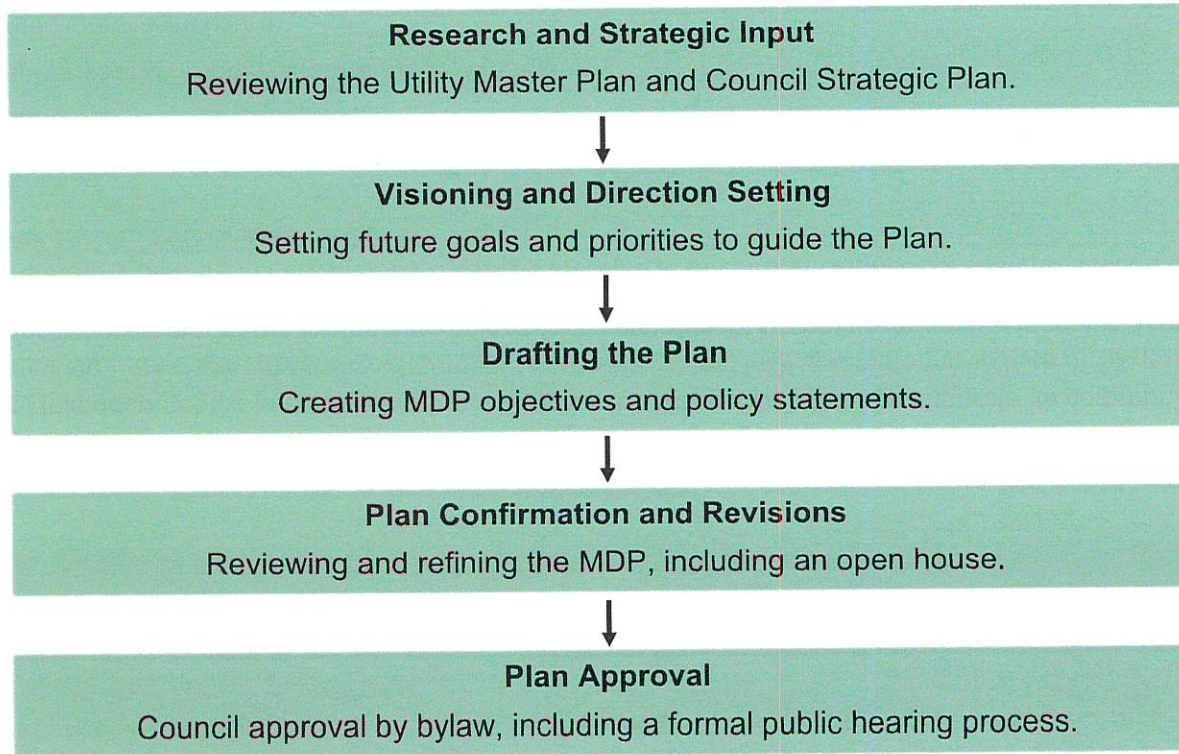
The MDP is a statutory plan that is adopted by bylaw by the Village of Carbon Council pursuant to section 632 of the *Municipal Government Act R.S.A.2000 Chapter M-26* (the 'Act').

The MDP addresses:

- future land use in the municipality;
- the manner of and proposals for future development;
- the protection of agriculture;
- the provision of municipal services and infrastructure; and
- identified constraints to development.

1.2 PREPARATION OF THE PLAN AND PUBLIC INPUT

The MDP process was undertaken in a number of phases, which included:



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1.3 RELATIONSHIP TO HIGHER LEGISLATION

This MDP has been prepared in consideration of the Province of Alberta Land Use Policies and the *Alberta Land Stewardship Act*.

Policy statements in this MDP are statutory policy statements of the Village of Carbon and will be implemented with due respect for the requirements of senior legislation, including provincial and federal requirements. In the case where a specific Federal or Provincial legislation, department or authority is referenced in this MDP, and that legislation, department or authority is amended or replaced; it is hereby recognized that the amended legislation, department or authority shall be considered to be in effect.

In addition to the policy statements of this MDP, users are responsible to ensure that all applicable Federal or Provincial legislation is referenced and adhered to in all planning, land use and development activities.

1.4 PLANNING HIERARCHY

The Village of Carbon is responsible for ensuring the safety and well-being of all residents, as well as creating and implementing the rules and regulations that help to develop meaningful and highly valued spaces in our community. The MDP is a broad, guiding document that provides the framework for all local planning within the Village of Carbon. The MDP fits within a hierarchy of plans, aligning with the direction and policy statements within the Village of Carbon and Kneehill County Intermunicipal Development Plan, while guiding the content of lower-level plans and bylaws, including the following:

- Area Structure Plans (ASP) or Redevelopment Plans (ARP),
- Conceptual Schemes,
- the Land Use Bylaw (LUB), and
- any other Policies¹ established by the Village of Carbon Council.

The Land Use Bylaw is the predominate tool used to implement these MDP policy statements. The LUB establishes a variety of land use districts (zoning) and regulates the types of uses allowed and the development standards in each district. The LUB provides a basic framework for day-to-day decision-making that balances both certainty and choice.

The following diagram shows the legislative framework of the planning hierarchy and development process in Alberta.

¹ Council adopted Policies must be advertised on the Village of Carbon’s website. Check <https://www.villageofcarbon.com/village-office/bylaws-policies/#tab-id-2-active> to view active Council Policies.

1.5 DEVELOPMENT PROCESS AND PERMITS

The subdivision and development permit process in Alberta is governed by the *Act* and the *Matters Related to Subdivision and Development Regulation AR 84/2022* (the '*Regulation*'), and the Village of Carbon is responsible for its implementation. The subdivision and development permit processes ensure that new developments comply with the Village of Carbon's rules set out in the LUB, and other adopted plans and policies. The subdivision and development permit application and decision processes also provide a means through which neighbours can provide feedback, or in some cases, appeal a decision of an approving authority.

Subdivision is the process of dividing a single parcel of land into two or more parcels, each of which is given a separate Title. Approval by the municipal Subdivision Authority is required before a plan of subdivision can be registered in an Alberta Land Titles Office.

A development permit is a document that gives permission for use or development of, or on, a parcel of land. A development permit ensures the proposed development complies with the municipality's rules in terms of the uses allowed, the setbacks or height of a building, that adequate parking is provided, and the aesthetics of the development.

Other Required Permits

In Alberta, the *Safety Codes Act* regulates a range of safety disciplines to keep people safe in the places they live, work and play. This includes disciplines such as building, gas, plumbing and electrical and fire.²

A building permit is a document that gives permission to construct a building and ensures the building complies with the Code. The National Building Code – 2019 Alberta Edition sets out the technical provisions for the design and construction of new buildings, and to the alteration, change of use and demolition of existing buildings.

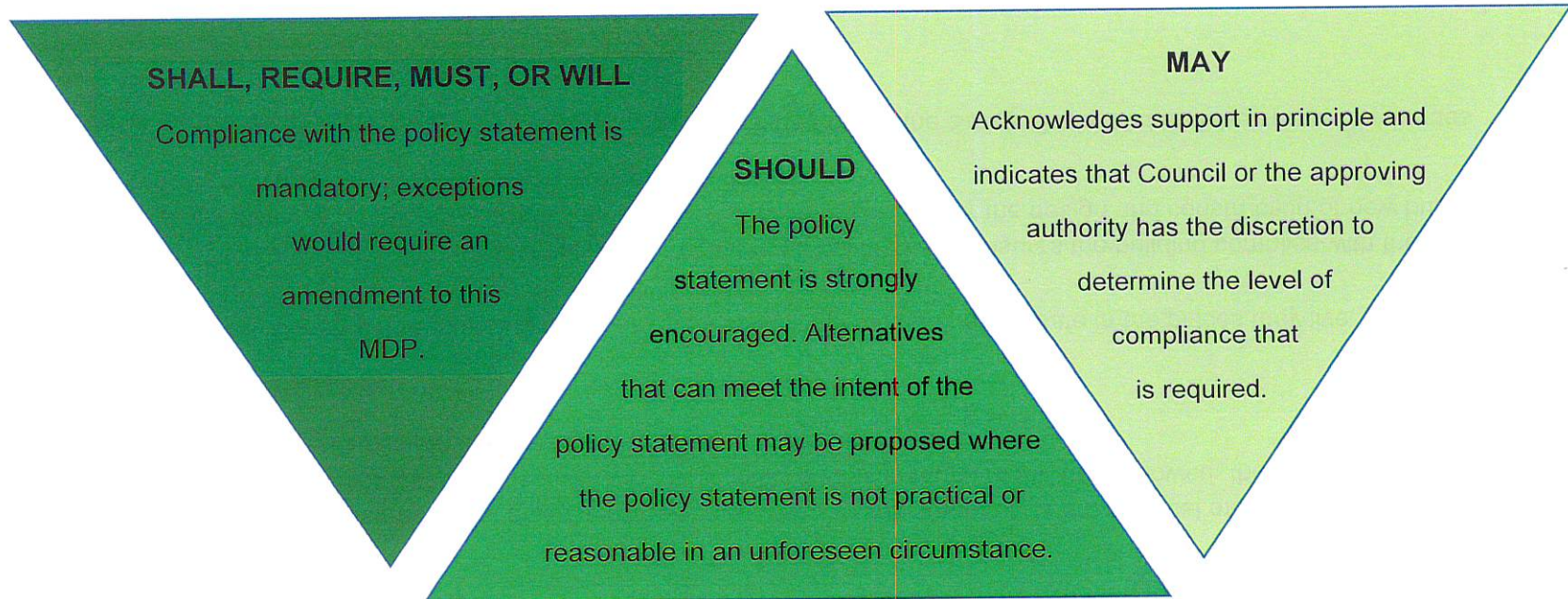
Gas, plumbing and electrical permits are other typical permits issued under the *Safety Codes Act* and their respective codes.

² See <https://www.alberta.ca/safety-codes.aspx> for more information on the *Safety Codes Act* and the safety codes framework.

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1.6 INTERPRETATION

The Village of Carbon Municipal Development Plan (MDP) is a high-level document and uses specific language to guide decision-making regarding the development of the Village. The following terms are to be interpreted as follows:



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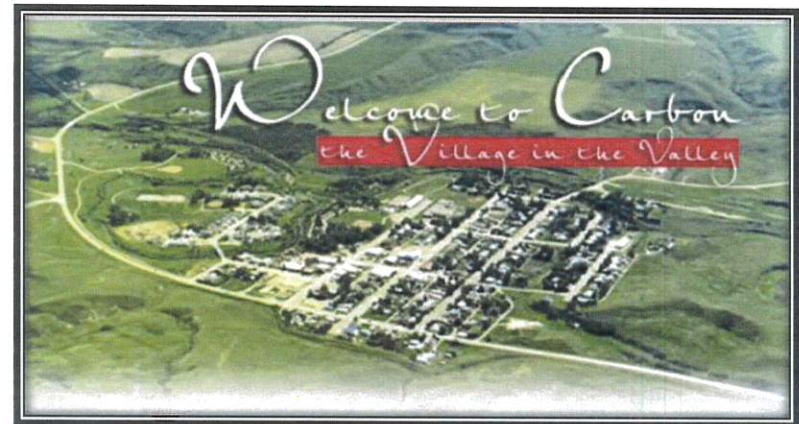
2 COMMUNITY CONTEXT

The Village of Carbon is a small (1.99 km²) community in South-Central Alberta located approximately 40 kilometers west of the Town of Drumheller (Figure 1: Regional Context). The Village is situated in the Kneehill Creek Valley, approximately 50 meters below the surrounding prairies.

