

Town of Canmore

Terms of Reference for Three
Sisters Village Area Structure
Plan and Smith Creek Area
Structure Plan

October 2, 2018

Terms of Reference for Three Sisters Village and Smith Creek ASPs

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1. Introduction

Three Sisters Mountain Village Properties Limited (TSMV) has commenced work on two Area Structure Plans (ASPs) for Canmore's Three Sisters area. The preparation of the Three Sisters Village (currently Resort Centre ASP, 2004) and Smith Creek ASPs are applicant-led, require input, feedback, and approval from the Town of Canmore (the "Town"). To ensure a comprehensive vision is communicated to stakeholders, both ASPs will be prepared through an engagement process described in this Terms of Reference.

Please refer to Appendix A for a map identifying the two ASP areas.

1.1. Terms of Reference Purpose

The purpose of this document is to provide the foundation for the process and expectations that will be used to develop the ASPs. The applicant, Three Sisters Mountain Village Properties Limited (TSMV), intends to seek approval of the Three Sisters Village (formerly "Resort Centre") ASP by spring of 2019 and the Smith Creek ASP by end of 2019.

All parties involved in the ASP preparation share the objective of producing ASPs that align with:

- The policy direction provided in the Town of Canmore's Municipal Development Plan (MDP)
- The Town of Canmore's established policy direction
- The applicant's objectives and goals
- The community's aspirations and input for future development

Successful alignment should lead to approval by the Town of Canmore Council. The TOR provides the foundation for the process that will be used by the Town and the Applicant to develop the ASPs.

1.2. Municipal Authority

A Municipality's authority to approve an ASP and the requirements for an ASP are set out in Part 17, Section 633 of the *Municipal Government Act (MGA)*. ASPs provide the framework for the future development of an area, outlining a land use concept, transportation network, and servicing requirements. An ASP may include other matters as Council considers necessary and is intended to further refine and implement the direction provided in the MDP through more detailed policies at a local scale. The ASP is also about addressing the challenges of reconciling provincial statutes, municipal bylaws, and business practice, as well as citizen, and development industry expectations, through the policies and guidance within the plan.

Further, ASPs set out basic requirements to ensure the orderly and efficient development of a plan area. These requirements include the provision of essential services and facilities, land uses, transportation systems, population sizes and densities, and guidance for the sequence of development while allowing for flexibility to respond to market demand or other factors. In implementing policies of the MDP and establishing guidelines for a large planning area, ASPs provide a broad policy framework for future planning and development.

The ASPs will provide the intermediate link between the MDP and future planning stages.

1.3. Three Sisters History of Planning Approvals

Development of the Canmore's Three Sisters area has been an ongoing topic of consideration since the early 1990s. The complex history of the site has informed this TOR and will inform the development of the ASP.

1.3.1. Natural Resources Conservation Board Decision of 1992

The Natural Resources Conservation Board (NRCB) provides an impartial process for non-energy related natural resource projects to determine how they align to the public interest. NRCB review criteria are set out in the *Natural Resources Conservation Board Act*. Under the *NRCB Act*, Three Sister's Golf Resorts Inc. applied for approval to develop a recreational and tourism project on the subject land. Per section 619 of the *MGA*, a NRCB decision prevails over a Municipal, Subdivision and Development Appeal Board, or Municipal Government Board authority to the extent that an application complies with the licence, permit, approval or other authorization granted by the NRCB.

As part of the original application, an Environmental Impact Assessment (EIA) was prepared and submitted to the NRCB. In 1992, the NRCB released "Decision Report #9103." This decision identified the proposed project to be within the public interest, and the decision approved the project with some conditions.

1.3.2. Municipal Decisions

Since the 1998 Settlement Agreement between the property owners and the Town of Canmore, several ASPs and Land Use Bylaw amendments for the subject land have been approved by the Town of Canmore. However, some lands within the proposed ASP areas do not have statutory approval (Smith Creek), and, in some cases, where they have statutory approval (Resort Centre), the applicant is seeking changes to land uses, such as the unfinished golf course area.

1.3.3. Three Sisters Village Area History

Wildlife Corridors adjacent to the Three Sisters Village lands were approved by the Province in 1998. However, prior to the Resort Centre ASP (2004) approval, the 1998 Along Valley Corridor boundaries were adjusted. In addition, in 2006, the Town and TSMV agreed to and implemented a Conservation Easement for an additional 35m wide area for wildfire thinning and trails that extend around the southern perimeter of the unfinished golf course.

