

Climate Leadership Plan



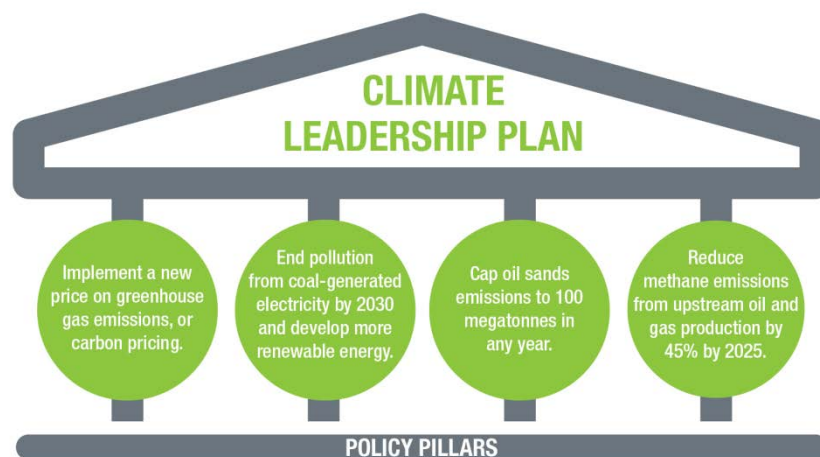
Implementation Plan 2018-19

JUNE 2018

Alberta 

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STRATEGIC DIRECTION: ALBERTA'S CLIMATE LEADERSHIP PLAN

In November 2015, the Government of Alberta introduced the Climate Leadership Plan (CLP). It is a made-in-Alberta strategy to reduce carbon emissions while diversifying our economy, creating jobs, and protecting our health and environment.

The government established a Climate Change Advisory Panel to advise it on the best way to take action. The Panel's report forms the foundation of the CLP, which includes four main policy measures:

- Implement a new price on greenhouse gas emissions, also known as carbon pricing.
- Phase out pollution from coal-generated electricity by 2030 and generate 30 per cent of electricity from renewable sources by 2030.
- Cap oil sands emissions at 100 megatonnes (Mt) per year.
- Reduce methane emissions from upstream oil and gas production by 45 per cent, from 2014 levels, by 2025.

The revenues generated from carbon pricing enables programming that support the main outcomes of the CLP:

- Reduced greenhouse gas emissions.
- A lower-carbon diversified economy.
- Increased community health and well-being.

CLP OUTCOME FRAMEWORK

The CLP Implementation Plan is guided by the CLP and its desired goals and outcomes that are summarized in the CLP Outcome Framework. The framework reflects more than a year's worth of learning through its application to support CLP planning, measuring and reporting. The framework described below and included in Appendix I has been updated from the version included in the CLP Progress Report 2016-17 to better reflect the Fiscal Plan and to more clearly identify primary action areas.

The CLP aims to achieve the outcomes of **Reduced Greenhouse Gas Emissions** while also working towards a **Lower Carbon Diversified Economy** and **Increased Community Health and Wellbeing**.

Achieving the four main CLP policy measures and ultimate outcomes depend on participation and action by us all: government, business, industry and the public. Government can establish Alberta as a **climate leader**, business and industry can **accelerate the adoption of clean innovation**, and Albertans can **actively participate in green practices**.

To encourage these actions the CLP focuses on six main **action areas**. The first action area, **Policy and Legislation**, is the Government's primary driver to achieve CLP ultimate outcomes. The remaining five action areas provide focus for programming enabled by carbon pricing and include: **Energy Efficiency**, **Innovation and Clean Technology**, **Transit and Infrastructure**, **Electricity Transition**, and **Indigenous Communities**.

Focused attention on these action areas helps stimulate economic growth and provides new opportunities for Albertans to invest and work in green sectors. Specific measures and desired results for each action area are described throughout the remainder of this plan.



In addition to the above action areas, there are aspects of the CLP that apply specifically to funding and are included as categories in the Fiscal Plan but not in the Outcomes Framework. These are the **Rebates and Tax Reductions** and **Other CLP Expenditures** categories.



IMPLEMENTATION OF THE CLP

Since being introduced in November 2015, the CLP has produced several significant accomplishments:

- Implementing a carbon levy and supporting Albertans with consumer rebates and small business tax reductions,
- Solidifying the phase-out of emissions from coal-fired electricity by entering into agreements with industry,
- Creating Energy Efficiency Alberta to deliver programming for homes and businesses to reduce energy use and save money,
- Successfully supporting the development of 600 MW worth of utility-scale renewable electricity at record-low prices,
- Launching the Indigenous Climate Leadership Initiative to support Indigenous communities through programming and capacity building, and
- Implementing the Carbon Competitiveness Incentive Regulation that improves how greenhouse gas emissions from large industrial facilities are regulated.

