

PLANNING POLICY

TO: Council
DATE: February 16, 2021 **DIVISION:** 2 and 3
TIME: Morning Appointment
FILE: 1015-550 **APPLICATION:** N/A
SUBJECT: Adoption of proposed Bylaw C-8064-2020 (South Springbank Area Structure Plan)

POLICY DIRECTION:

Direction for preparation of this Area Structure Plan (ASP) came from the Terms of Reference adopted by Council on October 11, 2016. The Plan has been prepared in accordance with Section 633 (1) of the Municipal Government Act (MGA). The Rocky View County / City of Calgary Intermunicipal Development Plan (IDP) and the County Plan (2013) also provide policy support for this proposed ASP.

EXECUTIVE SUMMARY:

The draft South Springbank Area Structure Plan (the Plan) is being proposed to guide future redesignation, subdivision, and development proposals within the Plan area. Council gave first reading to Bylaw C-8064-2020 on July 28, 2020. This ASP is the result of a review of the existing ASPs in the area: the Central, North, and Middle ASPs. The goal of the Springbank ASP review was to assess the current land use strategy in light of revised technical studies, community consultation, and growth projections. The result is two proposed ASPs: the South Springbank ASP, which consists of approximately 5,336 hectares (13,187 acres) of land, and the North Springbank ASP, which applies to approximately 5,260 hectares (13,000 acres) of land (Map 1, p. 6 of the proposed ASP).

In support of the ASP process, the County prepared five technical studies to comprehensively examine transportation, stormwater, environment considerations, water and wastewater feasibility, strategies and infrastructure requirements for both planning areas (both ASP areas). The technical policies of the Plan provide guidance for technical and infrastructure requirements as local plans, redesignations, and subdivisions are prepared.

The proposed ASP:

- Modernizes the vision, goals and land use strategy for the South Springbank community to align with current conditions, values and desired outcomes;
- Proposes a range of residential, institutional, and interface use development within the Plan area that would be complementary to existing and approved uses in the area;
- Provides for the continued development of the Springbank area as a unique residential community where acreages continue to be the main housing option with opportunities for cluster forms that promote the establishment of open space and pathway connections. Institutional uses would be carefully managed and predominantly centred on the Range Road 33 Community Core;
- Is consistent with the goals and policies of the Interim Growth Plan, Municipal Development Plan and the Rocky View County / City of Calgary IDP;
- Is feasible from a technical perspective; servicing options are available and would be further explored and solidified as development occurs;
- Provides strong policies to ensure appropriate interfaces and transitions between land uses both within, and external to the Plan area to mitigate potential land use conflicts between different land use types; and

Administration Resources

Jessica Anderson, Planning Policy

- Would not require a financial commitment from the County at this time; developers would fund necessary infrastructure costs, as per current County practice;

ADMINISTRATION RECOMMENDATION:

Administration recommends approval in accordance with Option #1.

BACKGROUND:

It has been over 15 years since Springbank's area structure plans were adopted. In that time, Springbank and neighbouring areas have continued to grow, and conditions have changed. In addition:

- The Rocky View County / City of Calgary Intermunicipal Development Plan was adopted on February 28, 2012;
- The Municipal Development Plan (County Plan) was adopted on October 1, 2013;
- The Terms of Reference for the Springbank ASP review were adopted on October 11, 2016
- The Terms of Reference were revised on May 23, 2017, to address impacts of the newly created Calgary Metropolitan Growth Board; and
- The Calgary Metropolitan Region Board adopted the Interim Growth Plan and the Interim Regional Evaluation Framework on October 4, 2018.

Currently, Springbank contains three area structure plans:

- The Middle ASP (adopted in 1998): addresses development in a quarter section surrounded by the Central Springbank ASP, located adjacent to and South of Lower Springbank Road, and east of Range Road 31.
- The South Springbank ASP (adopted in 1999): boundaries extend as far as Range Road 32 to the east, Range Road 35 to the west, Township Road 251 A to the South, and Township Road 245 to the south.
- The Central Springbank ASP (adopted in 2001): boundaries extend to the Bow River in the south, the Elbow River to the south, Calgary to the east and one mile west of Range Road 33. The TransCanada Highway bisects the plan area and Highway 8 touches its southeastern corner.

The goal of the review process was to develop an up-to-date plan(s) that respects the values of the community; accounts for current conditions; and aligns with related plans, policies, and studies that have been adopted since the original Springbank plans were completed.