The 2004 Resort Centre ASP envisions the area as the "heart of Three Sisters Mountain Village" with a focus on health, wellness, lifestyle spa facilities and related resort accommodation uses. A golf course is a component of the Resort Centre ASP area responding to market considerations of the time. Between 2004 and 2006, land use approvals were granted by Town of Canmore Council for several sites, including the golf course and areas along the Three Sisters Parkway (Areas A and B¹). By 2007, fifteen of the 18 holes of the Resort Centre golf course had been constructed. However construction halted and the lands

¹ Areas A and B as identified in Map 4 of the 2004 Resort Centre Area Structure Plan

went into receivership in 2009. Since 2009, no further development has taken place on the Resort Centre area lands.

The owners consider that the development of a golf course is not financially viable due to an overall decline in the popularity of golf²³ and the saturation of golf courses in the Bow Valley. Therefore, the applicant is proposing to change the use of the lands while remaining consistent with the overall vision for the original Resort Centre with a focus on health, wellness, lifestyle spa facilities, and related resort accommodation uses.

A 2017 proposed amendment to the Resort Centre ASP did not proceed past First Reading. Town of Canmore Council cited a lack of clarity on the overall vision for the resort, and development phasing of Smith Creek and the Resort as key reasons why the ASP did not move forward.

Moving forward, the Resort Centre plan area will be referred to as the “Three Sisters Village” area.

1.3.4. Smith Creek Area History

In 2015, the applicant undertook an ASP process for areas identified in the NRCB decision as Sites 7, 8, and 9. As part of the ASP proposal and in accordance with the NRCB decision, a wildlife corridor alignment to connect to the existing 1998 wildlife corridor and the Wind Valley habitat patch was proposed in 2017 to Alberta Environment and Parks. In June 2018, the Province confirmed the Smith Creek Wildlife Corridor proposal was “not satisfactory”⁴. The applicant is working with the Province to submit a new application. The Smith Creek ASP area will be delineated by the provincially accepted wildlife corridor boundary.

1.4. Additional Planning Considerations

The subject lands represent a large percentage of the Town of Canmore’s available remaining developable area. The land is a significant opportunity for the Town to accommodate growth and new development to benefit current and future residents of Canmore, but the land also poses some challenges. The subject lands are located on mountainous terrain, and some areas are subject to steep creek hazards. While subject to provincial regulation, consideration will be given to those areas that have been undermined. How development could potentially impact provincially established wildlife

² Sorensen, C. (2014). “Why Canadian golf is dying”. *Macleans*. Retrieved from <http://www.macleans.ca/economy/business/the-end-of-golf/>

National Allied Golf Associations. (2012). Canadian Golf Consumer Behavior Study. Retrieved from: http://canadagolfs.ca/wp-content/uploads/2012/09/Canadian-Golf-Consumer-Behaviour-Study_english-FINAL.pdf

³ Golf Canada and the PGA of Canada. (2017). Golf Facilities in Canada: The Definitive Report of Golf Facilities and Development in Canada.

⁴ Ramcharita, R (2018). Decision “Three Sisters Mountain Village Properties Ltd. Smith Creek Wildlife Corridor Application”. Retrieved from <http://aep.alberta.ca/about-us/public-engagement/documents/TSMV-Final%20Decision-Jun26-2018.pdf>

corridors that connect to habitat patches and the resulting mitigations required due to development are important considerations.

The applicant acknowledges that the process of planning for the land is challenging and will require the work and collaboration of numerous stakeholders. The new ASPs will need to balance many objectives, including applicant goals and objectives, citizen input, goals and needs of the community, technical requirements, and financial considerations.

Should the Three Sisters Village ASP be approved by Town of Canmore Council, the existing Resort Centre ASP will need to be rescinded and MDP map amendments will be required. MDP amendments will be brought to Town Council concurrent with each ASP for consideration. As the Thunderstone Quarry lands are intended to be addressed by the Smith Creek ASP, should the ASP be approved by Town of Canmore Council, an amendment to the Urban Growth Boundary concurrent with other MDP amendments will be required. In alignment with the implementation section of each ASP, additional policy amendments and other items may be brought forward to Council for consideration to ensure successful implementation of the ASP policies.