This report presents the government's plan, for fiscal year 2018-19, to continue implementing the CLP, including linkages with the Outcome Framework and the government's Fiscal Plan. It presents the critical milestones and key contributors that will ensure Alberta stays on track to become a world leader in climate action.

CLP INITIATIVES IN 2018-19



Carbon Pricing

Alberta was one of the first jurisdictions in North America to introduce a price on carbon. The CLP has expanded the scope of priced emissions in order to accelerate emissions reductions.



Carbon Levy

The carbon levy was launched on January 1, 2017. It was designed to broaden the scope of pricing on greenhouse gas emissions across Alberta's economy to incentivize actions that reduce emissions. A key objective was to allow time for Albertans to adjust to the new pricing scheme, and therefore consumer rebates have been provided to over 60 per cent of Albertans and the small business tax has been reduced from 3 per cent to 2 per cent.

As of January 1, 2018, the levy applied to heating and transportation fuels is based on \$30 per tonne CO₂e. Beginning in 2021, the federally-imposed carbon price will rise to \$40 per tonne, and to \$50 per tonne in 2022. Alberta's compliance with this pricing schedule is tied to the construction of the Trans Mountain Pipeline and these additional revenues will be used to support vital public services. Treasury Board and Finance is the lead ministry implementing the carbon levy. As the regulatory framework is already in place, no major changes are planned for 2018-19.

Carbon Competitiveness Incentive Regulation

The CLP is changing the way greenhouse gas emissions from major industry are regulated. The Specified Gas Emitter Regulation expired in December 2017 and was replaced with the Carbon Competitiveness Incentive Regulation (CCIR). The CCIR enables a transition from regulating facilities based on their own historic performance to regulations that compare facilities to the best performance in their sector. This switch encourages achievable greenhouse gas reductions by incentivizing facilities to adopt best-in-class technologies, while providing competitive protection to industry and recognizing best performers in a more meaningful way.

In 2018-19, the Alberta Climate Change Office (ACCO) will continue to engage stakeholders to ensure the CCIR supports investments in lower carbon technologies while keeping Alberta's industries competitive. In addition, the ACCO will bring forward regulatory amendments to the CCIR and/or mechanisms to ensure that stakeholders who need relief will be supported. This has already started through several funding opportunities, some of which were announced in December 2017. Nearly \$1.4 billion, over seven years, is being used to fund innovation and energy efficiency programming across several sectors. The specific programs are described in the programming section of this plan.



Ending Pollution from Coal-Generated Electricity and Developing More Renewable Energy

Two actions under the CLP support the phase out of pollution from coal-generated electricity by 2030 and the generation of 30 per cent of electricity from renewable sources by 2030.

Coal Phase-Out

Funding agreements have been developed, including annual transition payments, with the three companies affected by coal phase-out policy. In 2018-19, Energy will continue to work towards removing policy barriers for the conversion of coal units to natural gas. This will enable continued operation of facilities that would otherwise be required to shut down under federal regulations.

Renewable Energy Policy

With the passing of the *Renewable Electricity Act* in 2017, Alberta is continuing to advance programming that will drive toward the development of 30 per cent of electricity generation capacity from renewable sources connected to the grid by 2030. The ministry of Energy is planning to bring forward guidance on the renewable electricity target by fall 2018. Aside from utility-scale renewable electricity, the ACCO and Energy are exploring policy shifts in 2018-19 that could enable more diverse renewable energy development such as community generation. In addition, the ACCO and Municipal Affairs are collaborating to develop program and policy options to enable municipalities to offer Property-Assessed Clean Energy (PACE) programs.

The Alberta Electric System Operator (AESO) is leading technical engagement on dispatchable renewables (including hydro, geothermal and biomass) and energy storage, to be completed by summer 2018. The engagement will inform a recommendation by the AESO to the Government of Alberta on dispatchable renewables by fall 2018.



Capping Oil Sands Emissions

A central policy measure under the CLP is to cap oil sands emissions at 100 megatonnes (Mt) per year, starting in 2017. This policy includes provisions for the electricity portion of cogeneration and a 10 Mt buffer, in any year, for new upgrading or expanded refining capacity. This limit will help drive the development and implementation of new technologies that will reduce emissions.

Oil Sands Emission Cap Policy Development

Several policy options are being assessed to manage the cap on oil sands emissions. One of the inputs for the analysis is a report from the Oil Sands Advisory Group (OSAG) that was released in June 2017. It provided advice on how to implement the oil sands emissions limit through a series of management actions when approaching the limit. In 2018-19, the ACCO will continue to weigh policy options to draft a regulation for government's consideration in fall 2018.



Reducing Methane Emissions

Another key policy of the CLP is to reduce methane emissions from upstream oil and gas production by 45 per cent (14 megatonnes CO₂e) from 2014 levels by 2025.

