



COUNCIL REPORT

Springbank Area Structure Plan

Electoral Divisions: 1 & 2

File: 1015-550

Date:	October 2, 2024
Presenter:	Colt Maddock, Planner I
Department:	Planning

REPORT SUMMARY

The purpose of this report is to present the draft Springbank Area Structure Plan (ASP) for Council's consideration. The Springbank ASP project has been conducted in accordance with the Terms of Reference (TOR), first adopted by Council on October 25, 2016, and as amended at intervals to accommodate regional planning considerations and Council direction. Several ASP drafts have been developed throughout the life of the project that have not received support from either Council or the Calgary Metropolitan Region Board (CMRB).

The proposed Springbank ASP was created in accordance with Council's direction on May 28, 2024, to combine the existing Central Springbank, North Springbank, and Moddle ASPs into a single comprehensive document while keeping the direction of the existing land use strategies. The new ASP has been prepared in accordance with Section 633 of the *Municipal Government Act* (MGA) and in alignment with the policies set out within the Calgary Metropolitan Region Growth Plan (RGP), the Rocky View County / City of Calgary Intermunicipal Development Plan (IDP), and the Municipal Development Plan (County Plan).

Working within Council's previous direction to maintain the existing direction of the ASPs, Administration has provided additional and updated policies to reflect modern standards and planning practices, to ensure compliance with the Growth Plan, and to remove errors or inconsistencies found in the existing ASPs. Significant updates to the direction of the previous ASPs include:

1. The requirement for piped servicing of New Residential Area within the ASP.
2. Restricting new institutional uses to business areas and identified lands along Range Road 33.
3. Removal of support for new aggregate extraction operations within the ASP boundary.

Although Administration has collaborated with The City of Calgary (The City) throughout the ASP project and despite the draft ASP maintaining the existing land use strategy, a letter raising concerns on the document and lack of supporting technical studies was received on August 30, 2024. Specific concerns related to potential impacts on source water and The City's transportation network. The City's letter is attached to this report (Attachment B). Administration has incorporated several amendments to the draft ASP to accommodate The City's comments and continues to work with Calgary Administration.

If Council is supportive of adopting the draft ASP, Administration recommends that the Bylaw be referred to the CMRB for approval after second reading. The CMRB's Regional Evaluation Framework requires that all new ASPs be referred to the Board.

Where Administration is unable to resolve intermunicipal concerns prior to the public hearing, an alternate direction is included at the end of this report for Council's consideration; this motion would direct Administration to collaborate further with The City to address the objections raised.

Within draft Bylaw C-8568-2024, to adopt the new ASP, Administration has also included provision for rescindment of the three existing ASP bylaws (C-4927-98, C-5035-99, and C-5354-2001).

Springbank Area Structure Plan

ADMINISTRATION'S RECOMMENDATION

THAT Bylaw C-8568-2024 be given first reading.

