



One Calgary One Water

A framework for Calgary's water secure future

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Shaping a water secure future

Calgary is a big city on a small river

For thousands of years, people have met at the confluence of the Bow and Elbow rivers. These rivers are the lifeblood of Calgary—they provide safe drinking water, clean water for the natural environment and a reliable water source to support Calgary's economy.

Calgary has grown to become a big city on a small river. Limited water availability and declining water quality have already been experienced in other semi-arid regions around the world and water is a limited resource in Southern Alberta. The United Nations and governments across the world, including Canada, are highlighting this critical global issue.

Careful management of Calgary's water supply and demand, investing in efficiencies and managing the operations of Calgary's water treatment and distribution systems ensures there is a secure water supply for The City of Calgary's (The City's) customers now and in the near future. The Water Utility (The Utility) continues to plan for long-term water security by addressing the critical question... will there be enough water to meet the needs of customers, the environment and ensure a sustainable economy in the future?

To answer this question, The Utility is taking an adaptive management approach to water security planning. Adaptive management allows for decision making in the face of uncertainty. It improves long term management outcomes by balancing the best short term actions based on current knowledge with monitoring and feedback that improves learning and adjusts actions over time.

The region's water supply is fundamentally changing. River flows and water quality seen in the past will be very different in the future because of a changing climate. Over the next several years, work will be completed to better understand the impacts while continuing to manage emerging risks.

OUR RELATIONSHIP TO WATER

The City of Calgary has a secure water supply serving more than 1.3 million people. With a changing climate and a growing population, Calgary is not immune to water security challenges in the future.

Cities around the world that have experienced historic droughts have highlighted the need to have sustainable, reliable and diversified water security options. For example, Austin Water's 100-year plan shifts the way Austin thinks about its water resources by looking for new storage options and maximizing local water reuse opportunities.



What is water security?

Water security is a complex concept that can be framed at the global, national, provincial and local scale. In 2018, the UN launched the Water Action Decade to mobilize action on water security to address health, education, ecosystems, human rights, and economic development. The UN defines water security as:

"The capacity of a population to safeguard sustainable access to adequate quantities of an acceptable quality water for sustaining livelihoods, human well-being, and socio-economic development, for ensuring protection against water-borne pollution and water-related disasters, and for preserving ecosystems in a climate of peace and political stability".

Water Security in Canada

In positioning Canada as an international leader in global water security expertise, a national focus includes creating a better, safer and a more water secure nation. In 2019, a collaboration of scientists and policy experts released the *Water Security for Canadians Initiative*¹ encouraging the federal government to exercise its jurisdiction to prevent a water crisis in Canada.

Water Security in Alberta

The Government of Alberta's (GoA) 2003 *Water for Life* strategy outlines commitments to safeguard Alberta's water resources by adopting the following goals:

- Safe, secure drinking water supply
- Healthy aquatic ecosystems
- Reliable, quality water supplies for a sustainable economy.

The 2006 South Saskatchewan River Basin (SSRB) Water Management Plan directed water management in Southern Alberta to safeguard existing water users' supply and protect the aquatic environment. Key to this Plan, the Province is no longer accepting new surface water licence applications to withdraw water



Figure 1: Distribution of water licence allocations in the Bow River Basin. Source: GoA 2007

from the Bow, Oldman and South Saskatchewan River basins. Municipalities only hold about 20 per cent of the licence allocations in the SSRB. Furthermore, The City's water licence allocations do not guarantee water availability and licences have daily and annual limits on how much water can be taken from the river, which have direct impacts on Calgary's water security.

¹ Global Water Futures, Centre for Indigenous Environmental Resources, Forum for Leadership on Water, POLIS Water Sustainability Project, Centre for Global Studies, University of Victoria and United Nations University Institute for Water, Environment and Health



Water Security and The City of Calgary

Building on the UN and *Water for Life* goals, The City of Calgary defines water security as **having enough safe water for human well-being, ecosystem resilience and economic activities now and for future generations**. This means having the right balance of activities across the following connected 'levers' used to influence water security (Figure 2):

- 1. Supply the availability and quality of water obtained from the source watershed
- 2. Demand how, when and amounts of water used by customers, and
- 3. Systems Operations how The Utility manages the infrastructure required to deliver the overall water service.