The Carbon area was first settled by cattle ranchers in the early 1890's. Around the same time, several coal mines were discovered in the Kneehill Creek Valley. Workers and homesteaders were attracted to the area as large ranches were eventually divided into smaller parcels. A general store and post office were established in 1904, and the settlement of Carbon was named in recognition of the abundant coal reserves in the area.

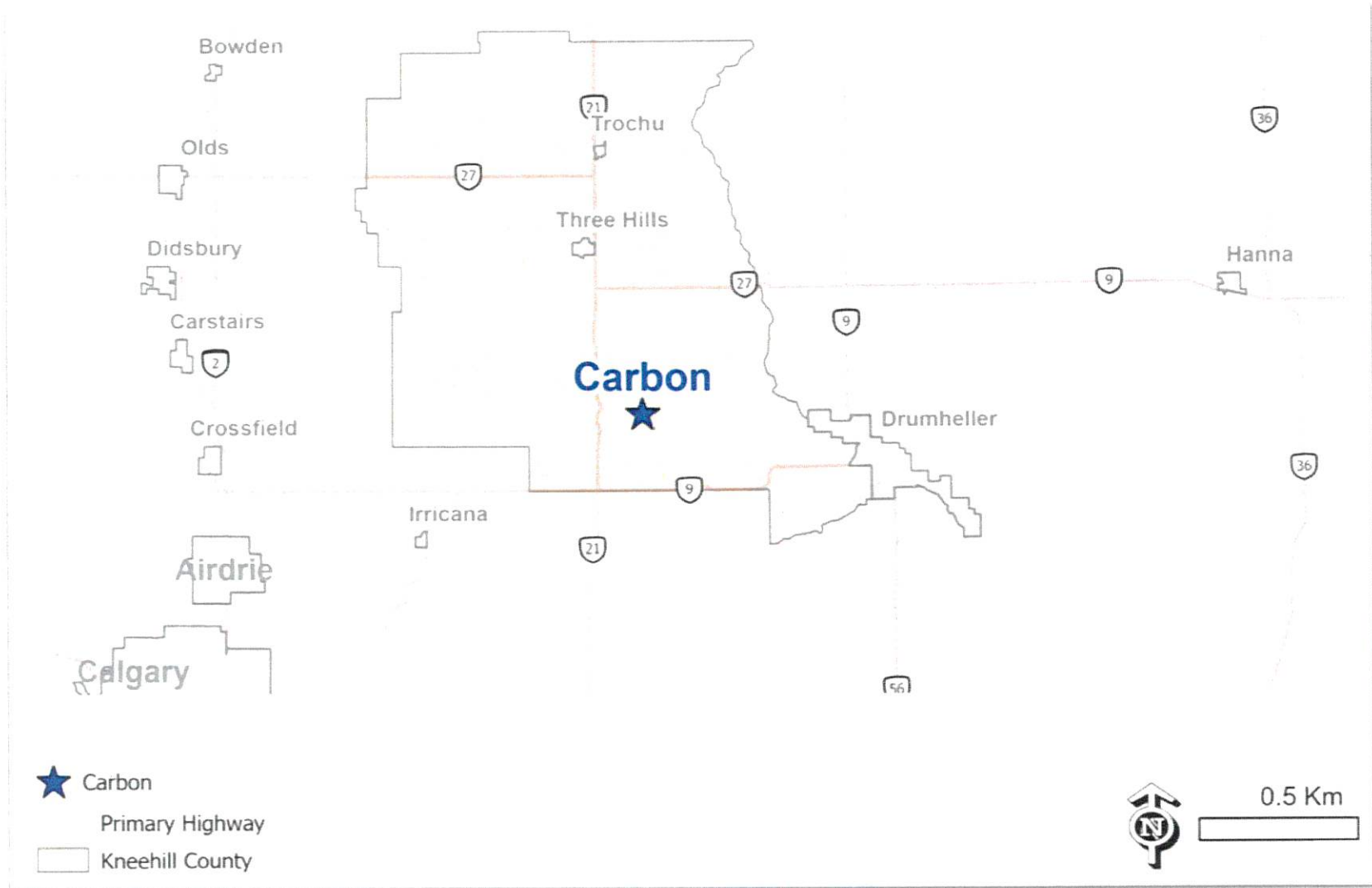
In 1912, the settlement was incorporated into the Village of Carbon and in 1921 the Canadian Pacific Railway reached Carbon. Coal mining continued to be the mainstay of the local economy until the 1950's and 60's until the demand for coal declined with the increased use of oil and natural gas. The number of mines dwindled, and the last mine closed in 1972.

Today, Carbon functions as a centre for the surrounding agricultural community and the oil and natural gas extraction industries. Carbon is also a 'bedroom community' for commuters to Drumheller and Three Hills. Kneehill Creek meanders through the valley creating a picturesque community known for its relaxed and safe atmosphere.



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Figure 1: Regional Context



2.1 POPULATION

The first census conducted in Carbon in 1921 revealed a population of 321 persons. The population has since been increasing slowly, with a few slight decreases during the 1940's and 50's when the coal mines began to shut down.

The current population of Carbon is 492 persons (Statistics Canada, 2021 Census of Population). This is an increase of 8.4% from the 2016 Census of Population but is less than 1% annual average growth from the first census in 1921.

The largest proportion of the population in Carbon is between the ages of 60 to 75 years old. Nearly 33% of the population is over the age of 60, but only 16% of the population is 14 years old or younger. (Figure 3. Population Distribution by Percent 2021).

The average household size in Carbon is only 2.2 persons, and a significant number of households are single-person or two-person. Households with three or more persons comprise only 26% of the total households in Carbon. (Figure 4. Household Size by Number of Persons 2021).

Compared to the rest of Alberta, Carbon's population is comprised of older generations (60 years and older) in one or two-person households. This trend is anticipated to occur throughout the province in the next 20 years. The population projections for Alberta anticipate the local Drumheller region to experience moderate growth in the next 20 years (5.2%), but a declining population in the nearby region to the east.³

Figure 3. Population Distribution by Percent

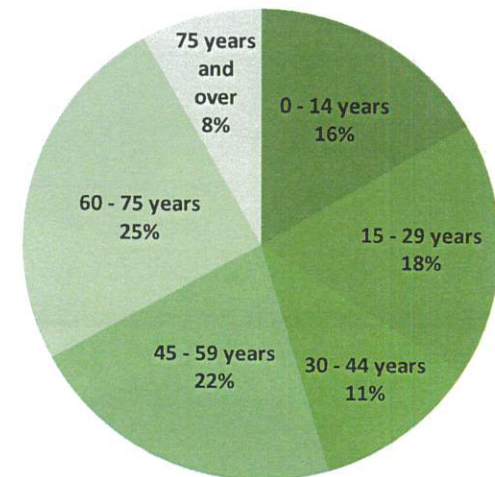


Figure 4. Household Size by Number of Persons



³ Population Projects: Alberta and Census Divisions, 2021–2046 | Treasury Board and Finance | July 2, 2021.

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2.2 CURRENT LAND USE

Residential

There are currently 240 private dwellings in Carbon (Statistics Canada, 2021 Census of Population).

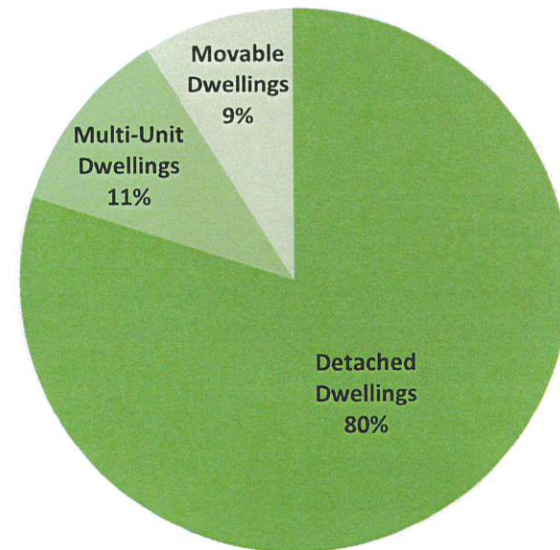
The vast majority (over 90%) of dwellings are occupied by usual residents. Of those dwellings occupied by usual residents of Carbon, approximately 80% of dwellings are detached, 11% are row or apartment style housing, and 9% are moveable dwellings (Figure 5: Dwelling Types Occupied by Usual Residents 2021).

Urban-style residential development in Carbon is currently located in the main core of the Village, on the Island and the newer Diamond Valley subdivision. There are also several residences on large acreage lots outside of the Village core.

There are a number of vacant residential lots for sale by the Village of Carbon in the new Diamond Valley subdivision. The 2006 subdivision created 19 new serviced lots for detached dwellings, and there are an additional 22 unserviced lots. At the current average population growth rate, these lots may accommodate another 10-15 years of growth.

Home-based businesses in Carbon provide a wide variety of goods and services to the local community, including home cleaning, contractors for home improvement and repair, bed & breakfast, taxi services, wellness product sales, photography, childcare, and sewing and alterations.

Figure 5. Dwelling Types Occupied by Usual Residents (2021)



Commercial and Industrial

Commercial development is located in a centralized area on Caradoc Avenue between Rosebud Street and Glengarry Street. Businesses in Carbon include a grocery/liquor store, an autobody shop and tire sales, the post office, a hotel and bar, a bank, restaurants, and a spa.

The commercial area also contains a variety of uses more industrial in nature, such as a trucking and transport business, a bottle depot, lawn care and snow removal, contractors, furniture building, and towing and salvage.

There are currently very few vacant/undeveloped lots in the central commercial core to accommodate future business growth.

Agriculture

Continuous with lands in the adjacent Kneehill County, there are areas of land in the east and west ends of the Village used for the grazing of livestock. Due to the steep topography of these lands, they present limited opportunity for other agricultural operations and constrain expansion of the Village.

Parks and Recreational Amenities

The Village of Carbon boasts a number of parks and open spaces. Lions Park is located on the island and contains a winding walking trail and bridges along Kneehill Creek. The historical plaques located along the trail provide an opportunity to learn about Carbon's history. There is a 9-hole disc (frisbee) golf course, an outdoor swimming pool and ice arena, sports fields, and playgrounds. The Village of Carbon owns two campgrounds which is an attraction for tourists to come to the area.

Indoor recreational and community amenities include an indoor archery range and curling rink.



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2.3 TRANSPORTATION

The Village of Carbon is accessed from Highway 836, also known as 'Rosebud Street', about 3 kms east of Highway 21. The roads in Carbon are generally laid out in a grid pattern, except a curvilinear road design was used in the newer residential subdivisions. Roads are generally local roads, with parking on both sides and a sidewalk adjacent to the curb on at least one side of the road. Figure 6 shows the road layout in the Village of Carbon.