During the review process, many important issues were considered, such as community identity, conservation, land use, housing options, economic development, local services, amenities, and infrastructure. As well, Administration considered whether to combine the three current Springbank Area Structure Plans into one.

Several of the key points outlined in the Terms of Reference were:

- Enhancing Springbank as a distinct residential growth area for the County with appropriate infilling of existing areas;
- Supporting development of a thriving regional business center and highway business development areas in accordance with the County Plan;
- Developing attractive gateways for major corridors and key entrances;
- Appropriately managing transitions between land use areas and city of Calgary development forms;
- Determining transportation corridors, including major and minor road connections in the Plan area; and

- Assessing available major infrastructure and utility systems including water, wastewater, and stormwater management systems.

The proposed South Springbank ASP aims to address each of these key points and provide appropriate policy to address them. If approved, the South Springbank ASP would provide policy guidance for the preparation of *local plans* (conceptual schemes and master site development plans) and subsequent applications for redesignation, subdivision, and development within the Plan area.

PLAN PREPARATION:

The Plan was prepared through a collaborative planning process that began early in 2016 and resulted in a draft Plan in May 2019. Landowners within the study area, stakeholders, and agencies such as Alberta Transportation were involved throughout Plan's development to provide feedback and input into the plan vision, goals, and policies.

A critical component of Plan preparation included the preparation of the technical studies to examine available servicing capacity, transportation requirements, and stormwater infrastructure. These studies were also made available for review and comment by landowners, residents, and stakeholders as part of the process.

PUBLIC ENGAGEMENT:

The County undertook public engagement over five phases; the focus of each phase is identified below:

- Phase 1 Project Launch: From November 2016 to February 2017, the project webpage was launched, a mail-out was sent to all Springbank addresses and an open house was held at the Heritage Club.
- Phase 2 Setting ASP Direction: From February to June 2017, the County held coffee-chat sessions to discuss areas for growth and preservation, boundary considerations and preferred engagement techniques. A workshop was held to examine priorities for transportation, conservation and servicing. The County scheduled a second round of coffee-chats due to positive feedback and community desire.
- Phase 3 Draft Vision, Objectives, and Land Use Scenarios: In June 2018, an open house was held to gain input on the vision, goals, and objectives together with three land use scenarios. Landowners were notified of the event and asked for input through a second mail-out along with the webpage and press releases. Feedback was requested through an online mapping tool and a survey.
- Phase 4 Draft Plan: In May 2019, a pre-release of the first draft was published on the County webpage. This was to ascertain initial feedback on the Plan's policies, while technical reports on servicing, transportation, and the environment were still being completed. Comments were invited in writing and through individual and group meetings. Appropriate feedback was incorporated into the draft alongside the subsequent technical analysis.
- Phase 5 Final Draft and Council: Finally, between May and December 2020, the final draft of the Plan and supporting technical studies were presented to the public. The final draft of the Plan was released publicly through the County webpage prior to taking the document forward for Council consideration. A public hearing was advertised for presentation of the Plan to Council, allowing public comment on the document.

PLAN CONTENT:

The planning process resulted in two complimentary ASPs that coordinate with each other, but are not dependent on one another. The proposed South Springbank ASP proposes a mix of residential development with institutional and complimentary commercial within the community core on Range Road 33, while the North Springbank ASP proposes a mix of business, residential, mixed use, and urban-

interface forms of development. This report focuses on the policies and uses of the South Springbank ASP.

Land Use Strategy

The Plan proposes a range of residential, institutional and interface forms of development, and appropriate interface and transitional policies to mitigate potential land use conflicts between different land use types. High quality design considerations, as well as appropriate gateway provisions, have also been incorporated into the policies of the Plan.

Residential

Approximately 4,551 hectares (11,246 acres) of land is proposed for residential development. These areas include existing country residential development, country residential infilling, and new areas for cluster and/or country residential development with increased open spaces, pathways, and centralized servicing.

Institutional

Approximately 292 hectares (722 acres) of land is proposed for institutional development, comprising the Community Core, south of the Highway 1/Range Road 33 corridor. The area already features a number of educational, community, and religious assembly uses, so future development in this area would be complimentary and supportive of a growing community core. Accompanying business and residential uses may be appropriate and considered with an emphasis on design, transitions, and active transportation.

Interface Area

Approximately 24 hectares (60 acres) of land is proposed for Urban Interface areas. These lands, by virtue of location, servicing potential, and adjacency to existing or planned developments, are expected to develop in the near future. These lands may be a mix of both Residential and Commercial, with detailed land use proposals, density, and form to be determined at the local plan stage. Residential density and form should be compatible with adjacent forms, creating transition areas to higher density where appropriate.