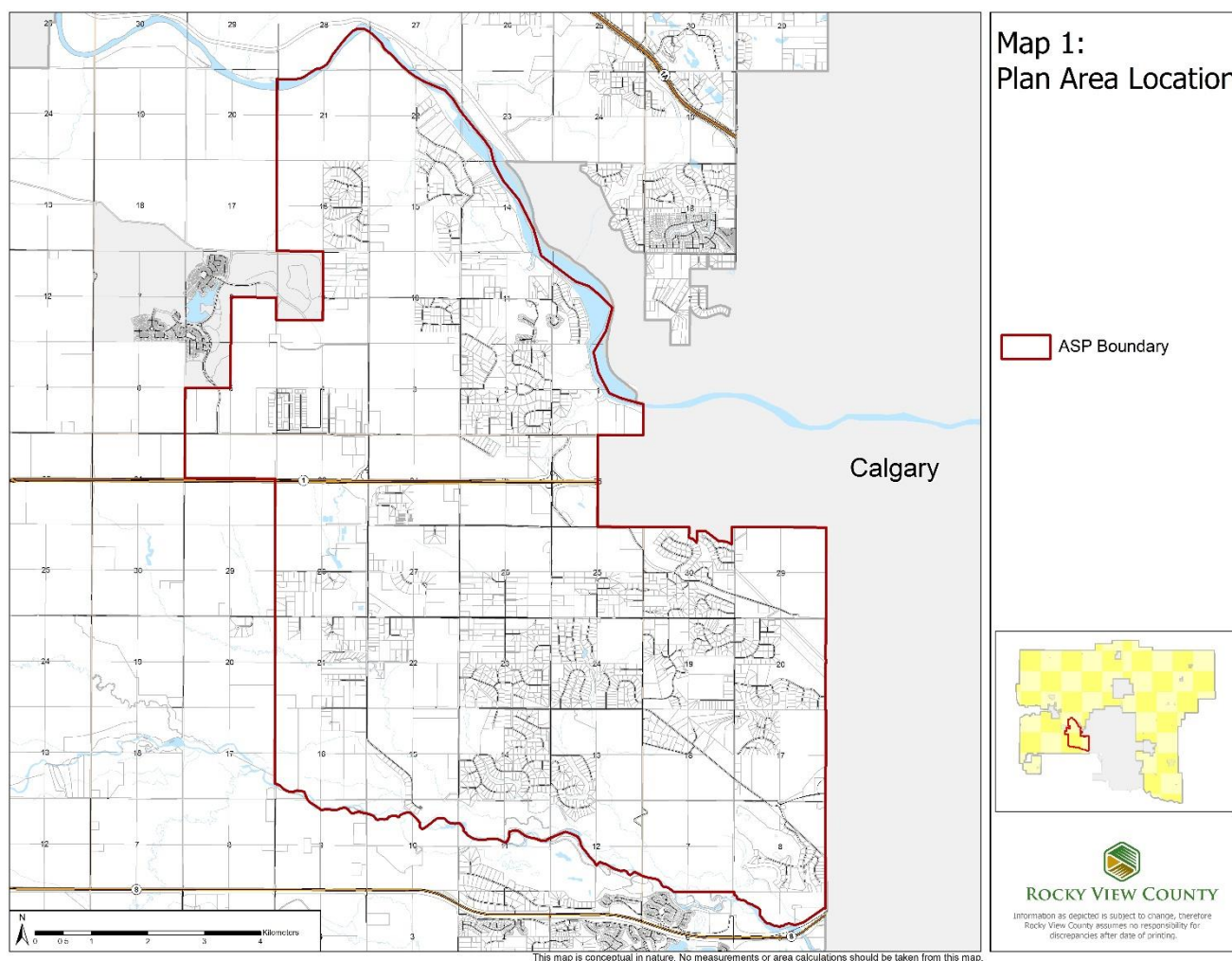
THAT Bylaw C-8568-2024 be given second reading.

THAT Bylaw C-8568-2024 be referred to the Calgary Metropolitan Region Board for approval.

BACKGROUND

Location

The Springbank ASP covers approximately 25,000 acres immediately west of Calgary between the Bow and Elbow Rivers.



Project Context

The Springbank ASP review project was first initiated on October 25, 2016, with the adoption of the TOR by Council. The objective of the project is to ensure that the Springbank area is guided by a planning document that reflects current community needs and the existing County and regional policy frameworks. The three existing ASPs covering the Springbank community were adopted more than 20 years ago, and several important County and regional statutory plans have been approved since that time.

Springbank Area Structure Plan

Following refusal of the previously proposed North and South Springbank ASPs by the CMRB in July 2021, Council gave direction in December 2021 to revisit the draft Springbank ASPs and to undertake further community engagement to help inform revisions to the plans.

In 2022, the County conducted further engagement on the 2021 North and South Springbank ASPs and provided an update to Council on the implications of the RGP in September of that year. Administration received direction from the Governance Committee in April 2023 to proceed with public engagement, which occurred in June 2023.