Methane Reduction Policy Development

The Methane Reduction Oversight Committee, a group of subject matter experts from government, industry, environmental non-government organizations and technology developers, has been providing advice to the government on cost-effective options for methane reduction in the upstream oil and gas sector. In addition, the federal government, through Environment and Climate Change Canada (ECCC), has developed draft regulatory requirements to meet a federal policy commitment of a 40-45 per cent reduction in methane emissions by 2025, from 2012 levels.

In 2018-19, the ministry of Energy and the Alberta Energy Regulator (AER) will update AER's *Directive 060: Upstream Petroleum Industry Flaring, Incinerating and Venting* and AER's *Directive 017: Measurement Requirements for Oil and Gas Operations* with methane requirements to meet Alberta's target. In addition, Energy plans to seek equivalency with the federal methane regulations.

Programming

Revenues generated from the carbon levy and CCIR enable the delivery of programs and projects that contribute to the outcomes of the CLP while supporting Albertans. Several suites of programming envelopes have been initiated and will continue to be implemented through 2018-19 and beyond.



Energy Efficiency

Alberta is committed to the efficient use of its energy resources. Increased energy efficiency includes:

- Improving the energy efficiency of homes, businesses, institutions, industries and communities.
- Reducing/avoiding GHG emissions through decreased energy consumption and increased energy conservation.
- Improving Albertans' quality of life through cost savings and increased comfort and efficiencies.
- Fostering growth of an energy efficiency industry.



Annual and lifetime energy savings, and GHG reductions due to the energy savings, will be tracked to determine if Alberta is meeting its objectives. The primary means to achieve these objectives is programming delivered by Energy Efficiency Alberta (EEA) and Seniors and Housing, along with other industrial energy efficiency programming being delivered by the ACCO, Agriculture and Forestry and Emissions Reduction Alberta (ERA). In 2018-19, it is anticipated that

approximately \$80 million will support energy efficiency programming for consumers and households, while approximately \$150 million will support businesses, small and medium-sized enterprises and large industry.



Innovation and Technology

Innovation and technology programs are focused on businesses and industry and are designed to:

- Demonstrate innovation and clean technology leadership & partnership through actively leveraging collaboration and funding.
- Reduce greenhouse gas emissions through development and deployment of clean technology.
- Support/stimulate economic growth through innovation and clean technology investments.



Total and leveraged investments in technology, and the GHG emissions reductions due to technology investments, will be tracked to determine if Alberta is meeting its objectives. A broad scope of programming in this area is being delivered through the Climate Change Innovation and Technology Framework being delivered by the ministry of Economic Development and Trade and ERA, totaling an expected \$56 million in 2018-19. Programs that are being delivered by the ACCO include the Bioenergy Producer Program (\$27 million in 2018-19), Oil Sands Innovation Fund (to begin in 2019-20) and the Green Loan Guarantee Program (\$400 million worth of backstopped financing over ten years) which is expected to be ready for initial intakes in the fall of 2018. The ministry of Energy is managing funding agreements for two carbon capture and storage projects, which will be funded up to \$95 million by CLP revenue in 2018-19, with the remainder of funding being provided under the *Carbon Capture and Storage Funding Act*.



Indigenous Communities

The Indigenous Climate Leadership Initiative (ICLI), delivered by the ministry of Indigenous Relations, was developed in collaboration with Indigenous peoples and includes programs and funding that help communities to:

- Improve energy efficiency and reduce energy costs.
- Combat the effects of climate change, including reducing greenhouse gas emissions.
- Improve community buildings and facilities.
- Develop community-based energy supply and large-scale energy projects
- Access training for green jobs.



Investments in Indigenous communities and organizations, and the GHG reductions from Indigenous climate leadership programs, will be tracked to determine if Alberta is meeting its objectives

ICLI consists of seven programs that support retrofits of buildings, solar panel installations, energy audits, capacity building and employment programs. In 2018-19, it is anticipated that nearly \$50 million will be deployed for these programs.



Transit and Infrastructure

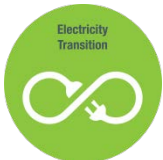
Funding for increased public transit enables Albertans to:

- Reduce greenhouse gas emissions through increased usage of low-emission transport.
- Support public well-being through access to low-emission transportation.



Infrastructure funding supports the construction and upgrading of government buildings and other infrastructure to higher standards. This improves energy efficiency and helps Alberta adapt to a changing climate.

Transit ridership in Alberta, the percentage of the transit fleet that is low-carbon, and GHG reductions from investments in infrastructure will be tracked to determine if Alberta is meeting its objectives. In 2018-19, the ministry of Transportation will be funding up to \$275 million for the Green Transit Incentives Program (Green TRIP) and the Alberta Community Transit Fund to enable greater public use of transit options. The ministry of Transportation will also be funding up to \$130 million for the construction of the Springbank Off-Stream Reservoir to mitigate the impacts of flooding events. The ministry of Infrastructure will be funding approximately \$50 million to support the construction of an energy-efficient cogeneration unit at the Foothills Medical Centre in Calgary and a district energy heating system at the University of Alberta, as well as improved energy efficiency in government buildings, to reduce the Alberta government's overall carbon footprint.



