



TOWN OF ROCKY MOUNTAIN HOUSE

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SUBDIVISION AND DEVELOPMENT APPEAL BOARD

Minutes of Appeal Hearing held June 1, 2026

Appeal of DP 26/50 on Lot 11, Block 42, Plan 8621588 located in the Town of Rocky Mountain

Hearing held in-person with a TEAMS option

Attendees on June 1, 2026:

Subdivision and Development Appeal Board

Joe Henderson, Chair

Earl Graham, Board Member

Mary Jane Harper, Board Member

Tracy Breese, SDAB Clerk

Kalyn Scott, SDAB Clerk

Appellant

Conner Frizzley

Applicant

Kandis Stradecki

Shelly Nicholson

Development Authority

Renee Hartling

Dean Schweder

Other Parties in Attendance

Shane Buss, Adjacent Landowner

Cheryl Robinson, Adjacent Landowner

Dalyce Ellert, Adjacent Landowner

Call to Order

The hearing was called to order by Chair Joe Henderson at 10:00 AM



Agenda Approval

The agenda for the hearing, as posted in the appeal hearing agenda was approved.

Moved by Earl Graham that the agenda for the Subdivision and Development Appeal Board Hearing of June 1, 2026, be adopted as presented. CARRIED

Introduction of Appeal Topic and Board Members and Staff

The Chair introduced the appeal, introduced himself, and asked the Board Members and SDAB staff to introduce themselves. The Board Members and SDAB staff were introduced.

Introduction of Appellant, Applicants and Development Authority

The Chair asked each Party to introduce themselves and introductions were made in turn.

Call for and Introduction of Other Parties wishing to Speak/Present

The Chair asked Other Parties present to confirm whether or not they wished to speak/present during the hearing. A few individuals spoke up. Shane Buss, Cheryl Robinson and Dalyce Ellert, all introduced themselves.

Overview of Hearing Procedure

The Chair provided an overview of the procedure to be followed during the hearing. It was noted that any preliminary matters will be addressed first. Following a determination on the preliminary matters the Board may move into the merit hearing.

Call for Objections to Board Members

The Chair asked those present if there are any objections to any of the Members sitting on the Board for this hearing and no objections were raised.

Appeal Statements and Notice Given

The Clerk summarized the Appeal Statement and notification process used for the hearing as follows:

Development Permit application No. DP 26/50 was approved on Friday, May 1, 2026. An Appeal was received Tuesday, May 5, 2026 from the Appellant, Conner Frizzley and payment was received the same day, meeting the appeal deadline requirements.

The reasons for the appeal are as followed:

- The Appellant states that the operation of a rooming house, warming shelter and mat program goes against the general intent of the General Industrial District.
- The Appellant states that the Development Authority has made an error in issuing the development permit as well as errors in applying conditions.
- The Appellant states that given the significant impact of this development, the Development Authority has not applied sections from its own Land Use Bylaw which should be required as a matter of public safety.
- The Appellant believes that the development permit directly contradicts portions of the Town Councils Strategic Plan, the economic prosperity in particular.
- The Appellant argues that the Applicant has inappropriately applied for the use of Community Support Services, particularly as a rooming house is more related to Social Care Housing, which is not a permitted or discretionary use in the General Industrial District.
- And that the location of the permit is not a suitable location.

On May 13, 2026 Notifications were:

Mailed to adjacent property owners.

Mailed and emailed to the Applicant.

Emailed to the Development Authority and Appellant.

The Notifications for the hearing and additional information were:

Posted on the Towns website on May 14, 2026.

Posted on the Town's bulletin Board on May 14, 2026
and in the Mountaineer (local newspaper) on May 20, 2026.

A Public Hearing agenda package was sent to all Board Members, the Appellant, Applicant and Development Authority on Tuesday, May 26, 2026 and made available to the public at the same time.

All notices of the SDAB Hearing were provided in writing at least 5 days in advance of the date of the hearing.

The SDAB Appeal Hearing was held within 30 days of the date of filing of the notice of appeal.

Moved by Mary Jane Harper that the Board is satisfied that correct procedure has been followed to this point in the hearing process and the Board has jurisdiction to hear the appeal. CARRIED

Other Preliminary Matters

Chair Henderson asked if anyone present had any other preliminary matters they wish to raise. The Appellant, Conner Frizzley asked if the letter from the Physicians Association that the Applicant would like to read into the record should be admissible as the Appellant raised concerns that he did not have a chance to review the letter and the deadline for the written submissions was Friday, May 22, 2026.