Following the 2023 public engagement, Administration presented several ASP revisions to the Governance Committee in January 2024 to further align with the community's vision. Noting continued concerns from many Springbank residents, the Committee provided direction to explore the feasibility of combining the existing ASPs into a single ASP while maintaining the land use strategies set out within the existing Central Springbank, North Springbank, and Moddle ASPs. Administration presented the feasibility report to Council on May 28, 2024, and was directed to prepare a new Springbank ASP combining the three existing ASPs:

[That Council directs] Administration to prepare a new Springbank Area Structure Plan that combines the Central Springbank, North Springbank, and Moddle ASPs while keeping the direction of the existing land use strategies.

Administration has prepared a colour coded version of the Springbank ASP to reference where a policy was carried forward from an existing plan or if the policy is new (Appendix E).

Intermunicipal and Agency Circulation (Attachment B)

The proposed Springbank ASP was circulated to all relevant agencies including The City of Calgary (The City) and Alberta Transportation and Economic Corridors (ATEC).

The City highlighted a range of high-level concerns on the draft ASP, and noted that detailed comments could not be provided until supporting technical studies are shared by the County including:

- A cumulative effects assessment to understand the impacts of overall growth on the environment, watershed, and source water quality.
- A transportation study to understand impacts on the ASP on The City's road network.
- Amendments to the County's 2016 Master Drainage Plan.
- Further information on the County's servicing strategy for the ASP.

Correspondence between The City and County is set out within Attachment B.

Landowner Circulation (Attachment C & D)

Notification of the public hearing was circulated to 2,785 properties located within the ASP boundary for the period from July 30, 2024, to August 29, 2024, in accordance with the MGA and Council Policy C-327. During this circulation period, one letter was received in opposition from outside the circulation area and no letters were received in support of the ASP. Administration notes that 27 letters were received providing comments on the ASP without indicating a clear position in support or opposition. Of those 25 letters, 8 were received from parties outside the circulation area.

ANALYSIS

Guiding Policy Framework

The proposed Springbank ASP is required to align with the higher-level policies and requirements of the South Saskatchewan Regional Plan, the RGP, the Rocky View County / City of Calgary IDP, and the County Plan.

Calgary Metropolitan Region Growth Plan

Springbank Area Structure Plan

The RGP identifies Springbank as a rural area outside of a Preferred Growth Area. Within rural areas the RGP supports the development of the Rural and Country Cluster Placetype under the policies of Section 3.1.5. The Rural and Country Cluster Placetype should be characterized by larger lot sizes, lower density and single detached housing. The maximum overall density supported by the placetype is 0.5 units per acre. The placetype encourages clustered patterns, where infrastructure and services can be provided, allowing for up to 80 dwelling units to be clustered at a density of 3 units per acre while maintaining an overall density of 0.5 units per acre.

The proposed ASP aligns with the Rural and Country Cluster placetype by supporting no more than 64 units per quarter section and a minimum allowable parcel size of 1.98 acres. The proposed ASP also carries forward policy from the Central Springbank ASP that provides the ability to propose reduced minimum parcel sizes of 0.99 acres if justified on the basis of open space, subdivision design, or environmental features. The proposed Springbank ASP supports an overall density within the Plan area of 0.5 units per acre.

The RGP supports the implementation of the Rural Employment Area placetype under the policies of Section 3.1.6. This placetype is intended to provide opportunities for smaller, lower service employment outside of a Preferred Growth Area in locations that are well connected to regional transportation infrastructure. This placetype is characterized by larger lot sizes, lower density lots, and lower levels of servicing. Rural Employment Areas shall not be located within 2 km of an urban centre.

The proposed Springbank ASP maintains support for the business areas identified in the existing ASPs, with policy supporting uses identified in the 'Commercial, Highway District' and 'Business, Recreation District' land use districts of the *Land Use Bylaw*.