Figure 2. Three levers used to influence water security

This document is intended to create a high level framework for addressing water security across the three levers of influence. This framework articulates:

- The top risks that will have a significant influence on water security,
- Key initiatives that are being undertaken to manage The City's water supply, demand and systems operations, and
- **Near term priority actions** to ensure The City can address the question of future water security.

This Water Security Framework (Framework) is aligned to The City's 2018 Climate Adaptation Action Plan and the 2019 Resilient Calgary Strategy. The Resilient Calgary Strategy is aimed at creating a Calgary that is more resilient in the face of stresses (something that weakens the fabric of a city), and shocks (sudden events). The Framework addresses one of Calgary's key stresses, climate change, and identifies actions around key shocks, such as extreme weather events and drought. The framework supports The Utility's One Calgary customer commitments (see sidebar), and the actions identified should help inform and influence decisions at the municipal, regional and provincial orders of government.

ONE CALGARY CUSTOMER COMMITMENTS

Your access to drinking water is reliable and available.

You have drinking water now and for generations to come.

Your drinking water is of high quality and safe to drink.

Calgary's water security risks

Calgary's water security is challenged by three main risks that must be managed in the short and long term: climate change, regulatory and water licence limits, and population and economic pressures. While additional social, economic and environmental risks do exist, these three main risks identified have the most significant impact to future water security.

Climate change

Climate change is altering how and when precipitation falls in Calgary's watershed, affecting both water quantity and water quality. Climate impacts now and in the future are uncertain, but alterations in timing of river flows are expected: mountain snowpack melting may occur earlier in the year, precipitation falling with greater intensity, and summers becoming hotter, drier and longer. Snowmelt may fill reservoirs earlier in the year that need to be sustained to support increased water demands for a longer, hotter outdoor water use season. Increasing temperatures and drought conditions will result in increased water demands and pressure on supply. Southern Alberta is an arid region, inherently susceptible to drought. Severe, multi-year droughts observed in the past include those between 1858-1872, 1930-1941 and dry conditions in the early 2000s. Tree ring evidence suggests that even more severe droughts hit the region in the 1400s, 1500s, and 1700s (Figure 3).



Figure 3. In 2015, The Utility partnered with the University of Regina to conduct tree ring analysis to analyze wet and dry conditions in the Bow Watershed over the past millennium. Decades long periods of drought (shown in red as deficits from the average annual flows) have occurred between 1100 and now.

Calgary

UCS2019-1539 Attachment 1

Climate change is likely to make extreme weather, including severe drought, more common. According to The City of Calgary Climate Adaptation Plan, the average global temperature could increase by up to 4.5°C by the year 2100. Temperature increases for the Calgary region are projected to be higher than the rest of the globe. The risk of drought occurrence in summer or early fall in particular – when demand tends to peak – is likely to increase. Water management practices and storage capacity for both extreme flood and drought are priorities in adapting to the uncertainties of climate change as it relates to water security.

The City is supporting a number of additional studies to better understand water security risks from climate change. In 2018, The City participated in a country wide expert panel that developed recommendations to the Government of Canada on Climate Change Adaptation and Resilience Results. There is also work underway with the Global Water Futures research program through the University of Saskatchewan, examining historical and future flow regimes on the Bow River. This study includes a climate change analysis to develop climate modelling to estimate future flows and flood frequencies. The City is also working with the Province on a new forecasting and modelling platform to examine river flows and improve accuracy of forecasting.

While climate change discussions often focus on water quantity, it is predicted that large, widespread wildfires are also likely to become more frequent in the future. Wildfires that impact source water quality have been identified as one of the highest risks in The City's Source Water Protection Plan.

After a wildfire, water chemistry from burned watersheds changes and includes higher concentrations of nutrients, sediment, metals, dissolved organic carbon and other organics, which can pose significant challenges for water treatment processes. This could mean increased treatment costs, and in some cases a significantly reduced water supply availability if treatment technology cannot address these higher concentrations. To address this risk, The City has also completed a Calgary Wildfire-Source Water Risk Strategy to recommend new tactics and tools to reduce the impact of wildfires on water resources in our watershed.

