



PLANNING POLICY

TO: Council
DATE: May 11, 2021 **DIVISION:** 2
TIME: Morning Appointment
FILE: 1013-220 **APPLICATION:** N/A
SUBJECT: Adoption of proposed Bylaw C-8111-2020 (Elbow View Area Structure Plan)

POLICY DIRECTION:

Direction for preparation of this Area Structure Plan (ASP) came from the Terms of Reference adopted by Council on February 11, 2020; the ASP has been prepared in accordance with that Terms of Reference and with Section 633 (1) of the *Municipal Government Act* (MGA). The Plan was assessed against the Interim Growth Plan, Rocky View County / City of Calgary Intermunicipal Development Plan, and the County Plan.

EXECUTIVE SUMMARY:

The draft Elbow View 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-8111-2020 on December 22, 2020. The Elbow View ASP (the ASP) has been prepared by a landowner's group following Council's direction in early 2020. The ASP presents a new compact community along the Highway 8 Corridor, approximately 6.45 kms from the western boundary of the city of Calgary. The ASP provides a mixture of residential, commercial, and employment uses, as well as community and recreation services that will serve not only the new residents in the ASP area, but also provide services and amenities for the surrounding communities.

In support of the ASP process, the proponent prepared four technical studies to comprehensively examine transportation, stormwater, environment considerations, water, and wastewater feasibility, strategies and infrastructure requirements for the area. The technical policies of the Plan provide guidance for technical and infrastructure requirements as local plans, redesignations, and subdivisions are prepared.

The Plan was assessed against the Interim Growth Plan, Rocky View County / City of Calgary Intermunicipal Development Plan, and the County Plan. Overall, Administration finds that direction for growth in this area is provided within the County Plan and the draft Municipal Development Plan (MDP), which is not yet adopted. Therefore, Administration recommends the Plan be tabled until adoption of MDP has occurred.

ADMINISTRATION RECOMMENDATION:

- Administration recommends approval in accordance with Option #1.

Administration Resources

Jessica Anderson, Planning Policy

BACKGROUND:

The Elbow View ASP (the ASP) has been prepared by a landowner's group following Council's direction in early 2020. The ASP represents a new compact community along the Highway 8 Corridor; creating a contiguous planned area from the western boundary of the city of Calgary. The ASP provides a mixture of residential, commercial, and employment uses, as well as community and recreation services that will serve not only the new residents in the ASP area, but also provide services and amenities for the surrounding communities that are presently lacking.

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

- Analyzing existing development within and adjacent to the Plan area to discover development opportunities and constraints;
- To outline appropriate and compatible land uses and density of future development;
- Preparation of a Land Use Strategy and possible sequencing of development;
- Completion of high level technical reviews to support the land use strategy and identify requirements for subsequent planning phases, specifically transportation, servicing and environmental desktop review.

The proposed Elbow View ASP aims to address each of these key points and provide appropriate policy to address them. If approved, the Elbow View 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 2020 and resulted in a draft Plan in fall 2020. Landowners within the study area, stakeholders, Tsuu'ina Nation, and agencies such as Alberta Transportation were involved throughout the Plan's development to provide feedback and input into the plan vision, goals, and policies.

A critical component of plan preparation included the development of supporting 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 proponent undertook public engagement over two phases; the focus of each phase is identified below:

- Phase 1: May 25 to June 8, 2020

Surveys were advertised via roadside signage, targeted Facebook advertisements, and through the County mailing lists. Additionally, over 30 local area landowners and stakeholder groups were informed through direct email correspondence and phone calls. The purpose of the Phase 1 engagement was to provide a forum for public feedback on the draft goals and vision, demonstrate how the draft concept evolved, and garner responses to the draft land use concept.

- Phase 2: late October and throughout November, 2020

Phase 2 engagement focused on a review of a draft of the Elbow View ASP policies, mapping and directions. The online surveys garnered significant attention, with over 500 respondents, and a number of County residents also reaching out directly to the Project Team via e-mail and phone call. The participants varied in their geographic location, with the highest proportion



self-identifying as living in or owning land within the Elbow View ASP Boundary (over 50%), or living in an adjacent community (over 20%).

Finally, between November 2020 and May 2021, 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 ASP to Council allowing public comment on the document.

PLAN CONTENT:

The proposed Elbow View ASP proposes a variety of residential, mixed use and commercial areas that are integrated into the natural landscape, flexible enough to respond to the evolving needs of future residents, and efficiently and actively connected to the surrounding landscapes and communities.