Additionally, approximately 100 hectares (248 acres) within the Springbank Airport Interface may also support uses identified in the 'Commercial, Highway District' and 'Business' Recreation District' as well as aircraft hangars and ancillary buildings. Support for development of these lands is carried forward from the existing North Springbank ASP and is considered to align with the Employment Area policies of the Growth Plan, which acknowledges the Springbank Airport Employment Area as an Employment Area outside of a Preferred Growth Area.

As the proposed ASP requires that all new business uses connect to piped water and wastewater servicing, and identifies the infrastructure of existing service providers within and adjacent to Springbank, it is considered to meet the servicing requirements for Employment Areas set out within Policy 3.1.3.4 of the Growth Plan. Although not required by Growth Plan policies, the requirement for new country residential areas to also connect to piped servicing further demonstrates a commitment of the County to support the vision and objectives of the Growth Plan promoting source water and watershed protection, and efficient servicing.

Overall, Administration considers that the draft ASP aligns with all relevant Growth Plan policies.

Intermunicipal Development Plan (IDP)

The IDP includes policy regarding development interfaces between the two municipalities, coordination of utilities, transportation, open space and recreation, watersheds and source water.

The proposed Springbank ASP addresses the policy items of the IDP by:

- Maintaining the Special Planning Areas from the existing Central Springbank ASP to address development of appropriate interfaces with Calgary and the Springbank community.
- Modernizing and strengthening policy for the natural environment including considerations for wildlife corridors and habitat, wetlands and riparian areas.
- Strengthening requirements for business and residential development to connect to piped services to protect groundwater and the overall health of the Bow and Elbow River.
- Incorporation of policy to support implementation of the Springbank Master Drainage Plan for effective stormwater management.

Springbank Area Structure Plan

- Strengthening action items for the County to support and collaborate with municipal partners on watershed management.
- Modernizing and strengthening policy on integrated regional and local active transportation network and interconnected open space and policy committing to continued collaboration with Calgary on recreational amenities.
- Notwithstanding The City of Calgary's concerns raised in its letter of August 30, 2024, Administration considers that the draft ASP is in alignment with the IDP. Collaboration is continuing with The City in an attempt to identify any remaining concerns following the County's response on September 17, 2024.

Municipal Development Plan (County Plan)

The proposed Springbank ASP remains aligned with the County Plan which supports Springbank as a country residential community, with the Highway Business Area identified around the Highway 1 and Range Road 33 intersection, and the Springbank Airport identified as a Regional Business Centre.

Land Use Strategy

The proposed Springbank ASP provides for a continuation of the historical pattern of country residential development in Springbank by maintaining the residential policies of the Central Springbank ASP. Residential development is supported on approximately 21,300 acres of land within the Plan area and results in a projected population of 21,200 at build-out.

The proposed ASP also maintains support for the designated business areas supported within the existing ASPs.

Administration notes that some changes to the land use strategy were implemented to reflect the community's vision, and to reduce implementation challenges and inconsistencies identified between the existing ASP policies. These include changes to the following items:

- **Residential Policies:** The Central Springbank ASP policies have been applied to the North Springbank residential areas to provide policy consistency within the proposed ASP. The existing North Springbank ASP simply refers residential policy to the MDP, which does not contain detailed guidance on residential development.
- **Aggregate Extraction:** The ASP proposes that no new aggregate resource extraction operations shall be approved within the Plan area.
- **Institutional and Community Uses:** The institutional policies of the existing Central Springbank ASP do not have locational criteria, and development applications for institutional use could be supported throughout the plan area. The proposed ASP identifies areas where institutional use may be supported to provide more certainty of where these uses would develop. Institutional and community service use is focused along Range Road 33 as community feedback suggested that many consider this corridor to be the centre of community activity.

Technical Items

The draft Springbank ASP is supported by the following technical studies:

- Environmental Constraints Review (September 2019);
- Springbank Master Drainage Plan (April 2016); and
- Springbank Creek Catchment Drainage Plan (December 2015).

The Environmental Constraints Review identified a range of environmental features including environmentally significant areas, slopes over 15%, environmental reserve lands, riparian policy areas and wetlands. This information was used to inform development, wildlife corridor and natural environment policies of the proposed ASP.