Electricity Transition Programming

Alberta's transition to a greener grid continues to be supported with funding to enable the shift of its electricity system from coal to renewables. The key measures that will be tracked to determine if Alberta is meeting its objectives are the percentage of renewable energy generation, the amount of GHG emissions from coal-fired electricity generation, the emissions intensity of Alberta's electrical grid and ensuring Albertans are not negatively affected by the price of electricity through the transition of the electricity system.



The ministry of Energy and the AESO are leading several initiatives under electricity transition:

Coal Phase-Out Agreements: The 14-year agreements with the three companies covered under the coal emissions phase-out policy are in place and are expected to require a total of approximately \$97 million per year until 2030.

Renewable Electricity Program (REP): The AESO is running competitive processes for companies to bid on building renewable energy projects in our province. Round 1 of the REP in 2017 resulted in the AESO solidifying nearly 600 megawatts of utility scale wind from three projects, setting a record for the lowest renewable pricing in Canada at 3.7 cents per kilowatt hour. These wind power projects will be operational by the end of 2019.

In 2018-19, Energy will continue to work with the AESO to develop and implement additional rounds under the REP. Round 2 will add approximately 300 megawatts of renewable electricity to the grid with a focus on developing projects that have an Indigenous partnership. Round 3 will add approximately 400 megawatts of renewable electricity to the grid and follow the successful approach of Round 1. The bidding processes for Rounds 2 and 3 are expected to open by

summer 2018. No funding is anticipated to be required for the REP in 2018-19 because facilities have until the end of 2019 to be operational under Round 1.

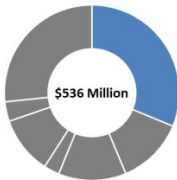
Regulated Rate Option (RRO): To ensure Albertans are not adversely impacted by the electricity system transition, the RRO rate cap ensures electricity costs are capped at 6.8 cents/kWh for the vast majority of customers until 2021. This includes homes, businesses and farms. In 2018-19, approximately \$74 million is forecasted to cover the rate cap.

Other programming that supports the electricity transition includes the Coal Workforce Transition Program, delivered by the ministry of Labour. In 2018-19, Labour will provide financial assistance for reemployment, retirement, relocation and additional education as workers affected by coal phase-out prepare to start new jobs or retire. Other programs being developed in 2018-19 by the ACCO, and potential areas of support, include community energy generation, Property-Assessed Clean Energy (PACE) programming, and supports to reduce diesel use to generate energy in remote communities.



Rebates and Tax Reduction

The CLP includes mechanisms to support Albertans in the transition to a lower-carbon economy. The ministry of Treasury Board and Finance leads two of the most prominent programs:



Alberta Climate Leadership Adjustment Rebates: Rebates are provided to lower and middle-income Albertans to offset costs associated with carbon pricing. The rebates protect those who spend a higher percentage of their income on energy costs and have fewer financial resources to invest in energy efficiency products. Since the levy is tied to energy use, eligible recipients have an incentive to reduce emissions. In 2018-19 it is anticipated that Albertans will receive nearly \$525 million in rebates.

Small Business Tax Reductions: To help adjust to the carbon levy, the small business corporate income tax rate was reduced from 3 per cent to 2 per cent, effective January 1, 2017. While the carbon levy is intended to incent behaviour change, the government is also committed to supporting small businesses as they transition to a lower-carbon economy. In 2018-19 it is anticipated that approximately \$195 million in foregone revenue from the carbon levy will be realized due to the tax reduction.



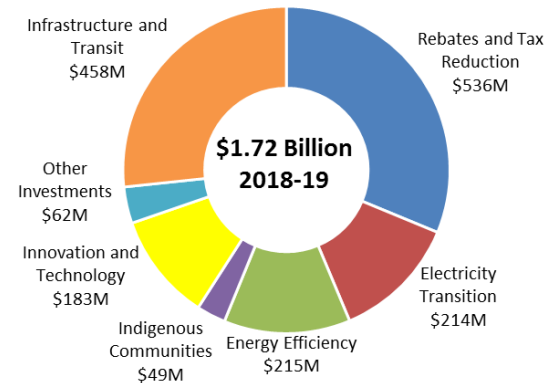
Other CLP Expenditures

As additional funding becomes available, more programs, or an expansion of existing programs and initiatives, will be explored. This category of expenditures includes approximately \$30 million in funding for delivery of CLP programming across government, which is necessary in the short and medium term. In 2018-19, less than 2 per cent of all CLP funding is earmarked for implementation of the CLP.