The CPR railway that reached Carbon in 1921 and runs along the south border of the Village has since been removed. The railway lands remain vacant but have been purchased by Alberta TrailNet, a not-for profit organization with a mandate to support the development of a provincial-wide trail system.

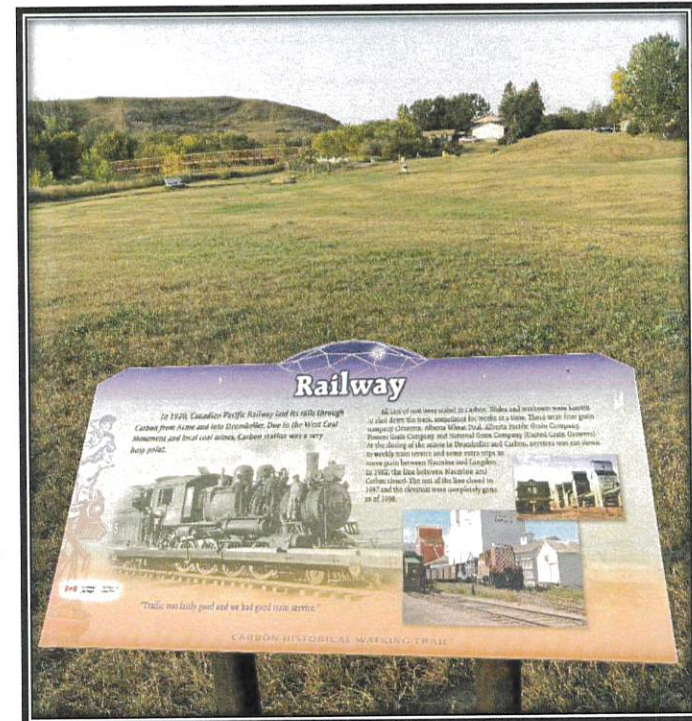
2.4 UTILITIES

The Village of Carbon receives treated water from the Aqua 7 Regional Water Commission. Water is pulled from the Red Deer River, treated in Kirkpatrick and delivered to the Carbon reservoir via a regional transmission line. Water is distributed through gravity water mains operated by the Village.

The Village owns and operates its own sanitary infrastructure, which consists of a gravity collection system to a single lift station on Rosebud Street/Highway 836. The sanitary waste is then lifted to wastewater treatment lagoons located to the east of the Village in Kneehill County, along Range Road 231.

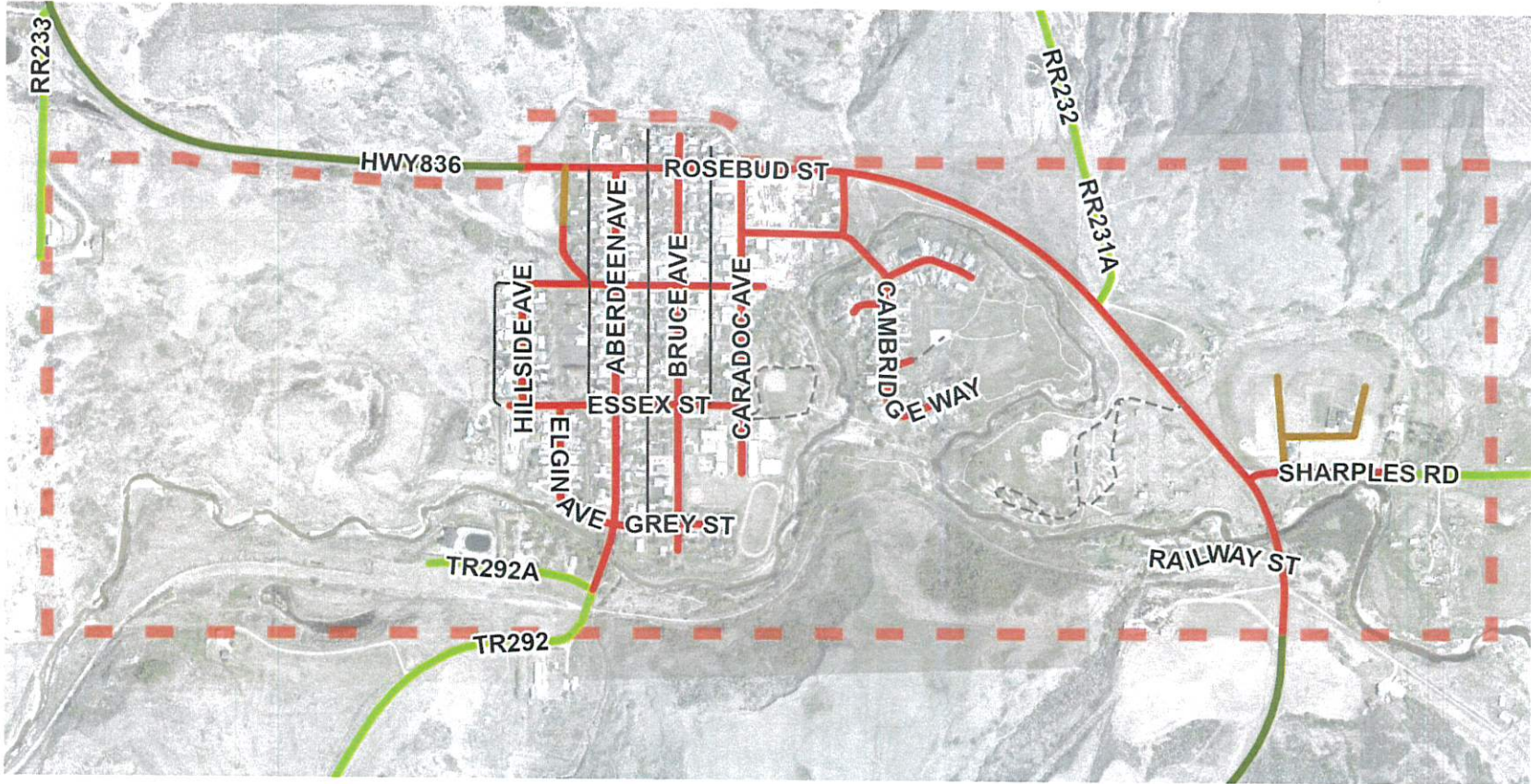
The majority of the Village was constructed prior to provincial stormwater management standards, and there is no Stormwater Management Plan currently in place. The existing stormwater infrastructure includes catch basins, outfall structures, culverts, drainage ditches, and a few sections of underground storm sewers. No infrastructure exists for storm water quality treatment prior to discharge, excepting a single oil and grit separator and dry storm pond in the new Diamond Valley subdivision area.

Figure 7 shows the current water and wastewater systems in Carbon.



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Figure 6. Transportation System

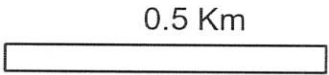


Roads Carbon

- Lane
- Gravel Road
- - - Gravel Park Road
- Asphalt Road

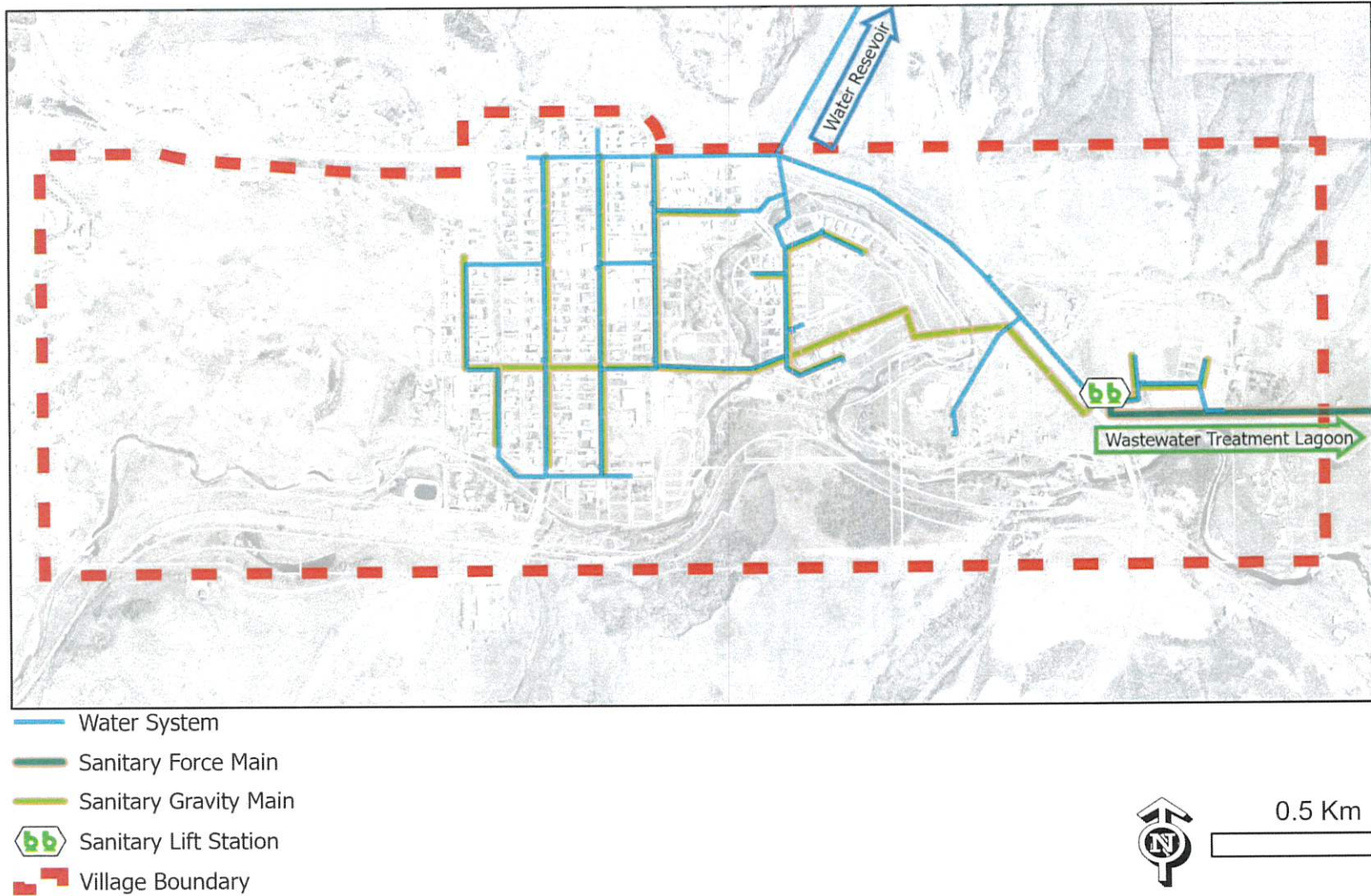
Roads Kneehill

- Gravel Road
- HWY 836
- Village Boundary



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Figure 7. Water and Wastewater Utility Infrastructure