Based on the June 2018 Wildlife Corridor decision, the existing Smith Creek ASP application will be revised. A revised Smith Creek ASP will be prepared and submitted to the Town of Canmore. Preparation of the revised Smith Creek ASP will be done concurrently, where possible, with the Three Sisters Village ASP. The applicant intends to ensure that Council and the public will understand the connection and vision shared between the two areas. A proposed Smith Creek ASP will be brought forward for Council consideration following provincial acceptance of area related wildlife corridor(s).

2. Stakeholder and Public Engagement

The process to draft the ASP will be applicant-led and the applicant will seek input from the public, key stakeholders, and the Town where appropriate. More detailed information on communications and engagement can be found in the separate *Three Sisters Village: Community Engagement Plan to Inform ASP Development* (CEP). The CEP is proposed to be executed and updated in phases. The input received will inform the ASP where possible and, where not possible, a rationale will be provided as to the reasons why the input cannot be incorporated.

There are different perspectives in the community regarding development of the TSMV lands. The Town of Canmore, its citizens, and TSMV may not always agree with perspectives, decisions, and policies when approved. However, diverse opinions will be valued and constructive input welcomed during the development of each ASP. For the duration of the ASP projects the Town expects all those that participate to treat each other respectfully, fairly and with honesty and dignity.

3. Environmental Impact Statements

An Environmental Impact Statement (EIS) will be prepared for each ASP. An EIS provides recommendations related to development options, mitigations, and strategies to ensure that environmental impacts are addressed. The Town has hired a consultant to provide a third-party review of the EIS terms of reference, and to also review the EIS when complete. A separate terms of reference document for each ASP EIS (including the third-party review in accordance with Town of Canmore policy) has been developed with the assistance of the third-party reviewer, by Town of Canmore Administration.

4. ASP Context

The ASPs will contain vision, principles and policies related to a wide variety of topics, providing the necessary framework to guide the future development of the areas in a way that reflects the balance between the Town, community and the developer's interests. See **Appendix B** for a Draft ASP Table of Contents, the order of which will be refined as the ASPs are prepared. The inputs that will guide the ASPs' contents are outlined below.

4.1. Vision and Principles

Using feedback received during the previous Resort Centre ASP amendment and Smith Creek ASP processes and from Town of Canmore Administration in 2017, the applicant has developed proposed vision and principles to guide the new ASPs. The vision and principles are intended to provide the foundation from which to develop specific policies. The vision and principles may be adjusted to reflect community input received during the engagement process.

The working vision and principles document identifies the overall vision and principles for Three Sisters Mountain Village as well as vision and principles for each of the ASP areas. Overall vision and principles will be contained within both ASPs.

4.2. Ecology

The ASPs will need to address the preservation of natural areas; ecological connections and corridors; existing waterbodies, wetlands and riparian systems; woodlots; top of bank considerations; policies related to the future identification of conservation reserve or environmental reserves; and areas subject to additional Provincial policy. These will be informed by each EIS.

4.3. Social Cultural Considerations

The ASPs will need to consider historic areas identified as part of the original NRCB application and the current EIS; mountainous landscapes, sites, and buildings; the provision of a range of housing forms to house people of varying income types; public art and cultural policies; urban design; public and community amenities; complete community components, including commercial and institutional development; access to social services; and the location for the provision of recreation facilities and amenities

4.4. Economic Considerations

The ASPs will need to consider economic growth, market trends and forecasts while providing flexibility for change, and land absorption rates. A Fiscal Impact Assessment will inform the development of the ASPs and provide Council with an understanding of financial impacts on and benefits to the municipality.

4.5. Infrastructure and Servicing

The ASPs will need to outline infrastructure servicing and staging, transportation requirements (all modes), water and sanitary sewer servicing, emergency services, potential sequencing of development, steep creek mitigations, and FireSmart considerations.

4.6. Sustainability

The ASPs will be underpinned by a focus on sustainability and resiliency, and will provide guidance on water and energy conservation as well as green building considerations.