Appropriate implementation of the interface and design policies of the Plan would be important for the interface lands to minimize potential land use conflicts, and to ensure a desirable transition between adjacent City and country residential lands.

Special Planning Areas

There are four Special Planning Areas identified within the Plan area totaling 519 hectares (1,283 acres). These areas require special consideration given their location - adjoining the municipal boundary with the city of Calgary, and adjacent to the transportation corridors of Stoney Trail, or Highway 8. Taking into account their location within the Plan area, it is recognized that these areas may have the potential for a higher intensity of development compared to the country residential designation they previously held under the Central Springbank ASP. A mix of Commercial and Residential development is envisioned for the Special Planning Areas. Timelines for the planning and development of the Special Planning Areas will be dependent on several technical considerations and the ongoing coordination and collaboration with the City of Calgary.

Technical Support

Five technical studies were prepared to determine the feasibility of both ASPs:

- Springbank Area Structure Plan Servicing Strategy (water and wastewater);
- Environmental Constraints Review (environmental and wildlife);
- Springbank Master Drainage Plan (stormwater);
- Springbank Creek Catchment Drainage Plan (sub-catchment stormwater); and,

- Springbank Area Structure Plan Transportation Network Analysis (transportation).

The studies identify future infrastructure needs and the required upgrades to support the proposed land uses. As local plans are prepared by development proponents, detailed technical studies would be required to align with the above master studies. The studies were prepared for the entire study area to ensure comprehensive consideration of infrastructure, particularly for transportation and stormwater.

For this ASP, development of the area, as envisioned, is technically feasible. The transportation, servicing, and stormwater policies have been written to ensure appropriate, comprehensive implementation of infrastructure as development proceeds. Required infrastructure and servicing acquisition, construction, and upgrades would be the responsibility of the development proponent, who would also be required to pay all applicable County infrastructure levies. A general description of proposed infrastructure for the Plan area is provided below.

Transportation

The future transportation network for the Plan area is depicted on Map 09: Transportation Network of the Plan. The map and associated policies identify the ultimate road configuration to support full build, as well as the timing of future road upgrades and connectivity with the city of Calgary. As part of any local plan submission, a transportation impact assessment would be required to determine potential off-site road improvements required to facilitate the proposed development.

Given the Plan area's proximity to the provincial highway network, connectivity to the provincial highway system is an important component of the transportation policies. Future interchanges are identified along the Stoney Trail Corridor for development by Alberta Transportation. All local plan submissions would be required to accommodate any proposed changes to the provincial highway network.

Stormwater

The Springbank area is made up of several stormwater catchment areas, with four flowing South to the Bow River, and five flowing south towards the Elbow River. Both the Elbow and Bow Rivers are important water courses that support many uses; notably, the Elbow River is one of the most significant raw water supplies for the city of Calgary via the Glenmore Reservoir. The protection of important natural resources is imperative for the sustainable growth and development of not only of Springbank, but all downstream municipalities. The Springbank Master Drainage Plan was prepared to provide guidance for future development within the Plan area and details necessary infrastructure required to facilitate development in the Plan area. As part of local plan submissions, further sub-catchment plans that conforms to the MDP would be required.

The Plan's stormwater policies direct the development of stormwater management systems for the entire Plan's area, to ensure stormwater management would be undertaken in a comprehensive method that avoids the use of individual lot stormwater ponds or volume control measures. Low Impact Development and re-use of stormwater at the local plan level is also encouraged.

Utility Servicing

In support of the North and South Springbank ASPs, a technical assessment of water and waste water servicing options was completed. The key objective of the assessment was to determine if a cost effective servicing system(s) that provides efficient, economic, and sustainable municipal services to residents is feasible for the Plan area. The "Springbank Servicing Strategy" evaluated multiple servicing solutions and determined that there are cost effective and sustainable options available.

Potable water service would be provided through a combination of individual groundwater wells, existing and expanded water coop service areas, and expansion of the Calalta Waterworks service area. The study recommends a County-controlled water system, including reservoirs, distribution system infrastructure, and upgrades to Harmony's existing WTP to service lands in the northern portions of the Plan area.