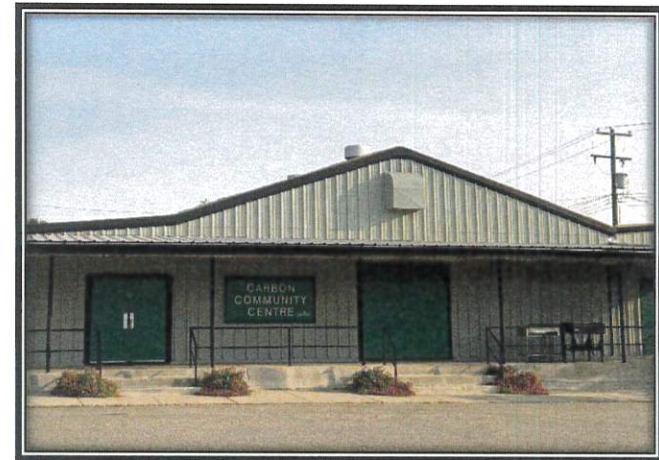
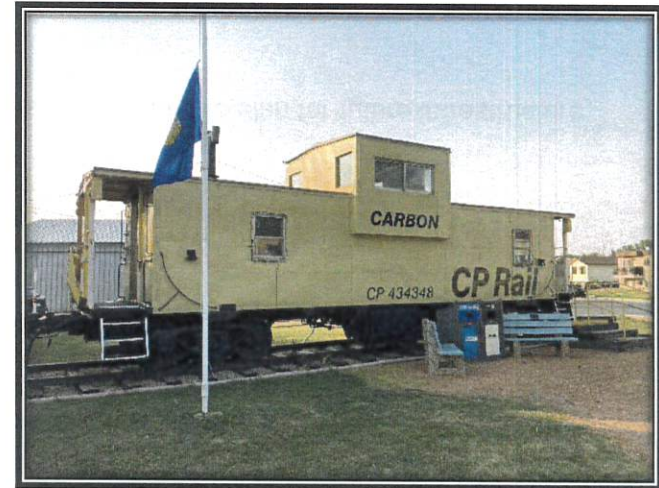
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2.5 COMMUNITY FACILITIES AND SERVICES

The Village of Carbon provides a variety of other services to its residents and the surrounding area, including:

- a Community Centre;
- a Seniors Outreach Centre;
- the Carbon Museum (known as 'The Farmer's Exchange');
- municipal garbage (solid waste) services;
- a volunteer fire department (the Carbon Fire Department);
- a library;
- the Carbon School (Kindergarten to grade 9).

The closest centers with health facilities and ambulance services are in Drumheller or Three Hills. RCMP services are located in Drumheller.



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3 VISION AND GOALS

3.1 VISION

The Village of Carbon is a safe, beautiful and welcoming community for residents and visitors. Carbon strives to be a forward-thinking and innovative Village with a bright future where businesses thrive, and residents experience a healthy quality of life.



3.2 GOALS

The Village of Carbon will refer to the following overarching goals to guide decision-making and to measure success.

- 3.2.1 To develop and maintain a growth strategy and phasing of development for the Village that promotes efficient land use patterns and accommodates appropriate future land uses.
- 3.2.2 To promote and improve existing developed areas within the Village.
- 3.2.3 To encourage growth that promotes a safe, livable and sustainable community.
- 3.2.4 To develop, preserve and enhance the physical environment within the Village.
- 3.2.5 To efficiently maintain and improve existing utility and transportation infrastructure, and to plan for future infrastructure needs to accommodate growth projections.
- 3.2.6 To maintain a financially sustainable and viable community.

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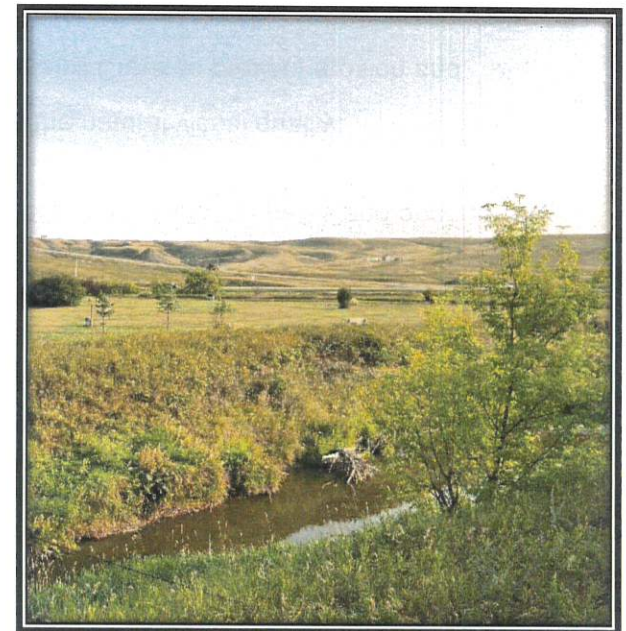
4 GENERAL POLICIES

The purpose of this section is to establish policy statements that guide future growth and achieve the vision and overarching goals of the Village of Carbon. These policy statements have relevance at many levels of planning, including new ASPs/ARPs or amendments, land use amendments, subdivision and development permits. They apply to all lands within the municipal boundary.

4.1 NATURAL ENVIRONMENT

The Village of Carbon is within the Moist Mixed Grassland ecoregion, which in its native state is characterized by spear grass, wheat grass and various deciduous shrubs. Patches of scrubby aspen, willow cottonwood and box-elder can be found on shaded valley slopes and along river terraces. The area is comprised of hummocky glacial till and sandy to clayey deposits.

Carbon is located at the bottom of the valley of Kneehill Creek, which is a shallow valley created during larger flows in the last glacial retreat. Kneehill Creek meanders its way from west to east through the Village, and then joins with the Red Deer River near Drumheller. The sandy banks of Kneehill Creek are generally not well-vegetated and there is active erosion on the outside of its many bends, which could lead to future issues of significant erosion affecting buildings and properties. In addition to concerns of bank erosion, riparian areas are important to protect in terms of regulating water quality and quantity, flood water conveyance and storage, groundwater recharge, shoreline protection and providing habitat for wildlife. The following policy statements are applicable to development adjacent to Kneehill Creek.



Objectives

- To ensure a healthy environment be maintained in all aspects of future planning and development.
- To protect and minimize the impact of development on environmentally sensitive areas.

Policies

- 4.1.1 Setbacks from Kneehill Creek shall be established at ASP, land use bylaw amendment or subdivision to ensure that:
- land adjacent to a waterbody is dedicated as Environmental Reserve (ER);
 - riparian areas, the waterbody and watershed processes are maintained in a natural state;
 - public access is provided, where desirable;
 - bank erosion is minimized; and
 - fish and wildlife habitat are protected.
- 4.1.2 The Provincial guidelines “Stepping Back from the Water: A Beneficial Management Practices Guide for New Development Near Water Bodies in Alberta’s Settled Region” (2012) should be used as a guideline for the identification of riparian areas and development of management options to determine waterbody setback distances.
- 4.1.3 Lands that qualify as Environmental Reserve shall be dedicated at subdivision. The width of the Environmental Reserve will vary depending on the geotechnical stability, riparian habitat and flood hazard area, but must not be less than 6 meters in width.
- 4.1.4 Public access to Environmental Reserve may be provided where environmental protection concerns can be adequately addressed or mitigated. Land along waterbodies and escarpments should be incorporated into the parks and open space system where possible.
- 4.1.5 Development should preserve natural features and vegetation that contribute to the natural visual quality.
- 4.1.6 The Village should develop a program for the revegetation and protection of Kneehill Creek to prevent erosion and encourage stabilization of the creek bank and rehabilitation of the riparian areas.

4.2 DEVELOPMENT CONSTRAINTS AND HAZARDS

There are a few natural and man-made constraints to development in the Village of Carbon, including valley-bottom flooding, steep slopes and undermining. Development in areas prone to natural hazards or with man-made hazards requires special consideration due to concerns for personal safety and risk of property damage.

Objectives

- To ensure development proceeds in a manner to protect personal safety and the risk of property damage.

Flooding Policies

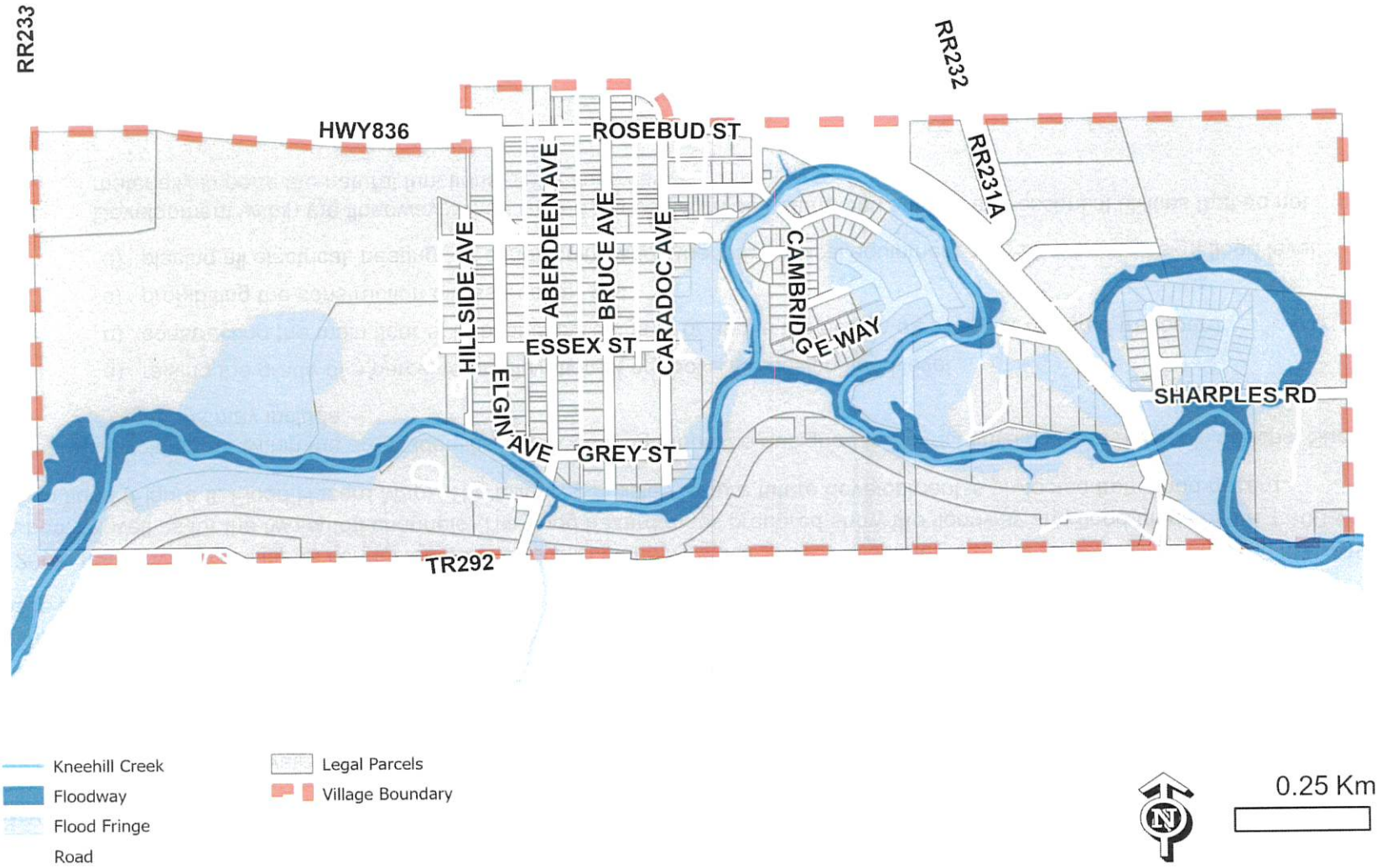
Flooding caused by open water and ice jam related events has been a documented problem in the area, and homes and bridges were damaged in the floods of the 1930's through to the 1950's. Two short cutoff channels were constructed in the early 1950s and late 1970s to reduce water levels in the area known as the Island and the area of the new Diamond Valley residential subdivision. The elevation of the lands in the western portion of the Island were raised in the 1970's to accommodate the current residential development. The lands in the eastern portion of the Island were not raised due to the cost and are currently used for parks and open space purposes.