Regulatory and water licence limits

Regulatory requirements for water and watershed management are complex and challenging to navigate, particularly in a river basin closed to new surface water licences. The City's water licence allocations do not guarantee river water availability, and The City's licences have priority, daily, and total allocation limits. These licences must be managed to meet the short and long term water supply needs of customers and communities. One of the critical challenges identified within the next 20 years is the regulatory limitation on the maximum daily amount of water Calgary can withdraw from The City's water licences.



Figure 4. Average temperature increases in the Calgary region are expected to be higher than other parts of the world. (source: Calgary's Climate Resilience Strategy, 2018)



The water treatment plants carefully operate within the maximum day allocation, as indicated by the yellow (bottom) line on the graph below (Figure 5). With current projections of water demand from population growth, The City will not be able to provide the full amount of water demanded on a high volume day by customers by the mid-2030s. To address this operational risk, The City will examine options to increase the maximum daily water diversion rate. This includes discussions with TransAlta (as the owners of the Bearspaw Reservoir) and the Province (The City's regulator) and investigating infrastructure opportunities.





REGIONAL WATER SECURITY

The development of the Calgary Metropolitan Region Board (CMRB) Growth and Service Plans by 2021 presents an opportunity to highlight growth pressures on The City's servicing. This is also an opportunity to explore a regional approach to water security. Water licence priority and the total annual allocation (blue line at the top of the Figure 5) of Calgary's water licences are important to proactively manage seasonal water supply during times of drought and long term water supply for customers. Long term water supply is fundamentally changing and there is a better understanding that the flows seen in the past, on which current licence allocations are based, will be very different in the future. This creates uncertainty for all licence holders in the region. The City holds relatively large and senior licences compared with smaller municipalities on the Bow and Elbow Rivers. But this licence priority is below other large water users in the basin, mainly the irrigation districts. Currently, The City does not have approval from the Province to withdraw The City's total annual allocation. To address the total annual allocation limit, the growth vision and plan for the Calgary Metropolitan Region Board (CMRB) must be understood in the context of the constraints on water supply. The City will continue to work with the Province, CMRB and other regional stakeholders to establish an adaptive long term water supply management strategy.



Population and economic pressures

Water security is a limiting factor to growth. Population and economic growth put pressure on Calgary's water supply, even as The City continues to invest significantly in infrastructure upgrades and water conservation programming. Multiple and growing water users and needs must be considered within the context of climate uncertainty, to ensure that demand does not exceed supply in the future.

A vibrant and diversified economy is dependent on the secure provision of water. A safe, affordable and reliable water supply is an advantage in attracting and retaining businesses, recreation and tourism, and agricultural production in the region. In the future, growth in water intensive uses (i.e. food and energy production), climate change or an economic downturn may impact water security in terms of competition for water resources and ability to pay for water services.

On the water quality side, water security and land development are inter-related. Growing communities in Calgary and the region will increase stormwater runoff, resulting in higher water supply contamination risks. The City's Source Water Protection Plan identifies stormwater runoff from current and future land development as one of the top risks to the quality of Calgary's water supply.

On 2018 November 14 Council approved the One Calgary 2019-2022 Service Plans and Budgets, (C2018-1158), which included Council Directive (H3) on Integrated Watershed Management. City Council recognized the important relationship between land and water and adopted a Council Directive that *Calgary must develop our communities with a focus on achieving future water security and a sustainable water supply. Accordingly, watershed management must be integrated into our land use policies, plans and decisions....working collaboratively with other orders of*

WATER QUALITY AND STORMWATER MANAGEMENT

Recognizing a joint responsibility for stormwater management, The City is engaging with Calgary's urban development industry and other stakeholders to understand their needs and work towards stormwater quality improvement, which contributes to protecting water security.

This is especially important upstream of Calgary's water treatment plants.

government, adjacent municipalities, residents, landowners, developers, businesses and the First Nations.

Ensuring water supply and demand are balanced and that land use decisions include water supply and water quality considerations will be critical to mitigate the impact of population and economic pressures.



Managing water security risks

Calgary's water services have become so reliable that it is easy to forget the level of effort required to deliver safe, clean drinking water to customers in the complex risk environment of climate change, regulatory and water licence limits, and increasing population and economic pressures. The City has made significant investments and implemented a range of programs, policies and operational processes to address each of these risks through the water security levers.

