



PLANNING POLICY

TO: Council
DATE: April 13, 2021 **DIVISION:** 3
TIME: Afternoon Appointment
FILE: 04736002/6011 **APPLICATION:** PL20200084-3-7
SUBJECT: Highway 1 / Old Banff Coach Road Proposal

APPLICATIONS:

- Bylaw C-8120-2020 (PL20200087) To amend the Central Springbank Area Structure Plan to provide for the proposed Highway 1 / Old Banff Coach Road Conceptual Scheme.
- Bylaw C-8121-2020 (PL20200083) To adopt the Highway 1 / Old Banff Coach Road Conceptual Scheme to provide a policy framework to guide future redesignation, subdivision and development proposals within a portion of SW-36-24-03-W05M.
- Bylaw C-8122-2020 (PL20200084) To redesignate the subject lands from Agricultural, General District to Direct Control District to accommodate a mixed commercial development and Residential, Mid-Density Urban District to accommodate the development of a residential community within the eastern portion of the lands.

GENERAL LOCATION: Located at the southeast junction of Highway 1 and Range Road 31, directly bordering the city of Calgary.

LAND USE DESIGNATION: Agriculture, General District.

EXECUTIVE SUMMARY: Council gave first reading to Bylaw C-8120-2020, Bylaw C-8121-2020, and Bylaw C-8122-2020 on December 22, 2020. The applications are consistent with the relevant policies of the Interim Growth Plan, Rocky View County / City of Calgary Intermunicipal Development Plan, County Plan, and the Central Springbank Area Structure Plan.

ADMINISTRATION RECOMMENDATION: Administration recommends approval in accordance with Option #1.

OPTIONS:

Option #1:

ASP Amendment

- | | |
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| Motion #1 | THAT Bylaw C-8120-2020 be amended in accordance with Attachment C. |
| Motion #2 | THAT Bylaw C-8120-2020 be given second reading, as amended. |
| Motion #3 | THAT Bylaw C-8120-2020, as amended, be referred to the Calgary Metropolitan Region Board for approval. |

Conceptual Scheme Adoption

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| Motion #4 | THAT Bylaw C-8121-2020 be amended in accordance with Attachment D. |
| Motion #5 | THAT Bylaw C-8121-2020 be given second reading, as amended. |

Administration Resources

Jessica Anderson, Planning Policy



Motion #6 THAT Bylaw C-8121-2020, as amended, be referred to the Calgary Metropolitan Region Board for approval.

Land Use

Motion #7 THAT Bylaw C-8122-2020 be amended in accordance with Attachment E.

Motion #8 THAT Bylaw C-8122-2020, as amended, be given second reading.

Motion #9 THAT Bylaw C-8122-2020, be referred to the Calgary Metropolitan Region Board for approval.

Option #2: That applications PL20200087, PL20200083 and PL20200084 be refused.

AIR PHOTO & DEVELOPMENT CONTEXT:



APPLICATION EVALUATION:

The application was evaluated based on the technical reports submitted with the application and the applicable policies and regulations.

| APPLICABLE POLICY AND REGULATIONS: | TECHNICAL REPORTS SUBMITTED: |
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| <ul style="list-style-type: none"> • <i>Municipal Government Act</i>; • Rocky View / City of Calgary Intermunicipal Development Plan; • County Plan; • Central Springbank Area Structure Plan; • Land Use Bylaw; and • County Servicing Standards. | <ul style="list-style-type: none"> • Geotechnical Report prepared by McIntosh Lalani Engineering Ltd. dated August 17, 2020; • Transportation Impact Assessment prepared by Stantec Consulting Ltd. dated August 14, 2020; • Old Banff Coach Road – Regional Network Analysis prepared by Stantec Consulting Ltd. dated December 9, 2020; • Transportation Infrastructure Trigger Analysis prepared by Stantec Consulting Ltd. dated April 1, 2021; • Conceptual Scheme Sub-Catchment Master Drainage Plan prepared by Stantec Consulting Inc. dated August 26, 2020; • Biophysical Impact Assessment prepared by Golder dated April 22, 2020. |



POLICY ANALYSIS:

Interim Growth Plan (IGP)

The IGP includes key Region-Wide Policies on collaboration (3.2.2), and sourcewater protection (3.2.3) to be considered for new ASP's and amendments to existing ASP's. The proposed ASP amendment is site-specific in this case; therefore, the Applicant has addressed these matters through specific policies in the proposed Conceptual Scheme; the Conceptual Scheme would be appended to the ASP and in doing so would be considered part of the statutory requirements set out within the ASP.

The proposal is considered within the Intensification and Infill Development Type and Employment Area policies within section 3.4 of the IGP as it achieves higher density in central core areas, provides for mixed-use areas, and utilizes existing infrastructure.

The proposal is consistent with the Mobility Corridors policies in Section 3.5; the proposal sufficiently demonstrates that the proposed land use, built form, and density optimizes the proximity and adjacency to regionally significant mobility corridors. The proposal also provides mitigation measures and policies to address identified/potential adverse impacts on regionally significant mobility corridors. Specifically, policies 4.1.5 and 4.1.6 of the proposed Conceptual Scheme which require that required upgrades are implemented at time of development.