In 2008, the Province of Alberta conducted a flood hazard mapping study⁴ for a 7-kilometer reach of Kneehill Creek flowing through Carbon, as well as for the two cutoff channels. The flood hazard maps prepared show the floodway and flood fringe of the 1:100-year design flood (Figure 8. Flood Hazard Map). The following policies ensure future development is protected from flood hazard.

- 4.2.1 Development within the areas identified as flood fringe must be designed to protect buildings and habitable spaces. Such mitigations may include:
- a) raising the grade of a parcel to an elevation at or above the design flood level;
 - b) constructing the main floor of habitable buildings at or above the design elevation or required freeboard;
 - c) prohibiting the construction of basements; and
 - d) placing all electrical, heating, air conditioning and other mechanical equipment at or above the design flood level.
- 4.2.2 Development within the floodway will be limited to uses such as natural parks, trails and essential utilities that do not materially impede the natural functions of the floodway.

⁴ Alberta Environment. Carbon Flood Hazard Mapping Study Kneehills Creek – Final Report. January 2008. Prepared by Northwest Hydraulic Consultants. Reference No. 7013/5756.

Figure 8. Flood Hazard Map



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Steep Slope Policies

Sloped lands can present unique development opportunities and can contribute to the attractiveness of a neighbourhood. The valley walls of Kneehill Creek to the upper plateau are approximately 30 to 40 m in height and contains coulees with slopes generally around 10%, but over 15% in areas. Slope stability and the hazard posed by development on steep lands is not only a function of the steepness of the slope, but also the soil material, moisture content, ground water condition, slope geometry and vegetation cover. Lands in Carbon with slopes 15% or greater are identified on Figure 9: Steep Slopes.

- 4.2.4 The Village of Carbon may require the preparation of a geotechnical evaluation or slope stability analysis to be prepared for an ASP/ARP, Conceptual Scheme, subdivision, or development permit application.
- 4.2.5 Where steep slopes are considered unstable by the approving authority, they may be dedicated as Environmental Reserve at subdivision.
- 4.2.6 Where development on a steep slope is proposed, slope adaptive design and best practices should be employed.
- 4.2.7 Development setbacks from the top or toe of a slope shall be in accordance with the Village of Carbon Land Use Bylaw and/or a geotechnical evaluation or slope stability analysis prepared by a qualified professional.



Figure 9. Steep Slopes



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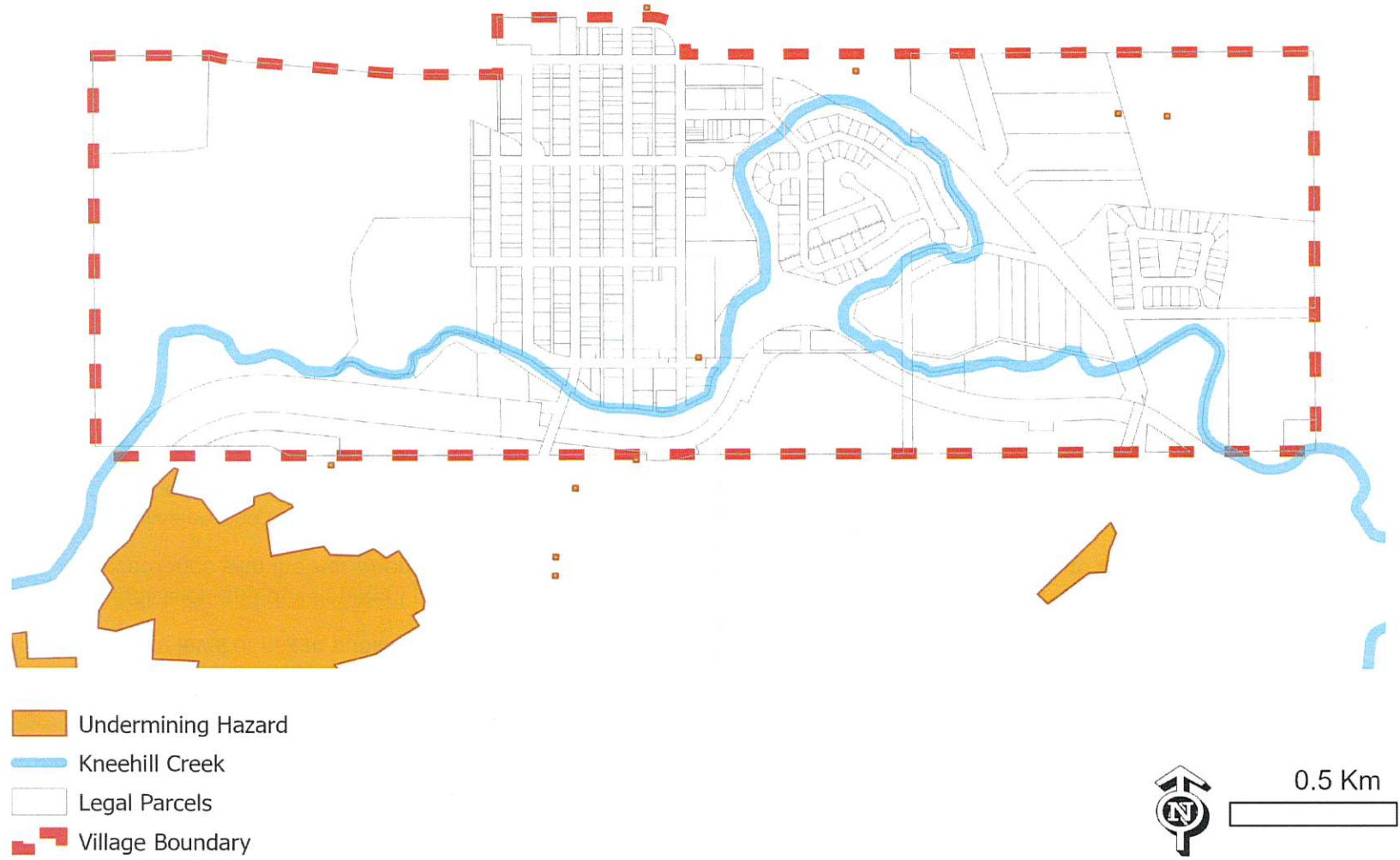
Undermining and Sour Gas Policies

Coal mining occurred close by in the area to the south of Carbon in a room and pillar fashion. There are records of only a few areas where abandoned surface or underground tunnels exist within the municipal boundaries (Figure 9). There are currently no wells or sour gas facilities within Carbon.

- 4.2.8 Where subdivision or development is proposed on lands with potential undermining hazard, an evaluation prepared by a qualified professional may be required to be prepared that addresses the appropriateness of the proposed development and the level of risk to public safety, and any required mitigations.
- 4.2.9 Subdivision and development permit applications must be referred to the Alberta Energy Regulator as required by and in accordance with the *Act* where the lands are within the distance specified in the *Regulation* to a sour gas facility.
- 4.2.10 Subdivision and development permit approvals must conform to the setbacks to sour gas wells as specified in writing from the Alberta Energy Regulator, in accordance with the *Regulation*.
- 4.2.11 Development must conform to the setbacks from an oil and gas well or abandoned well as specified in the *Regulation*.

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Figure 9. Undermining



4.3 TRANSPORTATION

In 2021 the Village of Carbon prepared an Infrastructure Master Plan to evaluate the existing conditions and constraints of the roads in the Village. The existing road system requires significant repairs, primarily related to the age and deterioration of the asphalt surface. The following policies relate to the transportation system in Carbon.

Objectives

- To develop an efficient, economical and safe transportation system.
- To ensure a safe pedestrian circulation system and provide connectivity throughout the Village.

Policies

- 4.3.1 Highway 836/Rosebud Street will be considered and maintained as the major access and collector road serving the Village.
- 4.3.2 Residential development should not be allowed direct access to Rosebud Street where other opportunities exist. The number of commercial or industrial accesses to Rosebud Street are encouraged to be minimized through subdivision design and shared accesses.
- 4.3.3 A hierarchy of roads should be developed and should continue logically to differentiate between collector streets that provide for general circulation and local roads that facilitate access to local areas.
- 4.3.4 New roads in Carbon will be designed to Village standards. Variances to these standards may be approved at the discretion of the approving authority where innovative solutions address local site conditions.
- 4.3.5 Subdivision and development proposals shall be designed to provide safe and efficient access for emergency vehicles.
- 4.3.6 The Village should prepare a road design for Caradoc Avenue within the downtown/commercial core to be enhanced to a “mainstreet”. The enhancements should be constructed when major utility and road repairs are undertaken. The “mainstreet” design should include elements such as narrower driving lanes, wider sidewalks, enhanced pedestrian crosswalks, pedestrian oriented streetlights, trees and street furniture such as benches, bike racks, and waste containers.
- 4.3.7 The transportation system will be designed for safe and accessible pedestrian circulation, including sidewalks, intersection crossings and pathways that provide logical connections between the commercial core, residential neighbourhoods, schools, parks and open spaces, and other key Village amenities.

4.4 UTILITIES

In 2021 the Village of Carbon prepared an Infrastructure Master Plan to evaluate the existing conditions and constraints of the infrastructure in the Village, and the infrastructure required to accommodate future growth within the municipal boundaries. The Master Plan anticipates that the current infrastructure can service a population equivalency of approximately 600 people. However, some significant upgrades to the wastewater system may be required to accommodate any further growth, in addition to the repairs and upgrades required to all utility systems in the existing developed area.

The Village is currently allocated 6.83% of the total water capacity from the Aqua 7 Regional Commission, which amounts to 133,480 m³ of water annually. The Village currently uses about one-third of its allocation. It is anticipated that the remaining allocation can accommodate the 20-year growth horizon and full-build out of the Village. However, the Infrastructure Master Plan identifies the replacement or repair of existing water mains that are at the end of their serviceable life, installation of new mains to improve flows and increase redundancy of the system, and repairs to the reservoir. Despite the requirement for maintenance and repairs, the water system can accommodate future growth.