How The City is managing risks is highlighted in the sections below. These risks are interconnected and have the potential to impact multiple levers. The full range of programs and projects The City is undertaking to manage water security risks is provided in the Annual Water Utility Update to Council.



Figure 6. Three key risks that will impact each of the three water security levers

Water Supply

Supply Calgary's water supply is dependent on the quality and quantity of Calgary's source water upstream of its two water treatment plants, and the ability to withdraw source water to meet water demand and system operational requirements. Calgary has two sources of drinking water. The Bow River supplies the Bearspaw Water



Calgary

Treatment Plant. The Elbow River, which flows into the Glenmore Reservoir, supplies the Glenmore Water Treatment Plant. Both rivers originate in the Rocky Mountains west of Calgary, flowing eastward through the foothills and prairies.

Calgary is located in one of the driest regions of Canada, receiving an average of 419 mm of precipitation per year. Fortunately, the Rocky Mountain headwaters are significantly wetter and cooler, helping to reliably provide clean water downstream to the Calgary region. Water availability changes considerably during the year. Fall, winter, and early spring are characterized by low flows in both the Bow and Elbow Rivers. In contrast, river flows are high during the spring runoff period, which typically starts in May and ends in mid July. A gradual tapering of river flows usually occurs during summer and early fall. However, climate impacts will create uncertainty for water supply: earlier and more snow melt; hotter and drier summers and higher intensity rainfall events.

Water use in Alberta is strictly controlled by water licences issued under the Provincial *Water Act*. Each licence allocates a maximum annual volume, specifies diversion rate limits (i.e. the rate water can be extracted from one location point on a water body) and is issued with a "priority" number. Priority means that access to the water in each licence is managed in a "first in time, first in right" approach. Since senior licences were mostly granted in the late 1800s and early 1900s, they have priority for water withdrawal over junior licences obtained more recently. The priority system becomes especially important during times of drought or water shortage when a water user's access to water is based on the licence priority system.

The City holds a portfolio of water licences, dated 1895, 1971, and 1981, which were obtained as Calgary's water treatment plants were built or expanded. Importantly, most of Calgary's water allocation is held in relatively junior licences compared with non-municipal licence holders. Managing water use and priority across the basin is a critical component of an overall response during a water shortage.

PROTECTING WATER SUPPLY: 2013 FLOOD

As part of upgrades at the Glenmore Treatment Plant, the Actiflo filtration system allowed the Water Utility to continue to deliver clean drinking water to customers during the 2013 floods. This is remarkable given the rapid influx of sediment laden waters that entered the plant.



Highlights of Water Supply Programs

Advancing programs related to water supply is critical to ensuring there is enough water to meet customer needs – especially during times of drought. Source water protection is important to ensure the watershed remains healthy so that The City can continue to provide affordable, high quality drinking water to Calgarians and customers.

Source Water Protection Plan

Source water protection is the first line of defence to minimize the risk of drinking water contamination. The highest risks to Calgary's source water supply are wildfire and stormwater, which are tied to land management largely outside of Calgary's jurisdiction. A major wildfire in our forested headwaters and further land development with increased stormwater runoff will result in higher contamination risks to our water supply. Completed in 2018, The City's Source Water Protection Plan has 12 implementation actions to reduce source water risks in the Bow River watershed. These actions build resiliency in The City's operations and contribute to water security. The Source Water Protection Plan will be presented to City Council in 2020.

Fit for use water

The Water Utility continues to work with our internal and external partners on rainwater and stormwater use for internal plumbing and irrigation, supporting water reuse projects to proceed in a safe and cost effective manner and reducing risks associated with public health, the environmental, and cross contamination into the Water Utility's infrastructure. In January 2019, the Water Utility provided comments and input to the draft Provincial Water Reuse Guidelines. Currently, the timing for a finalized Provincial guideline is unknown.

Groundwater is not expected to be a significant fit for use option due to physical limitations of aquifer storage and water quality.

Calgary



Water Demand

Calgary's historically booming population and rapid economic growth placed heavy demands on Calgary's water supply. Since the late 1980s, The City has invested in significant infrastructure and programming to manage water demand (Figure 7).