Summary of Program Spending

In Budget 2018, Alberta has committed to providing nearly \$1.72 billion to fund initiatives that support implementation of the CLP. The majority of funding will be directed toward rebates, transit and infrastructure, electricity transition and funding for innovation and energy efficiency programming.



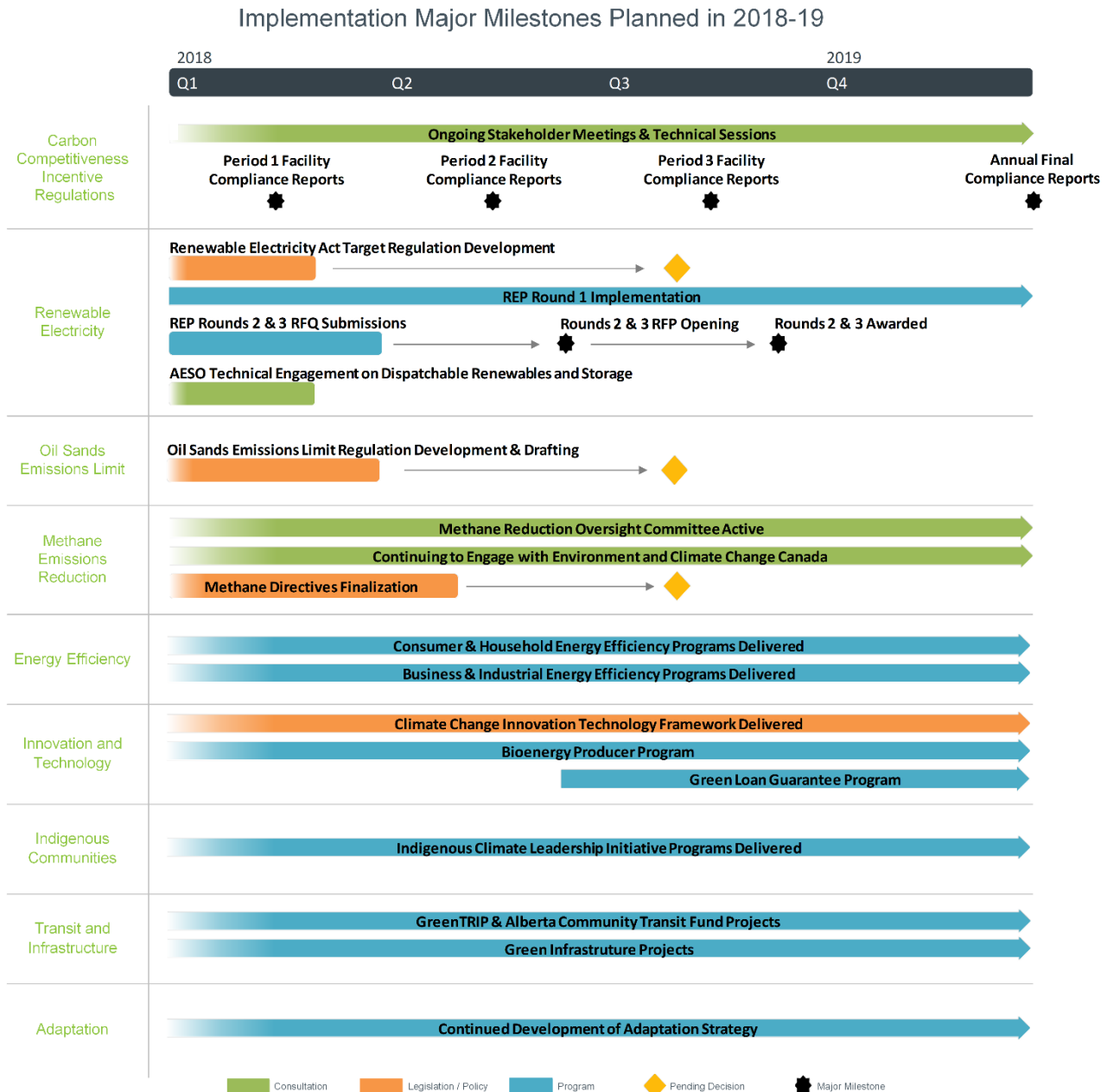
Estimating Impacts on GHG Emissions

This implementation plan builds on the CLP's achievements since its launch in November 2015, and drives towards reductions in Alberta's greenhouse gas emissions. In 2018-19, emissions reductions are expected from several sectors:

- electricity, due to the transition from coal-fired electricity to renewables;
- oil and gas, due to methane emission reduction programs;
- homes and businesses, due to investments in energy efficiency and renewables.

2018-19 AT A GLANCE

The following diagram depicts a timeline of milestones that are planned to be accomplished in 2018-19. Most of the major milestones are planned for fall of 2018 with several initiatives continuing throughout the year and beyond into subsequent years.