Moved by Mary Jane Harper that the SDAB move into Closed Session at 10:14 AM. CARRIED

Moved by Earl Graham that the SDAB revert to Open Session at 10:17 AM. CARRIED

Chair Henderson responded to the matter raised by the Appellant indicating that the matter was addressed in the Chair's opening comments when it was indicated that any presenter who is bringing forth new information to the hearing must leave a copy of the information with the SDAB clerk.

Merit Hearing

Development Authority Submission (summary)

I've included in the report and in the attachments is my report that outlines a bit more detail and I won't go through it word for word, but I will touch on some of the highlights of the report that was submitted. The development for community support services or Rocky Bridge Safe Haven includes a rooming house, warming shelter map program, community transportation services, and other community services. The location of the development is 4407 45 A Avenue, or the legal description for that property is Lot 11. Block 42, plan 862-1588.

The report states that the proposed use fits the General Industrial District because Community Support Services is a discretionary use under the Town's Land Use Bylaw. Planning staff determined that the application is consistent with the bylaw's definition, which includes services such as shelters, food banks, and donation centres.

The review considered required discretionary-use factors such as:

- Potential nuisance impacts (noise, traffic, odours, etc.)
- Compatibility with surrounding properties
- Hours of operation
- Number of expected users
- Parking and site access
- Servicing and utility upgrades
- Alignment with statutory and non-statutory planning documents

The report states that:

- The building and site are physically compatible with surrounding industrial/commercial uses.
- The proposed use is not considered a nuisance under the bylaw unless issues such as excessive traffic or poor property maintenance arise.
- Parking appears sufficient, even though the district does not require it.
- No grading changes are needed because the site is already developed.
- Utility/service upgrades may be required, at the applicant's expense.
- Notice of the decision was provided through mailed letters, site posting, and the town website.

In closing, the Development Authority followed the proper process, applied the relevant bylaws and plans, and imposed conditions to mitigate impacts. The report emphasizes that land use planning focuses on the built environment, while behavioural or social concerns would be addressed through other bylaws and site management responsibilities.

Development Authority Response to Questions

The Development Authority provided the following additional information and clarification in response to questions from the SDAB and other participants in the hearing;

- The current Land Use Bylaw was updated in 2020 and the definition of Community Services was added at that time
- There are two streetlights in this area and it was further added that they may not currently be working.
- Under LUB 11.8.4 the Development Authority looks at the impacts on both the proposed development and the existing developments in the area. What we're looking at is the impact to adjacent property owners, as well as in terms of nuisance, for example, we're looking at the impact to the proposed development itself, as well as the impact of that proposed development to adjacent landowners.
- The proposed development is about 800 m from the downtown core.

- The non-conforming residential property was grandfathered because the zoning changed after the residence was built.
- The MAT program is offered when it's cold and would only open when the temperature goes below a certain temperature. The rooming house would be for more transitional types of use, which can include housing for people who are there if they have someone at the hospital and they need a place to stay overnight. It includes overflow housing for the women's shelter. It also would include rooming house for individuals. This is from the letter of intent, and from our pre-application meeting.
- Shelter is not defined in the land use bylaw. It's in the definition of community support services. So just the title shelter is included in that. The definition, it also says
It can include other similar uses, so it says the actual definition reads.
A development that provides social, non-profit, or community services. This use may include, but is not limited to, food banks, shelters, or donation centers.
- The difference between shelter and residence is the temporary nature of it.
- In comparing a shelter and a rooming house the difference would be the length of time. A shelter would perhaps be overnight. But it could be the same person coming back night after night. In comparison a rooming house would be where somebody takes possession of that unit and then stays there a little longer.
- The environmental report that is included in the agenda package is not focused on the subject property.
- Determining factors for hard surfacing as envisioned in the LUB would typically be a minimum of hard surfaced access to a new development. This is an existing development.
- The subject property is not fenced.
- A semi-permanent residency would be permissible in this zoning if a shelter is considered to be a semi-permanent residence. Because the definition of community support services includes shelter, we felt that the definition allowed for some expansion because it's a similar use to a shelter. The rooming house we felt was a similar use to the shelter.
- Social care housing, which is also listed under the land use bylaw, is not a listed use in the general industrial district. It is defined as a building where the occupants are living on a temporary short term or limited term basis and are provided with specialized care in the form of supervisory nursing, medical counseling, or homemaking service. For the purposes of this definition, temporary means sheltered stays, usually less than two weeks in duration,

and short term or limited term means a finite term after which occupants move to other accommodation. This use may include offices or dwelling units for staff as an accessory use.