The drainage plans offer important recommendations to manage stormwater runoff from future development and identify existing drainage issues. These studies identify potential constraints to

Springbank Area Structure Plan

development and provide guidelines to developers and the County to decrease the likelihood of flooding and other impacts from increased development runoff. These studies inform the stormwater policies and the recommendations are implemented by the ASP.

Water and wastewater servicing and transportation studies are also often completed to support proposed ASPs; however, these were not directed by Council to be completed in updating the draft plan, nor are they considered to be required to meet statutory requirements. As the new ASP maintains the direction of the existing land use strategy, Springbank will continue to develop as it has in the past; pockets of low-density residential development around existing development, and business development limited to existing or previously identified areas.

Although an updated servicing study and strategy is not considered to be required to support the draft ASP, the Plan does show existing service providers in and adjacent to the ASP which could provide piped servicing to the community. For business, institutional, and New Residential areas, each development proposed would be required to demonstrate an effective and efficient servicing strategy through the application approval process starting at the local plan stage.

Regarding a transportation study, given the lack of substantive changes to the land use strategy from the existing Springbank ASPs, the County’s Long-Range Transportation Network model is referred to in the ASP. This model is maintained by the County to support the Transportation Off-Site Levy program and was most recently updated in 2023.

Existing Area Structure Plans

If the Springbank ASP is approved by Council and the CMRB, draft Bylaw C-8568-2024 includes provision to rescind the three existing ASPs currently in place.

COMMUNICATIONS / ENGAGEMENT

Extensive public engagement has been conducted for the Springbank ASP review project since its initiation in 2016. Below is a brief synopsis of the engagement conducted following refusal of the previously proposed North and South Springbank ASPs by the CMRB in July 2021:

- March – May 2022: Comprehensive engagement program including a workshop style open house, a series of coffee chats, online survey and written submissions.
- June – July 2023: Comprehensive engagement program including focus group sessions, an open house, online survey, written submissions and one-on-one meetings with interested parties.
- July 2024: Two one-and-a-half hour online sessions during the public circulation period to inform of the proposed ASP and answer questions.

The public hearing was advertised in accordance with the requirements of the MGA.

IMPLICATIONS

Financial

No financial implications have been identified at this time.

STRATEGIC ALIGNMENT

Key Performance Indicators			Strategic Alignment
Thoughtful Growth	TG1: Clearly defining land use policies and objectives for the County –including types, growth rates,	TG1.2: Complete Area Structure Plans (ASPs) in alignment with the Regional Growth Plan and Council priorities	The proposed Springbank ASP has been prepared in alignment with the Growth Plan and as directed by Council.

Springbank Area Structure Plan

Key Performance Indicators			Strategic Alignment
	locations, and servicing strategies		
Thoughtful Growth	TG2: Defined land use policies and objectives are being met and communicated	TG2.3: Statutory plans that align with the Regional Growth Plan and receive an approval recommendation from Calgary Metropolitan Regional Board (CMRB) Administration	The proposed Springbank ASP has been prepared in alignment with the Growth Plan.

ALTERNATE DIRECTION

If Administration is unable to resolve all remaining concerns raised by The City of Calgary, Council may wish to consider the substance of the issues and refer the draft Bylaw back to Administration to allow for further collaboration with The City. It is noted that to address the comments received initially from The City, further technical studies may be required.

THAT Bylaw C-8568-2024 be referred to Administration to conduct further collaboration with The City of Calgary; and

THAT Administration report back to Council on the outcome of intermunicipal discussions before the end of Q4 2024.

ATTACHMENTS

- Attachment A: Bylaw C-8568-2024
- Attachment B: Agency Responses
- Attachment C: Landowner Circulation Map
- Attachment D: Public Submissions
- Attachment E: Draft Springbank ASP With Colour-Coded Policy

APPROVALS

Manager:	Dominic Kazmierczak
Executive Director/Director:	Matt Boscariol
Chief Administrative Officer:	Byron Riemann