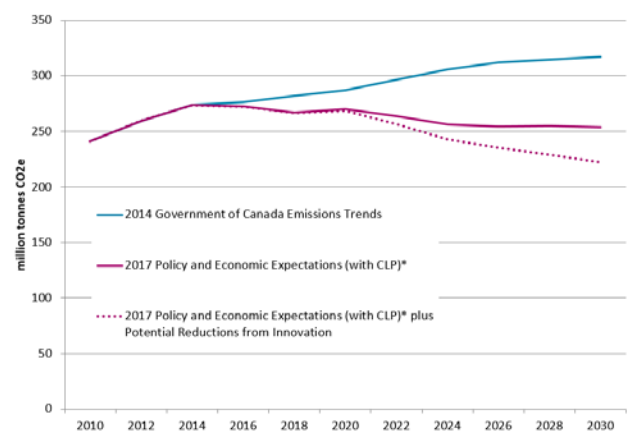


FUTURE CLP ACTIONS

Beyond 2018-19, action on climate change will continue to evolve, as jurisdictions worldwide advance climate policies and move towards a less carbon-intensive global economy. In Alberta, the CLP will adapt to global progress, with ongoing improvements and potential new efforts that were not contemplated at the outset of the CLP. Aside from the actions that will emerge as Alberta's framework evolves, several actions are planned that relate to regulatory requirements and continuous improvement of climate policies. This includes a mandated review of the Carbon Competitiveness Incentive Regulation before the end of 2020 at the latest. Appendix II provides a summary of anticipated future policy actions.

Ultimately, the actions taken under the CLP will have long-lasting positive impacts, not only in terms of reduced greenhouse gas emissions but also a more diversified economy and better quality of life for Albertans. The included figure shows the historical results for Alberta's GHG emissions measured in megatonnes of carbon dioxide equivalent, as well as forecasted emissions. Impacts of CLP policies and programs begin in 2017, as shown by the pink lines in the figure. This demonstrates the real and significant emissions reductions that will result from Alberta's Climate Leadership Plan.

Actual and Estimated GHG Emissions for Alberta



* Includes Alberta's Climate Leadership Plan and federal climate policies.

Data source: Environment and Climate Change Canada – National Inventory Report 1990-2015: Greenhouse Gas Sources and Sinks in Canada; Environment Canada – Emissions Trends 2014; ACCO Internal Analysis