The Infrastructure Master Plan also highlights repairs and maintenance required to the wastewater treatment system, and further investigation that is required to understand the extent of other repairs and potential upgrades to the system to accommodate further growth. These upgrades may be significant, including increasing the size of the wastewater lagoons and replacing the lift station and sanitary force main.

Stormwater in future growth areas will be required to be managed in accordance with Provincial guidelines. The existing stormwater system will also require some upgrades to accommodate future growth. The preparation of a Storm Water Master Plan will enable the Village to best manage stormwater in existing and future growth areas.

Objectives

- To provide municipal utility systems in an efficient, economic and coordinated manner that supports future growth.
- To minimize capital expenditures on municipal utilities through the promotion of efficient patterns of development.
- To ensure costs of new or upgraded utility infrastructure that supports growth are fairly and equitably distributed.

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Policies

- 4.4.1 The Village will continue to monitor the condition, capacity and long-term performance of existing utilities in order to develop sustainable capital budgets for rehabilitation, replacement and expansion.
- 4.4.2 The Village's 5-year capital budget and long-term financial plans will be reviewed on a regular basis to remain current with changing costs and required infrastructure repairs and improvements.
- 4.4.3 In accordance with the Village's current Infrastructure Master Plan, the Village will:
- a) investigate and monitor the capacity of municipal utility systems to ensure adequate service to meet current domestic, commercial, industrial and emergency requirements, and to ensure that decisions related to growth can be based on accurate information regarding servicing capacities and needs;
 - b) optimize the use of existing infrastructure systems prior to expansion or extension; and
 - c) ensure the sizing of infrastructure extensions or replacement is based on the ultimate pattern of future growth and appropriate to the phasing of growth.
- 4.4.4 Proposed new or intensified developments will be phased in accordance with statutory plans and utility master plans or other supporting engineering studies to provide logical and orderly extensions to existing infrastructure.
- 4.4.5 Where an application for a land use amendment, subdivision or development is not contemplated by the Village's most recent Infrastructure Master Plan, the approving authority at its discretion, may require further study be undertaken of the Village's infrastructure capacity and any required upgrades. Specifically, the Village may require an evaluation of the wastewater treatment system to determine the capacity of the treatment lagoons, lift station and sanitary force main and any required upgrades.
- 4.4.6 Developers shall be responsible for the construction, installation and oversizing of infrastructure and utility systems which service a future growth area to the Village's standards.
- 4.4.7 Notwithstanding 4.4.6, the Village may collect development charges as specified in a Development Agreement from a developer where the Village has constructed or will construct the infrastructure.
- 4.4.8 The Village may collect a utility oversize charge as specified in a Development Agreement to pay the cost of infrastructure built with excess capacity to accommodate a subdivision or development.
- 4.4.9 The Village should explore the use of local improvement levies to finance infrastructure upgrades or new infrastructure that is required in the short-term, and where only a specific area of the Village benefits from the new or upgraded infrastructure.



- 4.4.10 The Village should explore the use off-site levies to recover expenses related to significant infrastructure projects if required, to accommodate growth over the long-term where multiple landowners benefit from the new or upgraded infrastructure; including:
- a) new or expanded wastewater lagoons or treatment facility; and
 - b) new or oversized water, sanitary or storm water mains.
- 4.4.11 A Stormwater Master Plan for the whole Village should be prepared by the Village.
- 4.4.12 Stormwater Plans are required for future growth areas at concept plan or subdivision. All stormwater infrastructure in future growth areas must meet Provincial requirements and guidelines.
- 4.4.13 Municipal infrastructure should be designed and installed in a manner that minimizes the impact on the natural terrain.
- 4.4.14 Applications for telecommunications facilities will be referred to Council. Following the public consultation process, Council may issue a letter of concurrence or non-concurrence for the proposed structure.

4.5 COMMUNITY SERVICES

The provision of a range of easily accessible community services, facilities and programs is important for the quality of life of Carbon's residents. The following policies guide the provision of services, facilities and programs to the existing residents of Carbon and to accommodate the anticipated new growth.

Objectives

- To provide adequate and accessible community services that fit the Village's needs.

Policies

- 4.5.1 The Village will work with adjacent municipalities, surrounding communities, and relevant agencies to ensure the coordinated delivery of health, emergency and social services in the region.
- 4.5.2 Existing community services and cultural facilities, and the community's needs and demands for such services will be periodically reviewed by the Village.
- 4.5.3 The Village of Carbon will endeavor to support a greater variety of events and activities for families including, but not limited to, movies in the park, live events, pancake breakfasts, park benches and community gardens, and art displays.

4.6 GROWTH AREAS AND PHASING

The Village of Carbon has shown a slow but steady population growth of approximately 1% per annum. Assuming this rate of growth, it is anticipated that over the next 20 years Carbon's population may grow by an additional 150 people. Future growth areas are lands identified to accommodate this potential future growth. The boundary of future growth areas are conceptually shown in Map 1, recognizing that more detailed boundaries and land uses will be determined through the preparation of area structure plans or conceptual schemes, and subdivision and the Land Use Bylaw amendment processes.

Growth phasing is a tool used to manage when and where growth or change happens. The purpose of growth phasing is to allow for orderly growth at a pace and manner that can be integrated into the community's social and physical infrastructure, while considering the long-term fiscal implications. Growth phasing may be constrained by limited land and infrastructure capacity, which must be addressed to the Village's satisfaction prior to further development in future growth areas.

It is a common perception that new growth provides additional tax dollars which will reduce the cost of services for existing development. However, new growth requires additional capacity to operate and maintain those services. Typically, residential development in the form of large single-detached lots provides only marginal return on investment. In comparison, due to higher tax rates, commercial, industrial and multi-unit residential developments have a high return on investment for a municipality. An appropriate balance must be found for new growth areas. Planning for when and where growth happens in the Village is important to maximize the efficiency of service provision and ensure the costs of operating and maintaining the infrastructure does not exceed the income received from the property taxes.

While this MDP identifies Priority Growth Areas that will accommodate Carbon's growth over the next 20 to 30 years, it is flexible to accommodate changing circumstances. It also considers requirements to achieve build-out of the community in the longer-term to ensure an adequate time to plan for major infrastructure projects.

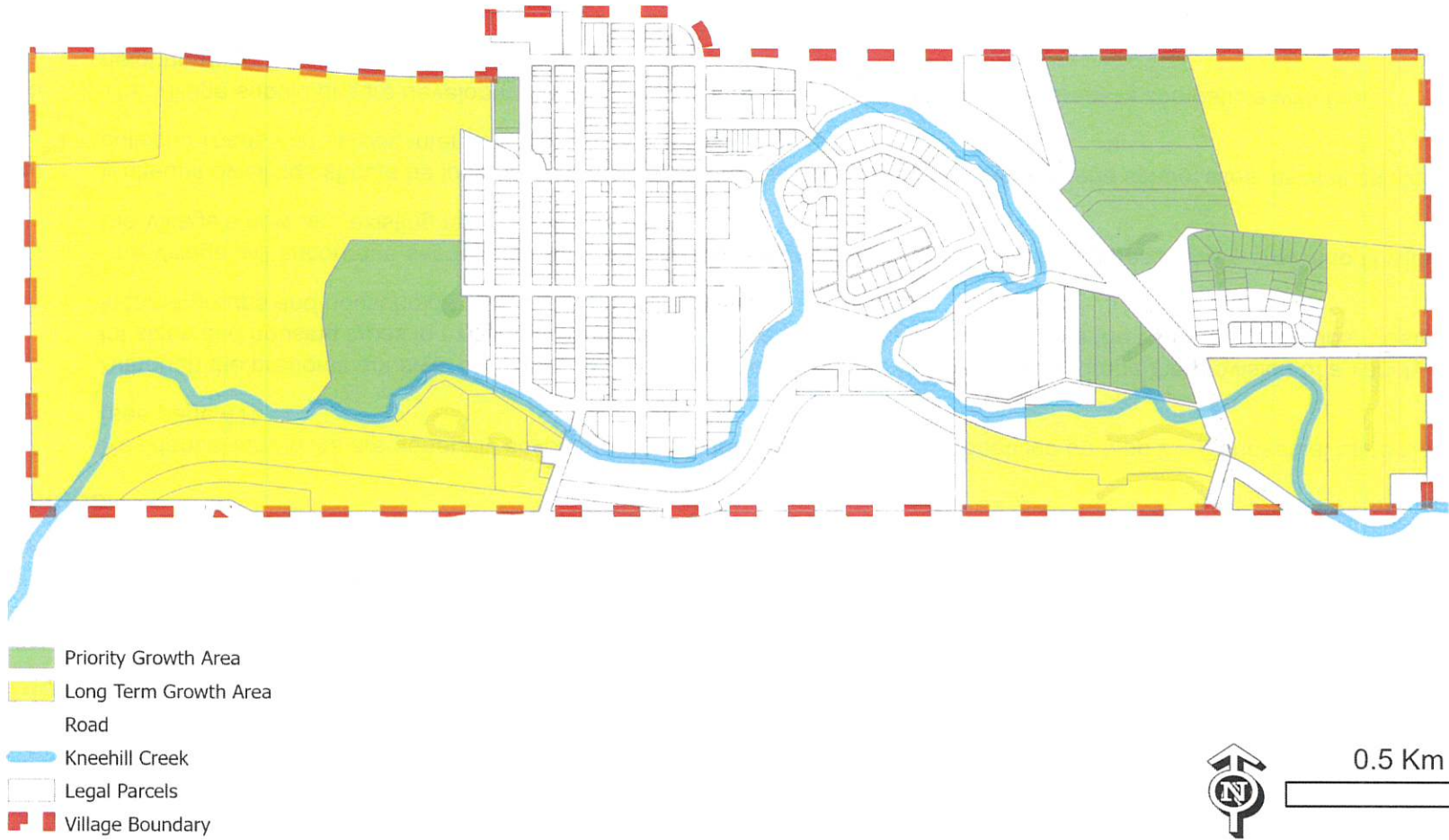
Objectives

- To encourage growth that maintains and promotes the identity and small-town character of Carbon.
- To prioritize growth in areas that achieve the Village's goals for the provision of housing, to encourage economic development, to increase tax revenues and increase the commercial:residential assessment split.
- To plan for and manage growth at a level that can be integrated into and sustained by the Village's physical infrastructure.

Policies

- 4.6.1 Growth of the Carbon population and the economy will be encouraged through:
- a) the publication or promotion of opportunities for commercial, industrial and residential development;
 - b) providing support for existing businesses and promoting the establishment of new businesses;
 - c) the maintenance of good working relationships with municipal neighbours and external agencies;
 - d) the pursuit of high-quality development within the municipality; and
 - e) the adoption of a capital budget which supports the outcomes of this MDP.
- 4.6.2 Development that utilizes existing infrastructure and services and minimizes financial impact on the Village will be supported and prioritized.
- 4.6.3 Within existing built areas, infill and redevelopment will be considered a primary means for accommodating new development. Factors that are important to consider are:
- a) the new development is in context with or provides an appropriate transition from existing development; and
 - b) adequate utility services and infrastructure can support the development.
- 4.6.4 Growth outside of the existing built areas will be directed to the Priority Growth Areas as shown in Map 1 – Future Growth Areas.
- 4.6.5 Development within Long-Term Growth Areas should only occur after the development of the Priority Growth Areas. The Village may consider earlier development of a Long-Term Growth Area where:
- a) the development provides or expands the provision of required housing forms, commercial services or other economic development;
 - b) infrastructure such as roads and utilities are readily available to service the development; and
 - c) adequate capacity exists in the existing municipal infrastructure, or upgrades to the existing systems can be readily accommodated.
- 4.6.6 The Village may assume a role in land development, including acquisition, servicing and subdivision, in order to ensure an adequate supply of land for future growth.
- 4.6.7 Prior to a land use amendment or subdivision in a future growth area, the Village Council may require an area structure plan or conceptual scheme to be prepared and approved.