Per Section 4, submission criteria, of the Interim Regional Evaluation Framework, a Municipality shall refer to the Board:

- c) All amendments to MDPs, IDPs, ARPs and ASPs proposing employment areas and/or 50 or more new dwelling units;*

Policy 2.3.2.2 b) of the Central Springbank ASP require that all concept plans be appended to the ASP by amendment to the ASP; therefore, the proposal will be referred to the Board following second reading of the bylaw.

Rocky View / City of Calgary Intermunicipal Development Plan (IDP)

The subject lands are identified in Map 1: Plan Area and Map 4: Growth Corridors/Areas as a residential growth corridor for the County. Per policy 8.1.2, County growth corridors should be developed in accordance with relevant statutory plans. Map 2: Key Focus Areas identifies the lands as a Key Focus Area, where utilization of existing transportation infrastructure and creating employment opportunities should be examined. The proposal is consistent with these policies of the IDP.

Section 6.0 of the IDP provides policies around interface planning including transition tools to mitigate impacts and provide appropriate transitions. The proposal has incorporated site-specific, appropriate tools to manage the transitions between County and City developments.

In accordance with section 15 of the IDP, the application was circulated, along with supporting technical information, to The City of Calgary for comment. The City's full response is included in Attachment 'B', but generally, it has expressed opposition to the application proceeding at this time, with particular concerns on impacts to City infrastructure and services, and on source water protection.

County Plan

The subject lands are identified as a residential growth area within an existing area structure plan in Map 1: Managing Growth, of the County Plan. The proposal contemplates a new Highway Business Area in accordance with section 14.11 of the County Plan. The County Plan provides for new Highway Business Areas, in addition to those identified in Map 1, and sets criteria for their consideration. This criteria has been evaluated and incorporated into the policies for this application.

Highway Business Areas are intended to take advantage of the provincial highway system. They are of limited size and should be located in proximity to highway intersections and interchanges. The



purpose of a Highway Business Area is to contribute to the County's fiscal goals, provide destination commercial and business services, provide services to the traveling public, and offer local employment opportunities. The proposal is consistent with the intent of Highway Business Areas.

Central Springbank Area Structure Plan

The Central Springbank ASP was adopted in 2001 and does not reflect current growth and development conditions in the Springbank area, as supported by the County Plan; therefore, it did not plan for the development of business uses at the Highway 1 and Old Banff Coach Road intersection at the time. Considering the age of the plan, the County has prepared a draft ASP (the North Springbank ASP) that is intended to replace the Central Springbank ASP in part, and that provides for business uses along the Highway 1 corridor. Council has given second reading to the draft North Springbank ASP and the Plan has been submitted to the Calgary Metropolitan Region Board for approval.

Due to the uncertainty regarding the timing of adoption of the North Springbank ASP, the Applicant is proposing that this Conceptual Scheme would be appended to the Central Springbank ASP. Minor mapping and text amendments are also proposed to the ASP to facilitate the development of commercial and ancillary residential development.

The amendments proposed are minor within the overall context of the ASP; the proposal for commercial uses and higher density residential is also considered compatible with the overall land use strategy of the Plan. Finally, the amendments are in alignment with higher order policy provided within the IGP, IDP and County Plan.

ASP AMENDMENT OVERVIEW:

A full red-lined version of the Central Springbank ASP has been provided in Attachment C, with a summary of the proposed amendments provided below:

- Map edits to modify the lands from primarily a residential area to a part commercial/part residential area;
- Edits throughout the document to reflect the facilitation of commercial and residential development at the site; and,
- Amendments to Chapter 2.10 - Business Development to allow for commercial development.

CONCEPTUAL SCHEME OVERVIEW:

The Highway 1 / Old Banff Coach Road Conceptual Scheme provides a comprehensive framework to guide and evaluate future redesignation and subdivision applications. It also describes development details pertaining to land use, transportation, reserves, pathways, development standards (commercial), utilities and implementation.

Site Context

The subject lands are approximately 115 acres in size and consists of two (2) parcels that are currently designated as Agricultural, General. Surrounding sites to the south and west are also zoned agricultural. Lands to the east, within the city of Calgary, are designated S-FUD (Special Purposes – Future Urban Development District) under the City Land Use Bylaw (LUB) and fall under the West View ASP that was recently adopted by the City of Calgary on February 24, 2020. The lands to the east are also owned by the Applicant and are being planned concurrently (through the preparation of an Outline Plan) with this Conceptual Scheme. The subject lands are currently occupied by a private cattle ranching operation located within the southwest corner of the parcel, with the remainder of the site undeveloped.



The site is gradually sloped lowering towards the northwest corner of the site. An existing low point with a drainage culvert is present under the Highway 1 and the site currently drains northward along a natural drainage and ultimately discharging to the Bow River. The drainage culvert is located at an existing low point and collects overland drainage from the existing lands along the north boundary.