IMPLEMENTING ALBERTA'S CLIMATE LEADERSHIP PLAN

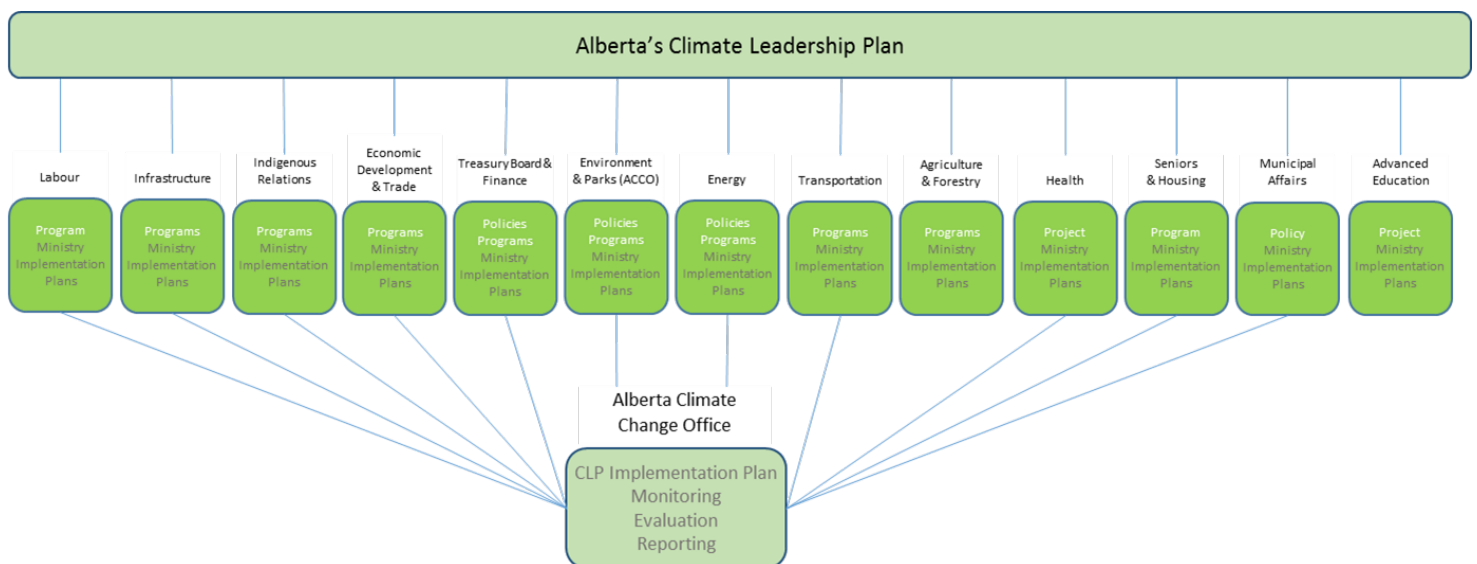
Roles and Responsibilities

The ACCO was created to enhance government policy capacity and act as a catalyst for action on climate change. As part of its mandate, the ACCO coordinates and reports on the all-of-government approach to implementing the CLP, as described throughout this document. While the ACCO assumes an overall coordinative role, several ministries have lead accountability for implementing discrete initiatives and programs under the CLP. Disseminated accountability for implementation enables effective use of government resources and ensures that government places a climate lens on much of its core business. A dedicated governance system is in place to ensure effective planning, risk-based monitoring, evaluating and reporting, which enables the Minister Responsible for the Climate Change Office to report the results of the CLP to Albertans.

Governance System

Planning

This implementation plan serves as the overarching direction for how the government will follow through on commitments made in the CLP. Each ministry will have its own implementation plan for the initiatives that it is accountable for. These ministry-level plans will contain greater detail on timelines and milestones compared to this primary implementation plan. The following figure presents a hierarchy of CLP implementation across government.



Risk-Based Monitoring

The ACCO monitors progress on policies and programs for each action area under the CLP using a variety of tools. While every initiative and program is subject to a minimum degree of monitoring, the degree of scrutiny on individual actions varies. Not all CLP initiatives and complementary programs are equal in terms of scope and impact to the overall success of the CLP. As such, monitoring every action under the CLP to a high degree of detail would not be an efficient undertaking to ensure the plan is on track. Therefore, the ACCO is developing a risk-based approach to monitoring to identify the most critical actions and their respective potential risks and mitigating activities.

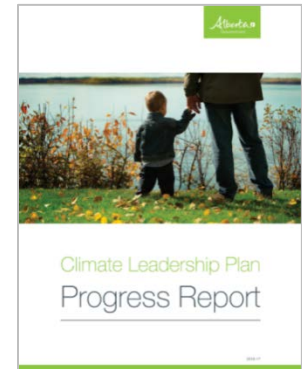
This will be accomplished by soliciting quarterly updates from initiative leads on the most critical information, such as milestones, costs and resources, stakeholder engagement, performance measures and outcomes, and risks and mitigation activities. Initiatives and programs determined to have significant impact and/or risk will be further monitored through regular executive meetings, and increased reporting as deemed required.

Evaluating

As progress is made on CLP action areas, and as programs are delivered, the ACCO measures and reports the results using the suite of performance measures as described earlier. At the end of 2018-19, the results will be assessed and reported publicly in the annual CLP Progress Report. In addition, the ACCO has developed an evaluation framework that is used to determine appropriate funding opportunities to support the intended outcomes of the CLP.

Reporting

Several tools and products are used to report on the CLP, such as the annual CLP Progress Report, the Government of Alberta Fiscal Plan, and ministry-specific business plans, further annual reports and financial statements. In addition, news releases, and online tools such as website updates and social media content, provide more frequent and current information on the CLP to Albertans.



Risk Management

As with any large-scale strategic plan, implementation of the CLP is not without risk. The ACCO is tracking the potential risks to achieving the outcomes of the CLP aside from the risks to governance as described earlier. Some of the risks that have been identified to the CLP include:

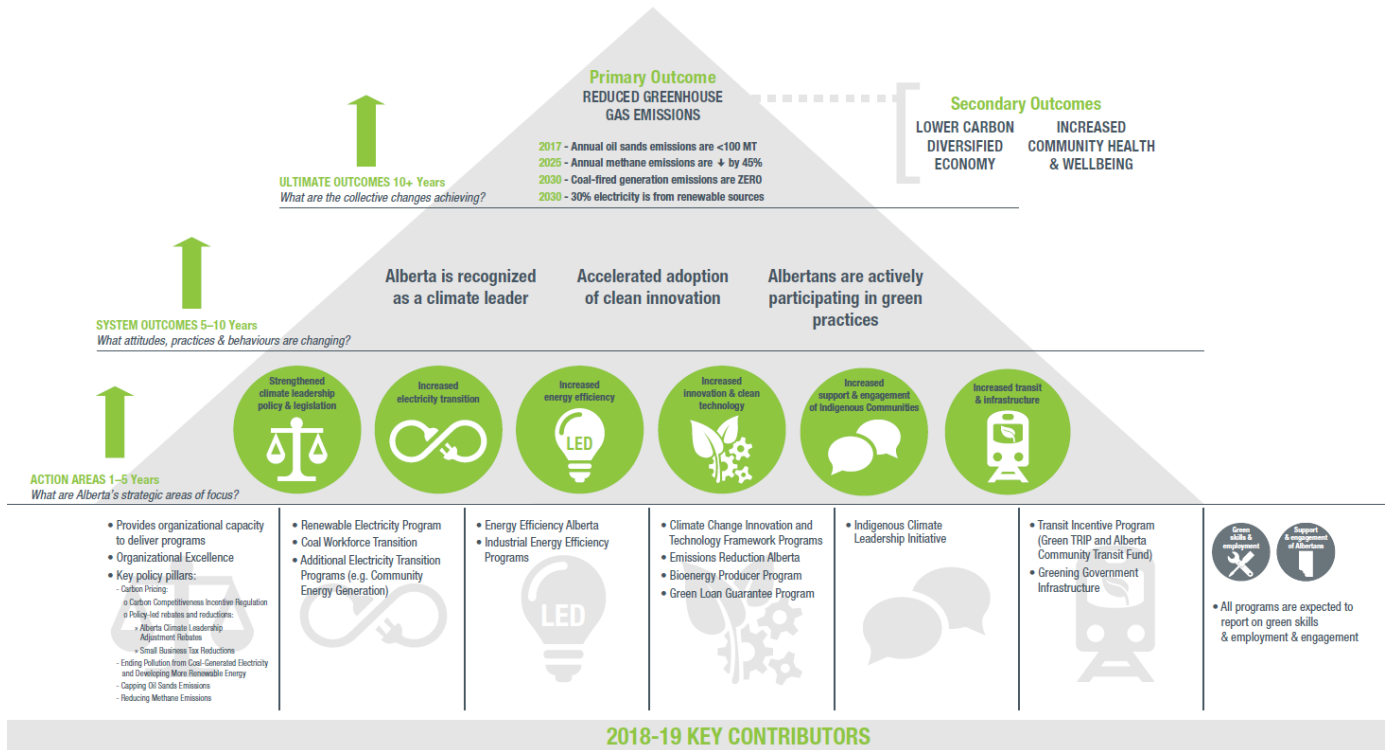
- *Accountability:* Although disseminated accountability across several ministries allows for rapid implementation in parallel, it poses a challenge to overall governance. This is being mitigated through robust reporting, risk-based monitoring and frequent communication among initiative leads through cross-ministry roundtables.
- *Resourcing:* Implementing a significant and far-reaching plan such as the CLP requires adequate resources to ensure the actions under the CLP can be accomplished. The risk of not having appropriate resourcing is being mitigated through the allocation of funds from the carbon levy and the Climate Change and Emissions Management Fund to pay for required program delivery and operations expenses.
- *Stakeholder Engagement:* Ensuring relevant stakeholders are consulted during policy and program development is a common risk for any government initiative. This risk is being mitigated in the CLP by conducting frequent and far-reaching sessions with stakeholders before policies or programs are put forward for decision. This enables optimal policy design and program uptake for stakeholders impacted by the CLP.
- *Emissions Reductions:* There is a risk that the CLP may not reach the sectoral targets for GHG reductions. This risk is being mitigated through several policy instruments, such as quarterly reporting by the largest emitters and mandated reviews of the CCIR. This ensures progress is checked on a periodic basis and that subsequent policy changes are created, if necessary.
- *Industry Competitiveness:* The financial impacts of carbon pricing can present additional pressure on Alberta's businesses, and in particular energy-intensive trade-exposed industries. This risk is being mitigated through financial supports such as access to transition allowances allocations based on sector-specific performance standards,

program funding for improved energy efficiency, investments in innovation and technology targeted for industry, and in some cases exemptions from the carbon levy.

These risks warrant significant attention, and government is managing these challenges through thoughtful and deliberate policies and financial supports to ensure the CLP is implemented to the greatest benefit for Albertans.

APPENDIX I: CLP OUTCOME FRAMEWORK

CLIMATE LEADERSHIP PLAN OUTCOME FRAMEWORK



APPENDIX II: FUTURE POLICY DEVELOPMENT AND REVIEWS

The following table outlines the expected legislative instruments to be brought forward in 2018-19 and beyond.

Topic	Instrument
Renewable Electricity Generation Target(s)	<ul style="list-style-type: none">• Ministerial Order (pending)
Oil Sands Emissions Limit	<ul style="list-style-type: none">• New Regulation
Methane Emissions Reduction	<ul style="list-style-type: none">• Directives
Property-Assessed Clean Energy (PACE) Programming	<ul style="list-style-type: none">• <i>An Act to Enable Clean Energy Improvements</i>• New Regulation
Carbon Competitiveness Incentive Regulation	<ul style="list-style-type: none">• Review Regulation

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