- The LUB provides for multiple uses on a site. When the Development Authority looked at this application, we considered the letter of intent indication of the opportunity for multiple programs to coexist within one building. The same can be said, for example, for our medical clinic, which has a medical clinic, a pharmacy, and the Primary Care Network.
- There are some limitations in terms of expansion of programs on the site, such as a change to the particular use on the site. In the conditions of the development permit, there is a condition that any separate community service tenants may require permits prior to occupancy.
- The Development Authority had no record of any contamination on the subject site. Also, they don't pull the adjacent property files when considering an application. It wasn't identified as a brownfield site either.
- The Development Authority looks at the built environment. We have other bylaws in place to deal with operational issues. The Development Authority does not make assumptions going forward that there's going to be issues presented by any development in town in terms of people loitering or people in the facilities that are going to create nuisances.
- In considering an application the Development Authority considers all relevant statutory documents along with other non-statutory documents as well. The focus of the Development Authority, is mainly on what's allowable and whether it fits with the definitions and would be appropriate for the site.
- The Development Authority does not consider the new Council strategic plan in approving an application. If council were to amend the land use bylaw in the future in response to the strategic plan then the revised land use bylaw would be used.
- The Development Authority indicated that they follow a check list of items considered in the review of an application. They provided a copy of the checklist to the meeting participants following this comment.
- The Development Authority works with the town's engineering department to determine the types of suitable hard surfacing materials. This is not an addition to a building, rather it is a change in occupancy. With a change in occupancy, we would typically ask for the 1st 5 meters of an access to be

hard surfaced. If our engineering department is satisfied with an SB 90, then we would be satisfied with an SB 90.

- The Development Authority does not consider funding sources for proposed developments. That is outside the purview of the Development Authority.

Applicant Submission (summary)

Kandis Stradecki, the Applicant represents the Clearwater Regional Housing Foundation and draws on 11 years as a mental health liaison and 30 years as a social worker in the community.

The proposed development is the result of a lot of research and what would be considered demonstration projects, prompted in part by a 2024 Town Council request to assess the need for a shelter program. The warming shelter operated from January to April 2025, followed by additional shelter service beginning October 2025 and continuing through March 2026, with funding from the province, county, and town tied partly to temperature-triggered emergency support. History from these shelters shows a core group of regular users, mostly aged 50–67, who face a shortage of suitable housing and often have health comorbidities, leading to repeated emergency department visits.

The proposed model would combine a shelter, rooming housing, and transportation services, aiming to address homelessness, mobility barriers, affordable housing shortages, and support re-entry into employment. Transportation is framed as both a service need and a potential social enterprise that could help the program remain sustainable despite uncertain government funding. The Applicant responded to objections raised in appeals/concern letters:

- Land use: similar residences already exist in the industrial area.
- Security: dedicated security would cost roughly \$500,000 annually, which current funding models do not cover.
- Crime concerns: evidence suggests that 24/7 supported programs can reduce crime, and clients are not people currently under criminal justice supervision.
- Segregation concerns: locating vulnerable people outside town is framed as socially regressive and impractical because it would increase transportation/ambulance burdens on taxpayers.

The shelter served 54 people in the first year and 66 people in the most recent year, including two individuals under 16, showing a growing and diverse need. The Applicant argues that the program has also increased community awareness, volunteerism, donations, and police referrals, demonstrating broad local support. In

summary, the proposed facility is a multifaceted community response that addresses both individual needs and broader public interests.

Applicant Response to Questioning

The Applicant provided the following additional information and clarification in response to questions from the SDAB and other participants in the hearing;

- The length of time that an individual can stay in a dorm room would be very short term however there are very limited resources within the community.
- The Applicant would consider longer term persons to be transitional because we're not anticipating that they're going to stay there 20 or 30 years, especially when we look at our core group. We would be hoping to stabilize them and then help them move into something that would be more appropriate.
- The Applicant indicated that whether an individual utilizing the shelter would be there 24/7 would depend on the individual and what they wished to do. We're certainly not holding people there. The difference between this type of design versus what we had over this past year and a half is that we were partnered with the food bank. And so the intent of their program is somewhat different than what the intent of a sheltering program is. I would hope that they would have something meaningful to do in the day. But again, we know that people who have been living rough are not always able to do that kind of thing until they've been stabilized, right? We also know that the reason for having that rooming house is because we again, had that core group of individuals who came every night during the winter season.
- The date on the physician letter is May 18, 2026.
- The Applicant does not run background or criminal record checks on the individuals who would be accessing the facility.
- The Applicant has been searching for quite some time within our community to have an appropriate facility or location that would address multiple needs, because what they've learned through the research is that it is not just those who are homeless today. In terms of the selection process, there's things that they consider. First of all, the community backlash that would come when they try to put a facility such as this in a place that would be deemed too dense residentially. They would need to talk about the proximity to other types of social services. They would need to talk about the migration patterns that already exist for this population that access our services. They also, have to talk about the financial considerations. Any project that is done like this is by and large through government funding.