4.7. Additional Expectations

In addition to the above noted inputs, other topics for discussion will include:

- The NRCB decision
- The role of DC1-98 following ASP approval
- The function of the resort, and its fiscal impact, integration and relationship with the Downtown and the rest of the town
- The alignment of the proposed ASP policy with the vision and goals
- The provision of public and private recreation facilities
- Implementation strategies, including phasing, infrastructure and mitigation works
- Policy language, including consistency between the ASPs and other Town policies

5. Project Phasing and Schedule

The applicant is seeking approval of the Three Sisters Village ASP by spring 2019, and the Smith Creek ASP by the end of 2019. This section contains the anticipated phases for Three Sisters Village and, separately, Smith Creek. The process of developing each ASP will include phases that are concurrent; that is, they are not entirely discrete processes. The applicant has the intention to develop a strategy for the community and stakeholders to understand the similarities and differences of each ASP.

Aspects of the ASP work outlined below were initiated early this year by the applicant and have received feedback from Town Administration. The phases for Three Sisters Village ASP and for Smith Creek ASP are expected to be developed as follows (see: section 5.1 for Three Sisters Village and Section 5.2 for Smith Creek ASP):

5.1. Three Sisters Village ASP

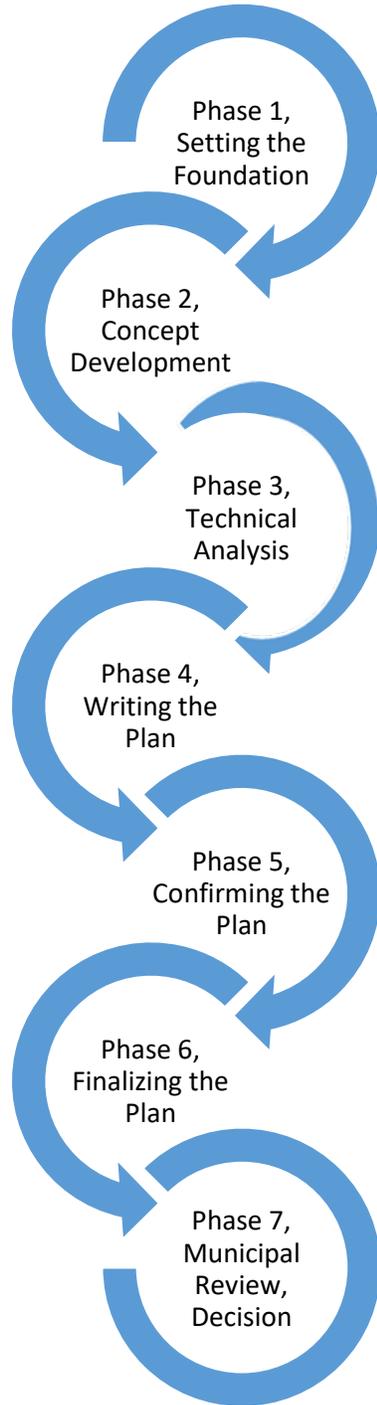
The applicant anticipates that the Three Sisters Village ASP will be completed in a number of phases. The entire process, that started early this year, is anticipated to take approximately 15 to 18 months in total. The intent of the applicant is to submit a proposed ASP for Council consideration in the spring of 2019. The phases that have and will be undertaken include:

5.1.1. Phase 1: Setting the Foundation

This stage consists of establishing the foundational elements to use to build the ASP. The specific deliverables associated with this stage include the:

- Terms of Reference
- Communications Plan
- A “working” Vision and Principles draft, to be used to guide discussions moving forward (provided separately for information)
- Environmental Impact Statement Terms of Reference based on Town policy (provided separately for information)

Figure 1: Phases for the Developing the Area Structure Plan



5.1.2. Phase 2: Vision, Principles, Concept Development, Confirmation

This stage consists of engaging with relevant stakeholders to 1) confirm and refine the vision and principles for Three Sisters Village, 2) develop a concept for the area that reflects the vision and principles, and 3) captures stakeholder input and aspirations for the area.

Confirming Vision and Principles

A vision and principles draft document was developed by the Applicant and is based, in part, on discussions with Town staff, who discussed with the applicant the challenges and opportunities from the Town of Canmore's perspective. See the CEP for the approach to confirm the vision and principles.

Developing a Concept

The concept will be developed in part from the results of a collaborative workshop with Town staff. The two half-day workshop focused on the Three Sisters Village lands and was facilitated by the TSMV team at the Town of Canmore Civic Centre. Specifically, at this workshop, participants reviewed and revised development concepts for the Village based on the Vision and Principles document and a limited amount of pre-defined parameters (for example, constraint areas were identified previously to ensure all concepts are reasonably feasible).