Map 1. Future Growth Areas



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5 RESIDENTIAL

Residential development over the next 20-30 years will continue to be focused in areas of Carbon where vacant and serviced or easily serviced lots exist in the Diamond Valley and Elgin areas. Further development of small residential acreages may occur on lands that are less easily serviced.

Objectives

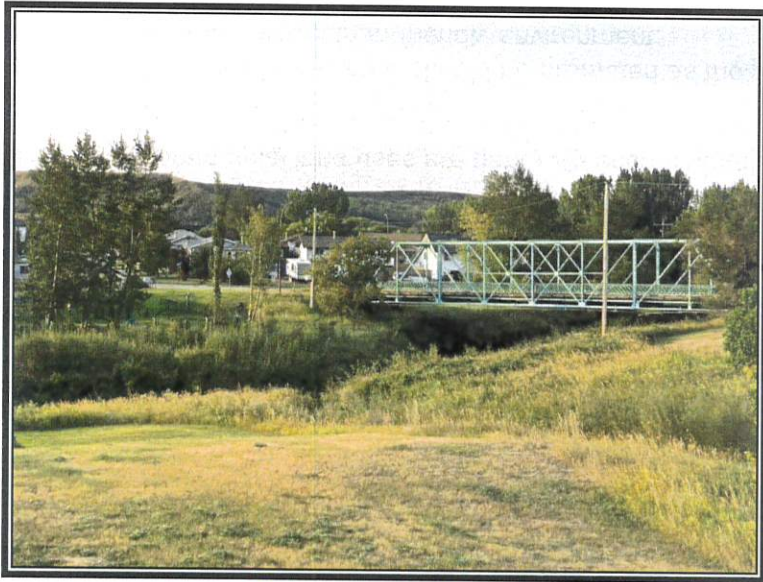
- To create and support residential neighbourhoods that build a sense of community for Village residents.
- To provide an adequate supply of new residential lots and affordable housing for new residents.
- To ensure a variety of housing types can be accommodated.

Policies

- 5.1.1 Residential land uses are generally accommodated in the Residential areas identified on Map 2 – Conceptual Land Use (see page 41).
- 5.1.2 Although the predominant style of housing will be single-detached, the Village will encourage the provision of a variety of lot sizes and housing types in existing and new residential areas that can accommodate the various age groups, lifestyles, income groups and household types and sizes within Carbon.
- 5.1.3 The Village will encourage secondary and backyard suites as well as multi-unit dwelling types that are scaled to fit within the Village’s new and existing residential areas.
- 5.1.4 Multi-unit dwellings should be located near activity centres such as recreation facilities and school sites, as well as along collector roads and at road intersections.
- 5.1.5 The Village should ensure development or redevelopment within existing residential areas is compatible with the neighbourhood, including consideration for:
- a) building height and massing; and
 - b) lot layout and streetscape.
- 5.1.6 The Village will support and enable opportunities for home-based businesses in residential districts provided they are secondary to the residential use and do not detract from the amenities of the surrounding residential neighbourhood.



- 5.1.7 Opportunities for small acreage residential development will be accommodated on lands within the village boundaries where servicing of the lands with municipal services is not feasible.
- 5.1.8 Residential areas should be integrated with a community open space and pathway system that provides pedestrian connections to parks and other community amenities.



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6 COMMERCIAL

The central commercial core will be the focus of civic and cultural life in the Village. Commercial development in Carbon will continue to be focused on vacant or underutilized lots within the central commercial core.

In addition to the downtown, supporting commercial areas that supply a variety of other goods and services to the region are also important for the economic success of the Village. These commercial areas will be located in areas that have access from major roads within Carbon.

Objectives

- To promote the downtown as the primary civic, cultural and retail commercial centre of the Village.
- To improve the image, quality and presence of the downtown within the community.
- To encourage a diversified range of commercial goods and services that meet the needs of residents and the surrounding areas.

Policies

- 6.1.1 Commercial land uses are generally accommodated in those areas identified on Map 2 – Conceptual Land Use (see page 41).
- 6.1.2 The commercial core should be promoted as the primary node for retail, professional services, entertainment, and cultural uses in a pedestrian-friendly environment.
- 6.1.3 The Village shall support its existing businesses and endeavor to attract new businesses. The Village may undertake a Business Retention and Attraction Plan to provide an action plan.
- 6.1.4 The Village should prepare a downtown/central business area revitalization plan to provide a cohesive direction to ensure all elements in the public and private realm achieve the vision for the downtown.
- 6.1.5 Development in the commercial core will be designed to:
 - a) maintain a compact commercial core;
 - b) minimize negative impact on traffic and parking patterns; and
 - c) ensure compatibility of scale, design and building materials with existing development.

6.1.6 The corners of Rosebud and Glengarry Streets along Caradoc Avenue are gateways into the central commercial core. Special attention to detail of their future development needs to be considered, which may include:

- a) buildings that address both frontages and located close to the street;
- b) parking located to the rear of the buildings;
- c) integration of public spaces, such as seating areas;
- d) building design that reflects the character of the Village; and
- e) integration of residential uses in upper levels.

6.1.7 Commercial uses that require larger buildings and parking areas, or provide automobile services will be directed to general commercial areas located along collector roads outside of the commercial core.



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7 INDUSTRIAL

The Village's economic base is currently not supported by industrial development. Industry can be a strong contributor to a prosperous economy, sustainable tax base, and should be encouraged by the Village as an economic driver.

Objectives

- To promote a diversified industrial mix which will support a variety of employment opportunities.
- To ensure adequate land is dedicated and preserved for future industrial development.
- To minimize potential conflict between industrial and residential areas.

Policies

- 7.1.1 Industrial areas will generally be accommodated in those areas identified on Map 2 – Conceptual Land Use (see page 41).
- 7.1.2 The Village will encourage a variety of parcel sizes and levels of servicing that can support a wide range of industrial uses.
- 7.1.3 Industrial lands shall be protected from adjacent uses that could impact the continued and future operation of industrial uses. This may include strategies such as buffering with open spaces or a gradual transition from industrial to commercial to residential uses.
- 7.1.4 The appropriateness of an industrial use or location will be evaluated with full consideration to its potential environmental impact and/or nuisances it may generate in relation to existing and future residential areas.
- 7.1.5 Industrial uses that do not require access to water and sanitary infrastructure such as open storage and warehousing, shall be located appropriately in areas where servicing is limited to retain vital land areas that contain access to these services for higher intensity commercial and industrial land uses.

8 RECREATION AND OPEN SPACES

The availability and quality of recreation facilities and open spaces are one of the primary assets of living in the Village of Carbon. Linking new development and Future Growth Areas to the existing parks and trails system is a key component of good neighbourhood design.

Objectives

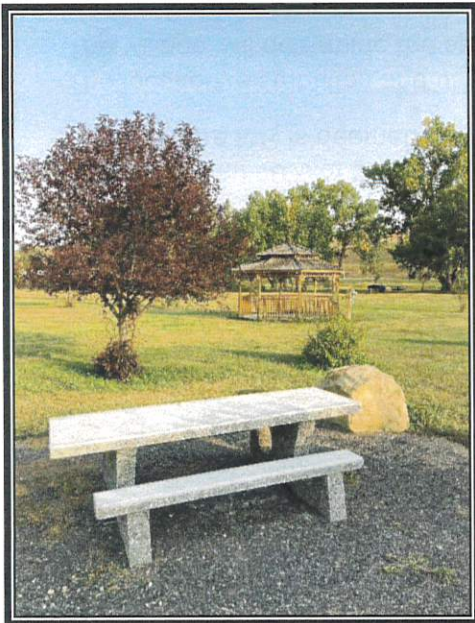
- To maintain and enhance existing community facilities.
- To ensure the availability and accessibility of recreation facilities and open spaces for current and future residents.

Policies

- 8.1.1 Parks, open spaces and recreational areas are generally accommodated in those areas identified on Map 2 – Conceptual Land Use (page 41).
- 8.1.2 Trails should be designed and located to connect residential areas to commercial areas, recreational facilities and the school, and other open space areas.
- 8.1.3 A maximum of 10% of the area of a parcel of land to be subdivided shall be required to be dedicated municipal reserve (MR). Where MR is deemed not required or in alignment with the Village’s MR priorities, it may be provided as cash-in-lieu.
- 8.1.4 The location, distribution and use of MR will generally be determined at the ASP, conceptual scheme or subdivision stage. The Village will determine the specific MR priorities on a site-specific basis, but may include the following:
- a) community wide requirements for recreational facilities and fields, and trails;
 - b) local requirements for maintained parkland and playgrounds; and
 - c) lands that provide a buffer between residential and industrial uses.
- 8.1.5 In locations where MR dedications are not desirable, the Village may allow for the transfer of MR to more appropriate locations. This should be identified at the area structure plan phase and registered via deferred reserve caveats.
- 8.1.6 Council shall work with the Golden Hills School Division to determine the School Division's needs for school reserves and, if necessary, to determine how these needs can best be met. It is anticipated that another school site is not required within the Village.



8.1.7 The Village should ensure capital funding is available for potential upgrades or replacement of recreation facilities based on life expectancy and actualized costs.



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9 FUTURE GROWTH AND AGRICULTURE

Agriculture is an important part of the regional economy of Carbon. Within Carbon, agricultural activities may occur on lands identified for future growth.

Objectives

- To minimize potential conflicts between agricultural operations and non-agricultural uses.