WATER METERS

Water meters play an important role in conserving water and managing demand. Prompted by the Water Efficiency Plan, today nearly all Calgary homes and businesses have water meters installed as part of the Water Utility Bylaw.

WATER DEMAND DURING DROUGHT

A key component of drought management is a temporary reduction in water use to manage low water supply conditions. If necessary, The City can reduce water demand by restricting outdoor water use if water supply is low.

A key component of water demand management is water conservation and using water efficiently. In the mid-1980s, the Water Utility was planning the expansion of the Bearspaw Water Treatment Plant to produce more drinking water. At that time, water demand was 750 litres per capita per day and it became evident that the ability to provide service at that demand level was unsustainable.



Figure 7: Water Demand in Calaarv has decreased through various programs and investments over the years.

This observation led to the development of the

2005 Water Efficiency Plan (WEP), which has guided water conservation efforts and demonstrated Calgarians' leadership in using water more efficiently. WEP's goal is to hold withdrawals from the river steady at 2003 levels, even with population growth. To do this, the WEP charted a path of programs and initiatives to reduce water consumption by 30 per cent over 30 years, and Calgary is on track to meet this goal.

Significant investments have been made to reduce per capita demand through leak detection, main replacement, water metering, promotion of low flow toilets and faucets, educational programs and water treatment plant upgrades. These demand investments have allowed us to accommodate growth by deferring and better sequencing water treatment plant upgrades.

Highlights of Water Demand Programs

Water security requires us to encourage water efficient customer behavior and to understand demand projections for customers and other users (municipalities, agriculture, hydropower, recreational users etc.) that rely on the same water sources. This allows us to make informed decisions that align infrastructure investments with projected capacity for water efficiency.



Water Efficiency Plan update

The Utility continues to implement program recommendations through the 2016 update of the WEP. This includes a shift in focus away from customer, or user, incentive-based programs to industrial, commercial and institutional customers. A focus on outdoor water conservation programming will also help manage peak day demand, which is the one day each year that Calgarians use the most water. Typically, this occurs in the summer months, as water demand spikes. Keeping this value below current plant capacity ensures that The City can continue to meet water demands without requiring additional infrastructure. A renewed focus on peak day programming will continue to reduce overall water consumption and help achieve The City's 2033 water demand target.

Drought Management

Planning and preparing for drought is an essential part of The City's integrated watershed management work. Drought Operational Guidelines were developed to respond to an immediate need to improve preparedness and decisionmaking. These guidelines include four drought phases that incorporate water restrictions from the Water Utility Bylaw, a drought communication plan, increased water quality and quantity monitoring, Corporate readiness actions, and communication with the Province, TransAlta and irrigation districts. Establishing the Drought Operational Guidelines are the first step in developing a Drought Management Plan.

GLENMORE GATES

The Glenmore reservoir is a critical component of Calgary's water supply operations.

The City is installing new steel gates and an elevated hoist system on the Glenmore Dam crest, which will provide greater flexibility to manage reservoir storage during low flows in the winter and high flows in the spring.

The new gates will also increase the operational efficiency of the Glenmore Treatment Plant and help build resiliency for Calgary. The Water Utility is assessing of future drought risk and vulnerabilities under changing climate scenarios to inform the final Drought Management Plan. This risk assessment will guide improved drought management strategies and stakeholder engagement over the next two years. The Drought Management Plan is anticipated to be finalized in 2022.

Demand Forecast model

The Utility is updating its water demand forecast model, which considers all key drivers. The model will provide statistically based outlooks on city, regional and community level water consumption. The model will also incorporate future climate change and economic scenarios to analyze and optimize future demand management programs.



Systems Operations

The City of Calgary owns and operates two drinking water treatment plants: the Bearspaw Water Treatment Plant and the Glenmore Water Treatment Plant. The City also owns and operates an extensive network of underground water supply pipes, treated water storage reservoirs, and pumps. This infrastructure enables the delivery of reliable, high quality drinking water to customers every day.





The Bearspaw plant supplies treated Bow River water to North Calgary, while the Glenmore Plant supplies treated water originating from the Elbow River to South Calgary.

The City recognizes that infrastructure needs to work in conjunction with the other users and their assets in the Bow River basin. Extensive operational co-ordination exists between The City, the Province, TransAlta and downstream irrigation districts to ensure adequate river flows for all users and the environment in the SSRB.