- The Applicant indicated that it is important to recognize that a number of the facilities and a good amount of the research that was quoted in the letters of opposition are all based on communities that do not compare to ours. Larger urban centers like Edmonton and Calgary, those are not the experience of the Applicant. The issues that appear in those kinds of programs are in facilities that house 300 to 700 individuals a night. The Applicant served 66 individuals in their last season.

Chair Henderson called for a 5-minute recess at 11:42 AM. Chair Henderson called the hearing back to order at 11:50 AM.

Appellant Submission (summary)

The Appellant represents two local family-owned numbered companies that own nearby industrial properties.

Main points raised

- Acknowledges community need: The Appellant says they understand a facility like this may be needed but believes it was approved incorrectly at this location.
- Zoning conflict: They argue the proposed uses—such as a temporary shelter, rooming house, and community support services—do not fit the purpose of the General Industrial District, which is intended for industrial businesses and related services.
- Improper use category: The Appellant contends that the town used a vague or undefined “Community Support Services” category to make the project fit, even though the actual use appears closer to social care housing, which they say is not allowed in the industrial district.
- Permit wording is too vague: The inclusion of terms like “other community services” is criticized as too broad, potentially allowing future expansion without further public review.
- Insufficient public notice: They argue the public and neighboring owners were not given a clear understanding of the project’s full scope until the agenda package was released shortly before the meeting.
- Town approved a concept, not a finished plan: The Appellant says major details were left unresolved and improperly deferred to agencies like AHS, RCMP, and fire services, rather than being settled before approval.
- Environmental and health concerns: They point to historical contamination risks on and near the site and argue that changing the use from commercial/industrial to something more residential may require a different environmental assessment.
- Pedestrian and traffic safety concerns: The area has heavy industrial traffic, and the Appellant says there are no safe sidewalks or pedestrian routes, creating a risk for people accessing the site.
- Negative impact on surrounding businesses: They believe the Development Authority failed to properly consider the project’s effects on nearby industrial operations.

- Broader public concern: The speaker notes that 65 signatures were collected from nearby employees, customers, and business owners in opposition.

Overall conclusion - The Appellant argues that the development permit should not have been issued because the proposed facility is incompatible with industrial zoning, poorly defined, insufficiently reviewed, and poses environmental, safety, and business-impact concerns.

Appellant Response to Questioning

The Appellant provided the following additional information and clarification in response to questions from the SDAB and other participants in the hearing;

- The Appellant indicated that the environmental report presented is relevant because there were boreholes that were placed on the property that show potential impacts. And in addition, this report was prepared essentially as a closure to close this site out. Our belief is that if we are changing this to a rooming house, the province would probably consider environment protected area that are more related to a residential use.
- The Appellant was unable to address the significance of the covenant that was put on the environmental subject site in 2014 and then was subsequently removed 10 years later.
- The Appellant indicated that he disagrees with the Development Authority over the application of section 11.8.4 of the LUB in that the Development Authority does not have any ability to review the potential social concerns that will come with this development. The appellant believes 11.8.4 sub 1 through 4 allows the Development Authority to take those into consideration.

Adjacent Landowner Submissions (summary) and questions

Shane Buss

Shane Buss, CEO of Evergreen Co-op, opposes the proposed nearby emergency shelter development in Rocky Mountain House. He acknowledged the community's homelessness crisis but argues the project lacks essential security planning and would worsen existing safety problems for nearby businesses and residents.

Key points

- Current impacts already felt nearby: Evergreen Co-op has experienced theft, harassment, aggressive panhandling, vandalism, trespassing, unauthorized use of facilities, and repeated RCMP interventions.
- Main concern: no formal security plan: Buss says he was told proper security could cost between \$500,000 and \$1,000,000 annually, and that funding is not available.
- Predicted consequences of an unmonitored shelter:

- Increased violence and safety risks inside the shelter
- Higher reliance on emergency services due to repeat offenders
- A rise in property crime and neighborhood disorder within the surrounding area
- Need for proper location and support: He argues shelters should be placed near existing social services and wraparound supports, not in areas unprepared to manage the impacts.
- Conclusion: He urges the Subdivision and Development Appeal Board to deny the application, stating that compassion and care require proper planning and safety measures.