At the workshop key planning elements that participants needed to include in their concepts were:

- An overall vision for the Village
- Land uses
- Road network
- Recreational elements
- Active transportation links and transportation mode considerations (e.g. transit, trails, pathways)
- Open space
- Connections to the wider Canmore community
- Potential locations for placemaking elements

Following the workshop, the TSMV team compiles the results and prepares a summary report to share with the participants.

Selecting a Preferred Concept

Following the creation of the workshop summary report, the TSMV team will meet with the Town to go through the exercise of evaluating each concept in accordance with evaluation criteria based on Town policy, and the working vision and principles document.

A preferred concept or concepts will be selected, or alternatively, modifications will be made to a concept to arrive at the preferred concept.

5.1.3. Phase 3: Technical Analysis

Once agreed-upon concepts for the Village are identified, work on technical inputs to the ASP can begin. These include:

- Transportation Impact Assessment

- Environmental Impact Statement and Third-Party Review
- Stormwater Analysis
- Steep Creeks Hazard Study
- Undermining Report
- Fiscal Impact Assessment
- Others as identified through the Phase 2 process

The Steep Creeks Hazard Study for Three Sisters Creek commenced in May 2018. Work on the rest of the technical studies are proposed to commence shortly after approval of the Terms of Reference by Council.

5.1.4. Phase 4: Writing the Plan

The concepts developed during the previous phases will be refined and used to formulate the policy in the plan. As sections of the plan are completed, they will be circulated to the Town for review and comment. An opportunity for community input on the concepts will also be provided.

5.1.5. Phase 5: Confirming the Plan

Once a draft ASP is complete, it will be shared with the Town for comment. The basis for comment will include

- satisfaction that the vision, foundational values and strategies of the Municipal Development Plan, and other Town plans and policies are supported through the vision, principles, land uses and policies of the ASP
- that development provides for the protection of wildlife corridors, ecology, and the environment

5.1.6. Phase 6: Finalizing the Plan

The Applicant will take the feedback gathered during Phases 4 and 5 and revise the draft ASP accordingly.

5.1.7. Phase 7: Municipal Review, Council Consideration

The proposed ASP will be reviewed by the Town and subsequently presented to Town Council for consideration. The applicant considers that the ASP will go before Council in the spring of 2019. The Council consideration process typically includes the development of a bylaw, first reading of the bylaw, public hearing, potential amendments, and second and third readings of the bylaw. The Three Sisters Village and Smith Creek ASPs may be reviewed by Council separately or together depending on the timing of the Smith Creek corridor decision.

5.2. Smith Creek ASP

The timeline for the submission of the Smith Creek ASP is less certain due to the concurrent and dependant wildlife corridor approval process. However, the applicant will conduct engagement on Smith Creek alongside Three Sisters Village. The applicant anticipates that the Smith Creek ASP will be provided for Council consideration around the end of 2019 pending approval of the wildlife corridor by the province.

5.2.1. Phase 1: Setting the Foundation

Setting the foundation timeline will be shared with Three Sisters Village process to ensure an understanding of the differences and similarities of each ASP. This stage consists of establishing the foundational elements used to build the ASP. The specific deliverables associated with this stage include the:

- Terms of Reference
- Communications Plan
- A “working” Vision and Principles draft, to be used to guide discussions moving forward
- Environmental Impact Statement Terms of Reference based on Town policy

5.2.2. Phase 2: Concept Development and Confirmation

An examination of the Smith Creek concepts will be done in the context of the corridor application submission to the province. Further, the concepts will be reviewed against the proposed vision and principles, and municipal plans and policies.

5.2.3. Phase 3: Technical Analysis

Once the land use concept for Smith Creek is confirmed in the context of the wildlife corridor, work on reconfirming technical inputs to the ASP can commence. These include:

- Transportation Impact Assessment/Transportation Master Plan
- Environmental Impact Statement and third-party review
- Stormwater Analysis
- Steep Creek Hazard Studies⁵
- Fiscal Impact Assessment
- Others identified through the Phase 2 process

5.2.4. Phase 4: Revising the Plan

The concepts developed during the previous phases will be refined and used to formulate the policy in the plan. As sections of the plan are completed, they will be circulated to the Town for review and comment. An opportunity for community input on the concepts will also be provided.