Highlights of Systems Operations Programs

Water Long Range Plan

The City is currently updating the Water Long Range Plan (WLRP), which was last completed in 2011. The WLRP projects future water demands, and through a review of various supply strategies, identifies future water supply system requirements and associated capital investments. The WLRP looks at major infrastructure from source to tap including treatment plants, pump stations, reservoirs and transmission mains to ensure service levels are met.

Water Loss Strategy

The City conducts leak detection testing on water infrastructure as a critical part of a maintenance program to reduce water loss. Leaks identified are scheduled for repair, saving hundreds of thousands of litres of water daily.

As part of adaptive management and continual improvement, The Utility is developing a Water Loss Strategy to better understand the use of potable treated water within The Utility's infrastructure and minimize the volume of nonrevenue water (i.e. water that is either used or "leaked" before being delivered to rate paying customers). Implementing these strategic changes will make better use of the existing water resources and infrastructure.

SYSTEMS OPERATIONS RESILIENCY

Systems Operation resiliency is covered by multiple approaches:

Water storage in large reservoirs provides a resilient seasonal water supply source for the water treatment plants.

The Utility uses in-system storage and redundancy to ensure we continue to meet our customers' treated water needs.

The Utility's business continuity and emergency management program further contributes to resiliency through preparedness and response strategies including planning for an emergency drinking water supply. Calgary

Water security priority actions

The Utility is confident that its current actions and adaptive management approach in the areas of water supply, demand management and systems operations will ensure a secure water supply now, and help Calgary prepare for long-term water security. Addressing the key risks requires both short term actions and a long term outlook. In the near term, there are six priority actions that support building understanding and managing the risks to water security. The actions below focus on the three water security levers discussed – water supply, water demand, and systems operations.

Near term priority actions

- 1. Develop future water supply scenarios Effective long term management of water security requires future water supply and demand planning scenarios. These scenarios must consider climate change effects. The Utility will develop these scenarios together with options assessment criteria and continue to study how a changing climate affects water yields from the Bow River watershed. This understanding will guide servicing decisions, infrastructure investments, programming, and policies in a fiscally responsible manner leading into the next century.
- 2. Address water licence limits on high demand days To accommodate projected population growth, The City will examine options to increase the maximum daily water diversion rate. This includes discussions with TransAlta (as the owners of the Bearspaw Reservoir) and the Province (The City's regulator) and investigating infrastructure opportunities.
- 3. Ensure collaboration on a regional solution for water security Since many stakeholders contribute to water security in the Bow River watershed, The City will continue to work collaboratively with a variety of organizations, stakeholders, and partners to build a shared understanding of water security issues. Through the development and implementation of the CMRB's Regional Growth and Servicing Plans, The City will work with the Province, CMRB and other regional stakeholders to set a long term adaptive water supply and demand management strategy and assess options to achieve long term water security for the region.
- 4. Advocate for a new upstream reservoir on the Bow River Water management practices and storage capacity for both extreme flood and drought are priorities in adapting to the uncertainties of climate change. The City will continue to advocate for a new provincially owned upstream reservoir on the Bow River as a major component in flood mitigation and drought management for the Calgary region.



- 5. Finalize the Drought Management Plan Managing for drought ensures Calgary can operate within water shortage shocks and stresses. The City is currently assessing drought risks and vulnerabilities under changing climate scenarios. This work will inform improved drought management adaptation strategies and stakeholder engagement that will be incorporated as part of The City's Drought Management Plan. This plan will be completed by 2022.
- 6. Finalize the Source Water Protection Plan and Policy Source water protection is critical for water security. The City's Source Water Protection Plan identifies contamination from wildfires and stormwater runoff from land development as the top risks to the quality of Calgary's water supply. The Plan will be presented to City Council in 2020.

Long term planning

Building a resilient future requires taking a long term view of water security and embracing an adaptive management approach across the three water security levers of supply, demand and system operations. This approach requires The City to be comfortable with uncertainty and managing risks that are not fully understood today. New data, changing conditions, external influences and collaboration with stakeholders will continue to inform the path forward. The Utility will provide an annual update to Council on progress made with the six actions, and any new priority actions identified. Actions taken today and over the long term will ensure a water secure future for generations to come.