Proposed Land Use Concept

The Conceptual Scheme proposes the development of the site for commercial and residential uses, with single-family residential development located within the eastern portion of the site, integrating with similar residential development proposed within the parcel to the east, and transitioning to commercial development within the central and western portions of the site.

For the residential areas of the Conceptual Scheme, a Mid-Density Urban District (R-MID) is proposed. The R-MID district is proposed to provide a similar lot and housing types and density with the adjacent West View development. The proposed density is higher than other areas within the County however, the proposal provides a seamless transition with the proposed urban residential development to the east and maximizes density in proximity to the regional commercial development proposed on the western portion.

For the commercial areas of the site, a Direct Control (DC) district is proposed that is based on the Commercial, Regional District (C-REG) of the County's Land Use Bylaw. The DC district is proposed to facilitate the uses permitted under the C-REG district, with a modification to the minimum parcel size down to two (2) hectares and the inclusion of additional uses to align with the vision of the Conceptual Scheme. The DC district will also incorporate a privately operated storm pond through a sub-area of the DC referred to as 'Special Area A'. The extent of land required to accommodate the storm pond will be confirmed at the subdivision stage. The proposed land use districts are consistent with the intended size and use of the parcels and align with the Land Use Bylaw.

Reserves and Pathways

The Conceptual Scheme proposes a regional path along the south side of the east-west internal collector roadway providing a connection for pedestrians and cyclists from the proposed West View development. This would allow for a future connection to the proposed north-south trail identified in the *Active Transportation Plan: South County* to be achieved through road widening along Old Banff Coach Road. Sidewalks are also provided on both sides of the internal north-south collector roadway, providing additional pedestrian access to Old Banff Coach Road. The public pathway network will also be supported by the development of a supporting pathway network within the commercial portions of the site. This network of pathways within the commercial parcels will link to the public path network including the regional pathway where practical.

Transportation and Access

Access is proposed to be provided via three (3) new access points onto Old Banff Coach Road. These access locations are proposed following completion of the Old Banff Coach Road Network Analysis. Two (2) of the proposed access points onto Old Banff Coach Road involve interim and ultimate configurations, with specific requirements to be addressed at the subdivision stage. The ultimate configuration also allows for potential future closure of the diagonal segment of Old Banff Coach Road and integration of the adjacent landholding (portion of SW1/4 36-24-3-5) with the site.

The County and Alberta Transportation are proposing to exchange ownership of the road right of ways for Township Road 245 (currently owned by the County) and the diagonal portion (from Range Road 31 to Township Road 245) of Old Banff Coach Road (currently owned by Alberta Transportation) in order to facilitate the ultimate configuration. The proposed internal road system is consistent with County Servicing Standards. The road system has also been designed with the possibility of transit connectivity where a wider transit system is realized through future development.



Wastewater Servicing

Sanitary servicing for the Conceptual Scheme is proposed to be provided by connection to a new wastewater lift station north of Highway 1 conveying flows to the Harmony Wastewater Treatment Plant.

Water Servicing

Water supply for the Conceptual Scheme is proposed to be provided via extension of services from the existing Harmony Water Treatment Plant.

Stormwater Management

Stormwater runoff generated within the site will be captured by a single stormwater pond proposed to be centrally located along the northern boundary of the site. A Staged Master Drainage Plan (SMDP) will be prepared at the subdivision stage to determine the design requirements (and associated land area required) to facilitate this pond. The stormwater pond will discharge to an existing culvert crossing Highway 1 before draining to an existing drainage ravine that connects to the Bow River. The stormwater pond is intended to be privately owned and operated by the utility service provider currently supporting the Harmony Community.

LAND USE REDESIGNATION:

For the residential component of the plan, the Applicant has proposed the Residential, Mid-Density Urban District that accommodates a diverse range of low to medium density residential housing types in an urban setting, such as Hamlets and comprehensively planned areas. Parcel sizes may range from 0.06 acres to 0.22 acres in size.

For the commercial component, the Applicant has proposed a direct control district based on the Commercial, Regional District in the Land Use Bylaw. The purpose and intent of this District is to accommodate large-scale commercial development including a combination of shops, services, offices, entertainment, accommodation, institutional, and mixed-use buildings, serving the needs of a regional clientele.

Both districts appropriately implement the land use proposal in the conceptual scheme.

ADDITIONAL CONSIDERATIONS:

None.

Respectfully submitted,

Concurrence,

"Brock Beach"

"Al Hoggan"

Acting Executive Director
Community Development Services

Chief Administrative Officer

JA/sl



ATTACHMENTS

ATTACHMENT 'A': Application Information

ATTACHMENT 'B': Application Referrals

ATTACHMENT 'C': Bylaw C-8120-2020 and Schedules A & B

ATTACHMENT 'D': Bylaw C-8121-2020 and Schedule A

ATTACHMENT 'E': Bylaw C-8122-2020 and Schedules A & B

ATTACHMENT 'F': Map Set

ATTACHMENT 'G': Public Submissions

ATTACHMENT 'H': City of Calgary Letter dated February 5, 2021