5.2.5. Phase 5: Confirming the Plan

Once a draft ASP is complete, it will be shared with the Town for comment. The basis for comment will include

- satisfaction that the vision, foundational values and strategies of the Municipal Development Plan, and other Town plans and policies are supported through the vision, principles, land uses and policies of the ASP
- that development provides for the protection of wildlife corridors, ecology, and the environment

⁵ During the 2015 work on the proposed Smith Creek ASP, a preliminary steep creeks study was completed and should be sufficient to inform the ASP depending on the final concepts that are developed as part of Phase 2.

5.2.6. Phase 6: Finalizing the Plan

The TSMV team will take the feedback gathered during Phases 4 and 5 and revise the draft ASP accordingly.

5.2.7. Phase 7: Municipal Review and Council

The proposed ASP will be reviewed by the Town and subsequently presented to Town Council for consideration. The ASPs may be reviewed by Council separately or together depending on the timing of the Smith Creek Corridor decision. As the Thunderstone Quarry lands are intended to be addressed by the Smith Creek ASP, should the ASP be approved by Town of Canmore Council, an amendment to the Urban Growth Boundary concurrent with other MDP amendments will be required.

6. Roles, Responsibilities, Coordination

The diagram in **Appendix C** illustrates the workflow and communications process between the ASP applicant (TSMV), the applicant's representative (QuantumPlace Developments), and the Town. The applicant is responsible for preparing the ASPs and the related community engagement activities.

To achieve the best results, all parties working on or providing input to the ASPs should be committed to the following principles:

- Transparency and Open Communication. Where information that could better inform the project could be beneficial to share, all parties should share this information with the intention of benefitting the project and the whole community.
- Respectful Dialogue. The ASPs may create controversy as divergent views emerge. As noted in section 2.0 of this TOR, all interactions between parties should be fair and respectful, with the aim of achieving mutual understanding on issues. Constructive input and opinions from all stakeholders and the applicant will be respectfully heard.

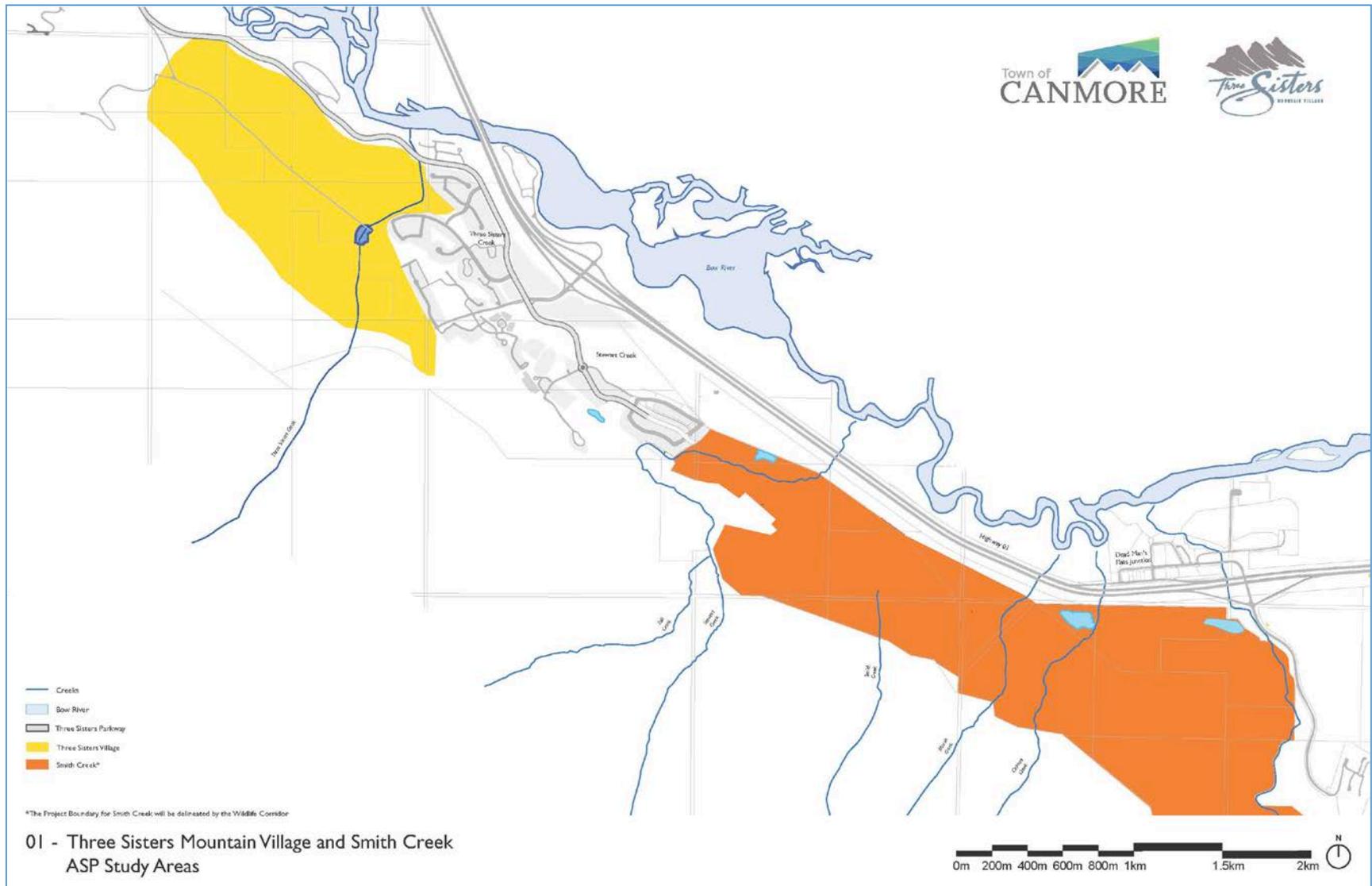
Town management will oversee the projects from a corporate perspective. Where decisions are required, Town management will make administrative decisions and escalate governance decisions to Council for consideration. Town management will ensure appropriate resources are allocated and will monitor the proposed project schedule to ensure timelines are met. (see Appendix C for the Town and Applicant project organization).