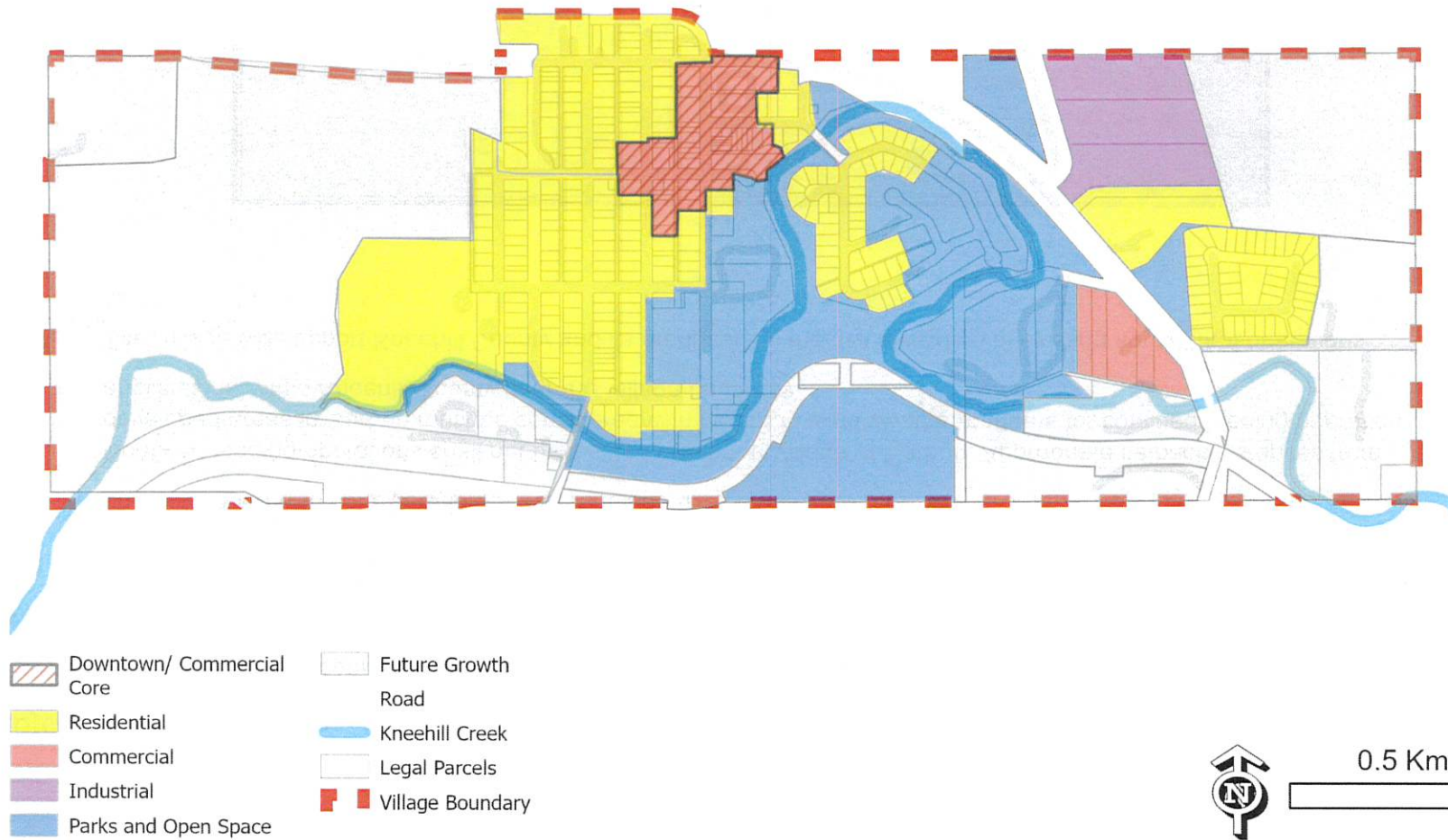
Policies

- 9.1.1 The Village will support extensive agricultural operations and other uses such as greenhouses and nurseries on lands within Future Growth Areas identified on Map 2 – Conceptual Land Use (see page 41). Such developments must be sited and developed with consideration of adjacent land uses to minimize conflict.
- 9.1.2 Confined feeding operations shall not be located within the Village of Carbon. Appropriate setback distances from developed areas in Carbon must be considered with regard to wind/weather patterns for confined feeding operation applications within Kneehill County near the Village boundary.
- 9.1.3 The Village will support Kneehill County and its producers in the diversification of existing agricultural operations.



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Map 2 – Future Land Use Map



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10 CIVIC ENGAGEMENT AND COOPERATION

Good governance in land use planning and decision-making processes includes public engagement, communication, education and cooperation. These elements are all required to build strong and trusting relationships between the Village, residents and neighbouring municipalities. It also ensures that residents have the capacity to effectively share perspectives, to participate in dialogue and to be actively involved in the planning and governance of the community in a constructive manner.

Objectives

- To make decisions in a transparent and accountable manner.
- To create opportunities for meaningful public engagement.
- To promote cooperation, consultation and information sharing with the region.

Policies

- 10.1.1 The Village will strive to meaningfully involve residents, businesses, and stakeholders in decisions affecting them through transparent and accessible engagement and communications protocols.
- 10.1.2 The Village will employ a public hearing process that facilitates and encourages public participation by reducing opportunities for conflict and creating an environment that is conducive to the sharing of opinions.
- 10.1.3 Initiation of public engagement prior to a formal public hearing process will be encouraged for development proposals, statutory plans and land use bylaw amendments.
- 10.1.4 The Village will inform and engage residents and businesses of planned capital projects.
- 10.1.5 The Village will participate in the maintenance and implementation of the Village of Carbon and Kneehill County Intermunicipal Development Plan (IDP) to facilitate long-term comprehensive planning within the IDP area.
- 10.1.6 Applications for subdivision and development adjacent to the Village’s boundary shall be circulated to Kneehill County for their comments and concerns in accordance with the IDP.
- 10.1.7 The Village will endeavor to align with broader shared regional land use goals and initiatives.
- 10.1.8 The Village will participate in the maintenance and implementation of an Intermunicipal Collaboration Framework (ICF) to ensure effective and efficient delivery of services to residents and the surrounding region.

- 10.1.9 The Village of Carbon will address any matters related to annexation of land with Kneehill County in accordance with the policies in the Village of Carbon/Kneehill County Intermunicipal Development Plan.



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11 IMPLEMENTATION

A sustained and coordinated effort is required to ensure the vision of Carbon is implemented. The implementation of these MDP policy statements into decision-making processes is the responsibility of not only Village Council and its staff, but also the residents of Carbon through public engagement opportunities. Decisions with respect to municipal plans, policies, land use, subdivision and development permits must conform with the policy statements in this MDP.

This MDP must be reviewed and monitored at regular intervals to ensure the plan remains relevant and reflects the vision and aspirations of the Carbon community, as it guides municipal decision-making. It is essential that Administration and Council review this MDP in context when establishing a strategic vision, business plan or capital budget.

This MDP recommends actions and expenditures on behalf of the Village to ensure its successful implementation; however, any funding decisions must be considered by Council through the regular budgeting process and any public consultation Council deems necessary in making its decision.

The following section outlines critical actions to ensure successful implementation of this MDP.

Objectives

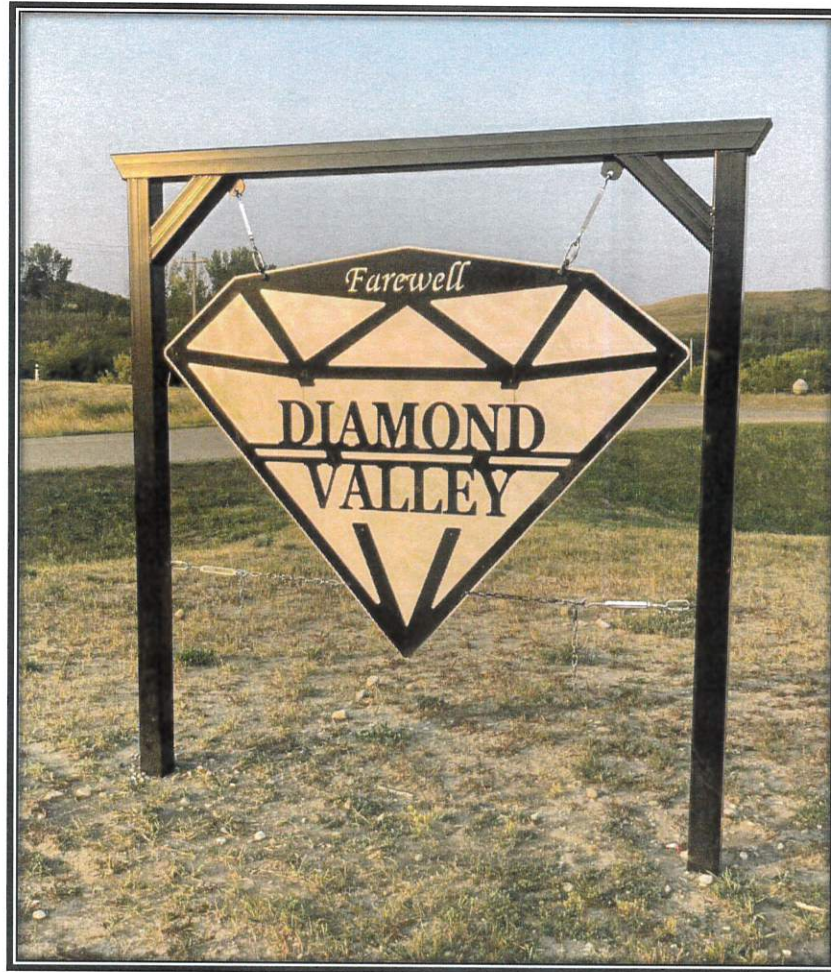
- To implement the Village's long-term vision through the MDP in a coordinated and cost-effective manner.
- To build residents and developers understanding and commitment to the implementation of the MDP.
- To ensure the MDP remains effective and responsive for municipal land use decision making, policy and budgeting purposes.

Policies

- 11.1.1 The policy statements in this MDP will be implemented further through detailed planning processes including the adoption and implementation of area structure plans, area redevelopment plans, conceptual schemes, the Land Use Bylaw and other Council Policies.
- 11.1.2 The Village will, subject to budget decisions, initiate and oversee implementation of policy statements and recommendations within this plan. All planning processes, programs and committees necessary for achieving the goals of this plan will be directed by Council.

- 11.1.3 Prior to making a decision on land use, subdivision or development, the decision-making authority will ensure that all relevant internal municipal departments, government agencies and stakeholders are involved in the application review process.
- 11.1.4 The Village should review and clarify municipal processes to ensure that barriers to development are removed and that the processes and requirements are transparent and easy to follow.
- 11.1.5 The Village should work with the community and the development industry to explore creative opportunities for incentivize new development that promotes the vision and goals of this MDP.
- 11.1.6 The Village should create and maintain an economic development strategy.
- 11.1.7 The Village should actively pursue new economic development opportunities to diversify the local and regional economic base through marketing developable land to new and existing industries and businesses.
- 11.1.8 This MDP should be reviewed at 10-year intervals to ensure the goals and policies remain current and effective and relevant to the Village's vision, budget constraints, and market conditions. A comprehensive update of this plan should occur when deemed warranted by Council.
- 11.1.9 The Village Council or a member of the public may initiate an amendment to this MDP. Amendment of the MDP must follow the appropriate procedures as outlined in the MGA.
- 11.1.10 Where an amendment is proposed by a member of the public, the Village shall require the submission of such information as is deemed necessary to consider the purpose and rationale of the amendment.
- 11.1.11 An inventory and assessment of its tangible capital assets will be prepared and managed by the Village. Reserves will be built to manage, maintain and replace these assets in a long-term, financially sustainable manner.
- 11.1.12 The Village will develop, fund, and implement a comprehensive long- term plan for utility infrastructure and establish budget priorities in alignment with this MDP. Any funding decisions shall be considered by Council through the regular budgeting process and any public consultation Council deems necessary in its decision.

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