Wastewater servicing would be accommodated through a combination of private septic systems, centralized systems serving new local plan areas, and a connection to Harmony's Wastewater Treatment Plant for some lands along the Highway 1 corridor and south into the Special Planning Areas. The study recommends a County-controlled wastewater system including gravity sewers, force mains, lift stations, and upgrades to the existing Harmony Wastewater Treatment Plant.

The proposed strategy is the most feasible utility system at the time of Plan writing; it demonstrates that cost effective servicing opportunities do exist in the Plan area to support the proposed land uses, and can be further explored by development proponents at subsequent development stages. The final utility system would be determined as part of the local plan preparation and would be funded by development proponents.

Plan Implementation

The proposed Plan contains a number of policies and actions to assist with implementation of the Plan as development proposals are received. Plan implementation policies primarily include direction for evaluating applications, continuing collaboration with the City of Calgary, and clear expectations of developers for infrastructure costs and funding requirements. Policies 20.4 and 20.17 of the proposed Plan clearly outline that the responsibility for front-end costs of transportation or utility service upgrades, both internal and external to a particular development, would be funded at the developers' cost.

Section 27 of the proposed Plan includes a number of policies to direct the ongoing collaboration with the City of Calgary as development occurs within the IDP areas.

POLICY DIRECTION AND SUPPORT:

The key policy direction for the South Springbank ASP is provided in the Interim Growth Plan, County Plan and the Intermunicipal Development Plan (IDP).

Calgary Metropolitan Region Board Interim Growth Plan (IGP)

The proposed Plan was evaluated in accordance with the Calgary Metropolitan Region Board's (CMRB's) Interim Growth Plan (IGP). The IGP provides guidance for the intensification or expansion of existing settlement areas and for the designation of employment areas in the Calgary Region. The IGP provides policy guidance to plan these types of developments through the preparation of statutory plans, such as an Area Structure Plan (ASP).

The IGP was prepared by the CMRB to guide land use, growth, and infrastructure planning on an interim basis, prior to the development and approval of the long-term Growth and Servicing Plan (expected March 2021). Any amendments to statutory plans prepared after January 1, 2018, must conform to the IGP. As the proposed South Springbank ASP is a statutory document, it was evaluated in accordance with the applicable policies of the IGP.

The IGP provides policies to guide planning and development based on the following development types:

- intensification and infill development in existing settlement areas;
- expansion of settlement areas;
- new freestanding settlement areas;
- country residential development; and
- employment areas.

The IGP requires statutory plans to be prepared for the above-listed development types, which is consistent with the direction of the County Plan.

The Springbank area is an *intensification and infill development in existing settlement areas* development type; specifically, a County Residential development settlement area. This development type shall be planned and developed to:

- a. achieve an *efficient use of land*;
- b. achieve higher *density development* in central core areas;
- c. accommodate residential and/or mixed-use *development* at a higher density than currently exists;
- d. provide for a mix of uses including *community services and facilities*, where appropriate; and
- e. make efficient and cost-effective use of existing and planned infrastructure through agreements with service providers.

The IGP provides policy direction on Intermunicipal collaboration in section 3.2.2; collaboration processes undertaken with the City of Calgary are detailed in Appendix D of the South Springbank ASP. In particular, Administration executed a structured engagement process that included notification and circulation of materials as the Plan was developed, meetings, site visits, workshop sessions, and data sharing. Administration provided all technical studies for review and comment, and revised both the draft Plan and technical studies to respond to comments received during circulation. The Intermunicipal aspect of the project and resulting Plan are consistent with the goals of the IGP to ensure coordination to collaborate on matters of regional significance.

Administration's assessment concludes that the proposed South Springbank ASP would fulfill the policy requirements of the IGP and that the proposed land use strategy aligns with the intent of the IGP direction for development types including intensification and infill areas.

County Plan

The County Plan identifies the Springbank area as a residential growth area and provides criteria for review of existing ASPs. These criteria include the consideration of alternative development forms, such as compact residential development, which retain rural character and reduce the overall development footprint on the landscape. The draft Plan considers each aspect of review and provides a modernized document that aligns the vision, goals, and land use strategy for the south Springbank community with current conditions, values, and desired outcomes.

Further, the County Plan recognizes the area around the Springbank Airport as being appropriate as a Regional Business Centre, and the area around the Highway 1/Range Road 33 as a Highway Business Area. Section 14 of the County Plan describes Regional Business Centres as areas that contain a concentration of commercial and/or industrial businesses, have efficient road connections to the provincial highway network, and have the potential to access servicing. The policies of the North Springbank ASP support the development of portions of that Plan area into a regional and highway business centre, as per the direction of the County Plan; it is complimentary to the South Springbank ASP and provides important employment opportunities. The South Springbank ASP is focused, in the short term, on residential and institutional forms of growth with opportunities for employment and increased residential densities in the longer term within the Special Planning Areas.