The Town will review the applicant's submissions and requests for comment. The lead department is Planning and Development. However, all departments, as and when appropriate, will have a role to play in the review of the material submitted by the applicant. As appropriate, the applicant or the project manager will escalate items that need direction to senior Town management for guidance. Town management will keep Town of Canmore Council updated on progress made. TSMV will also offer supplementary information on community engagement updates.

The Project Manager for the Town will be the key contact for the coordination of the review of submitted materials and coordinate with the Town's technical team that are responsible for material review. Technical team members will review and provide comment, and guidance on materials submitted by the applicant.

In all cases, the work will be reviewed based upon Town of Canmore policies, plans, and procedures. The Town's technical team will also provide direction on implementation expectations and propose any Town policy or plan revisions to ensure that Town goals are achieved as development occurs.

Appendix A: Map of Three Sisters Village and Smith Creek ASP Areas



Appendix B: Draft Area Structure Plan Table of Contents

The following proposed Table of Contents is meant to be a guideline for the development of the Area Structure Plans, and will be refined as the processes unfold. The processes will contribute to the development of the final Table of Contents (this is simply meant to be illustrative of intent).

1. Administration
 - Purpose
 - Authority
 - Timeframe (development start, development phases, build out)
 - Interpretation (approximate, will, shall, must, may)
 - Amendment (changes over time)
2. Plan Context
 - Location
 - Background (provincial, regional, interjurisdictional, municipal plans and policies)
 - Land Ownership
 - Site Context (development considerations and constraints that may include topography, hydrogeology, existing land uses, interjurisdictional interface, natural areas, environmental overview, historic resources, and utility, wells and other corridors)
 - Public Involvement (stakeholder, public, interjurisdictional consultation, public hearing)
3. Vision
 - Vision and Principles
 - Goals
4. Integrated Land Use, Transportation, and Servicing
 - Land Use Concept, Population Statistics (overall and by phase), Build-out/Timeline
 - Goals, Objectives, Planning Principles and Policy (for each land use)
 - Commercial
 - Ecology, Environment and Third-Party Review
 - Facilities and Schools
 - Green Development
 - Historical Resources
 - Industrial
 - Infrastructure, Servicing and Staging
 - Institutional / Municipal Services and Facilities
 - Mixed Use
 - Park, Open Space, and, Recreation (Public and Private)
 - Residential
 - Resort
 - Special Use
 - Transportation
 - Urban Design
5. Implementation Plan
6. Statutory Plan and Policy Context (if not addressed above)
7. Appendix (Maps, references, list of related studies, glossary/terminology)

Appendix C: Project Roles Organization

Three Sisters Village and Smith Creek Area Structure Plan - Project Organization