In response to questions from the SDAB and other participants at the hearing Mr. Buss added the following information and clarifications;

- Mr. Buss believes that the Town of Rocky Mountain House does not currently have an emergency shelter.
- Mr. Buss indicated that he did not have the reports where he drew his statistics from but indicated that he would provide them.
- Mr. Buss indicated that his business does currently have a security system and that it does not include cameras on the exterior of the building.

Dalyce Ellert

The speaker supports the need for community support services in Rocky Mountain House, but objects to the proposed location in the General Industrial District. The main concern is land use compatibility: the Industrial District is intended for operational and industrial activities such as equipment use, transport movement, outdoor storage, and extended hours, which are seen as inconsistent with the needs of community support services. The speaker argues that community support services require a stable, accessible, and predictable environment, which may not fit well in an industrial area. The development impacts nearby business, including operational compatibility, safety, security, and the ability to maintain a welcoming environment for members, staff, and families. The speaker says their property investment and business planning relied on the town's existing land use framework and expectations of compatible surrounding uses. The business is also working to support arts, culture, and tourism, and the proposed site is described as being on a primary entry corridor that affects visitors' first impression of the town.

The conclusion is a respectful objection to the development at that location, with a request that the town deny the proposal or reconsider it.

Ms. Ellert provided the following information in response to questions from the SDAB and other participants at the hearing;

- Ms. Ellert's business is in the Quonset that is across the street and to the west of the subject property.

- Ms. Ellert's business is a painting and pottery studio currently. It provides a membership so people are able to come and go as they please and use the space, but it also offers specific workshops and events that do bring people from outside of the community to experience arts and culture.
- Ms. Ellert indicated that if the subject development permit had been in place prior to her purchase of the property her decision to purchase her property would have been impacted.

Cheryl Robinson

Biggest concern was the location of the development. She states that she agrees with everything Mr. Buss' stated and that the proposed development will propagate issues further.

In response to questions from the SDAB Ms. Robinson indicated that she was not certain on the size of her property.

Summary Statements

From Development Authority

The Development Authority states that they refer to the land use bylaw as the principal document when looking at development approval. It is a listed use. It is a discretionary use. The definition according to our evaluation of it, did align with the proposal under the floor plans and letter of intent.

The Development Authority went through their review to assess whether the property was appropriate for the proposed use. Their evaluation was based on the information that was available to them in the land use bylaw which is their guiding document. The Development Authority felt that the proposed use as a shelter was provided under the land use bylaw in this zone.

As far as environmental concerns, there was nothing on the subject property that the Development Authority could find in the files. The Development Authority's evaluation is based on the information that's available to them. The responsibility for security is the same as for any other business operating in the town. It rests with the owner to ensure security and safety.

From the Applicant

The Applicant made a closing statement focusing on the need for community housing in the Town of Rocky Mountain House and encouraged the community to accept the reality that it must go somewhere to meet the need in the community.

From the Appellant

The Appellant made a closing statement indicating that beyond the social and emotional side of this proposal the question is whether the proposed development meets the intent of the General Industrial designation in the Land Use Bylaw or not. It is the Appellant's position that this development does not meet the requirements and intent under this land use designation.

From Shane Buss

Mr. Buss gave a closing statement indicating he believes there is a better location for this development than on the current proposed site and that wherever the development is located it needs to have a security plan.

From Cheryl Robinson

Ms. Robinson made a closing statement indicating that she believed the development would be better suited to another location.

Final Questions of the Board

Panel members did not have any further questions.

Chair's Closing Comments

The Chair asked all participants to indicate if they felt they had a fair hearing and opportunity to express their views. All participants agreed that they had a fair hearing.

The Chair indicated that once the hearing was closed the Board will deliberate in private/in closed session to reach their decision. A written decision will be issued within 15 days of date of the hearing.

Close of Hearing

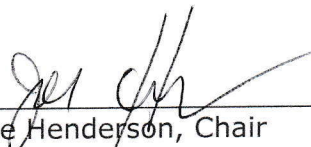
The Chair adjourned the hearing of June 1, 2026 at 12:43 PM.

All participants, except the Board Members and SDAB Clerks, exited the meeting.

Moved by Mary Jane Harper that the Board move into Closed Session at 12:53 PM for deliberations. **CARRIED**

Moved by Earl Graham that the Board revert back to open session at 2:30 PM. **CARRIED**

Dated at Ponoka County, in the Province of Alberta this 11th day of June, 2026 and signed by the Chair on behalf of all three Board Members.



Joe Henderson, Chair

June 11, 2026
Date