Rocky View County / City of Calgary Intermunicipal Development Plan

Further policy guidance for the development of the proposed ASP is also contained within the IDP. Map 4: Growth Corridors/Areas supports residential growth in Springbank being developed in accordance with the Rocky View 2060 Growth Management Plan (implemented through the County Plan) and other statutory and local plans. Map 2: Key Focus Areas identifies the lands in the proposed Special Planning Area 1 as a Key Focus Area where a concentration of employment opportunities may be appropriate over the longer term. Regional transportation, transit planning and interface planning with the City of Calgary will be essential. Special Planning Areas 2-4 will also initiate further consideration of these matters and a collaborative approach with City of Calgary.

The proposed Plan is consistent with the IDP and seeks to maintain a collaborative approach to matters of mutual interest through actions of the Plan, local plan requirements, future amendments to the Plan and related policy work on specific matters such as source water protection.



Despite fulsome engagement and collaboration with the City on the development of the Plan, The City does not support the Plan at this time. Details of the extended collaboration efforts are detailed in Appendix D of the North Springbank ASP, and the most recent feedback received from the City is included in Attachment 'D'. Administration has sought to incorporate the City's feedback into the development of the Plan where comments were material to cross-boundary matters and necessary to ensure compliance to the guiding statutory framework; Administration considers that the resulting policy additions and amendments ensure that specified concerns are appropriately mitigated.

CHANGES SINCE FIRST READING:

- Map 5: Land Use Strategy has been updated to identify the lands within the NE 20 as Urban Interface Area rather than Special Planning Area with Interim Uses. Policy affecting these lands has been strengthened so that prior to any development occurring on these lands, a local plan must be approved by Council with particular emphasis on design guidelines, sensitive transitions, the importance of community gateways, provision of servicing, transportation improvements and meaningful collaboration with the City on access and transition aspects;
- Map 9: Transportation has been updated to reflect revised roadway classifications and stronger east/west connections than previously shown. Details of the assessment are available in the updated Springbank Area Structure Plan Transportation Network Analysis report dated October 2020;
- Map 11: Water Servicing has been updated to reflect the Calalta Exclusive and Non-Exclusive Franchise Areas, which provide an important opportunity for piped water service in Springbank. Details of the assessment are available in the updated Springbank Area Structure Plan Servicing Strategy report dated October 2020;
- Section 8: Institutional and Community Services policy has been revised to consider complimentary residential uses in the community core, where appropriate. In response to feedback from residents, the local plan for the community core will be prepared by the County (rather than a landowner/developer) with emphasis on consultation with the landowners and the broader Springbank community. The local plan shall be developed along with detailed Design Guidelines for the Range Road 33 corridor;
- Minor text amendments to improve clarity and interpretation;
- Minor wording amendments to improve clarity and alignment with the Interim Growth Plan throughout the Plan.

All changes are detailed in Schedule 'A' of the Bylaw (see Attachment 'A').

PUBLIC SUBMISSIONS:

Public Hearing notices for the draft South Springbank ASP were sent to 2,952 properties within, and adjacent to, the proposed Plan area. Given that this ASP is adjacent to the city of Calgary, the community associations for adjacent communities were notified. Fifty three (53) letters were received in response and can be viewed in Attachment 'C'.

OPTIONS:

- Option #1: Motion #1 THAT Bylaw C-8064-2020 be amended in accordance with Attachment 'A'.
 Motion #2 THAT Bylaw C-8064-2020 be given a second reading, as amended.
 Motion #3 THAT Bylaw C-8064-2020, as amended, be referred to the Calgary Metropolitan Region Board for approval.
- Option #2: THAT Bylaw C-8064-2020 be refused.



Option #3: THAT alternate direction be provided.

Respectfully submitted,

Concurrence,

“Theresa Cochran”

“Al Hoggan”

Executive Director
Community Development Services

Chief Administrative Officer

JA/sl

ATTACHMENTS

ATTACHMENT ‘A’: Bylaw C-8064-2020 and Schedule “A”: South Springbank Area Structure Plan Redline

ATTACHMENT ‘B’: City of Calgary Comments February 3, 2021

ATTACHMENT ‘C’: Public Submissions