Land Use Strategy

The Plan covers an area of approximately 2,200 acres (890 hectares) and proposes a range of residential, commercial and mixed-use forms of development. The Plan proposes 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 567 hectares (1,400 acres) of land is proposed for residential development. The development is intended to result in a number of well-balanced neighbourhoods, with a variety of housing types and sizes, to accommodate residents in various stages of life. Residential development will be mainly single family homes. However, the ASP supports the opportunity to consider other housing types and densities that are carefully planned and in keeping with the character of the Elbow View area. Lower density development will provide appropriate transitions from neighbouring communities on the periphery of Elbow View, with increasing densities promoted generally towards the interior of the Plan area. Residential development will be designed to provide significant parks and open spaces, and pathway and trail networks, to actively connect the entire Plan area through a linked green system. Some smaller concentrations of density and small format retail opportunities are promoted to support everyday life. Additional community supportive amenities uses will also be found in the residential area, including schools, recreation facilities, libraries, and health services, among others. The residential portion will support a population of 10,000 to 18,000 upon build-out, with a gross density of 2-4 units per acre.

Core

Approximately 20 hectares (50 acres) of land is proposed for the Core areas which will provide opportunities for gathering spaces and built environments, such as small town main streets, and new Village Centres that overlook the Elbow River and the interconnected internal open space network. The Core areas will act as the social and commercial hubs of the Elbow View community, with a focus on smaller retail and commercial opportunities. Higher density housing options, including duplex/semi, row houses, multiple units/apartments, seniors housing and mixed use developments will provide for a connected and active town centre that is supported by local retail and employment opportunities.

Commercial

Approximately 20 hectares (50 acres) of land is proposed for commercial development to provide the transition between Highway 8 and the Elbow View community. The primary focus is to provide larger commercial and employment opportunities that will support local and regional residents; however the Commercial area will also provide appropriate housing opportunities and will act as the main community entranceway. The Commercial area will provide safe and efficient roadway and active



transportation network transitions and connections from Highway 8, through the Commercial area, and into adjacent land use areas. A primary function of the Commercial area is to provide a practical transition from the Highway into the Core and Residential areas of the Plan.

Natural Environment / Parks and Open Space

Approximately 214 hectares (530 acres) is set aside for natural areas, parks and open spaces. The natural environment represents land with the most sensitive and naturally existing ecological conditions, such as the floodway of the Elbow River, steep the slopes of the Elbow River Valley, and crown claimed lands. These lands will remain undeveloped in a naturalized state and may accommodate pathways and passive recreation opportunities. Parks and open spaces represent land that play an important ecological function, but are not considered part of the most environmentally sensitive land within the ASP area. These areas can accommodate paths, trails, parks and supportive recreation infrastructure, in addition to playing a key role in the management of surface water for the community through utility lots integrated with the open space areas.

Technical Support

Four technical studies were prepared to support the ASP:

- Water and Wastewater Servicing Options Study;
- Desktop Environmental and Historical Baseline Assessment;
- Stormwater Servicing Options Study; and,
- Transportation Servicing Options Study.

The studies identify future infrastructure needs and required upgrades to support the proposed land uses based on preliminary assumptions. As local plans are prepared by development proponents, detailed technical studies would be required to align with and solidify the above master studies. The studies were prepared for the entire study area to ensure comprehensive consideration of infrastructure, particularly for transportation and stormwater. The technical policies of the ASP have been aligned to facilitate comprehensive implementation.

For the Elbow View ASP, the envisioned development of the area is technically feasible. The transportation, servicing, and stormwater policies have been written to ensure the appropriate technical design and 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 11: Transportation Strategy of the ASP. 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 Highway 8. As part of a *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 at Range Roads 32, 33 and 34. The future development of these interchanges would be determined in collaboration with Alberta Transportation. All *local plan* submissions would be required to accommodate any proposed changes to the provincial highway network.

Stormwater

Stormwater servicing will be provided by dual drainage, consisting of a minor and major system. The minor system will be located underground or as ditches and the major system will be overland.



Conceptual stormwater servicing for the Elbow View ASP is shown in Map 13. Stormwater infrastructure will consist of linear and pond storage facilities to meet stormwater quantity and quality requirements. The conceptual stormwater assessment was based on information from surrounding master drainage plans. At the local plan stage, a stormwater master drainage plan will be developed to provide recommendations on release rates, volume control targets, and water quality measures for the ASP area, as directed by the Plan's policies. Exact alignment and extents of the stormwater servicing system will be determined at subdivision, based on further detail provided by local plans with the sub-catchment Master Drainage Plan.

The Elbow View area is made up of several storm water catchment areas flowing north towards the Elbow River. The Elbow River is an important water course that supports many uses. The protection of this important natural resource is imperative for the sustainable growth and development of not only of the County, but all downstream municipalities.

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

Utility Servicing

In support of the Elbow view ASP, a technical assessment of water and wastewater 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 "Water and Wastewater Servicing Options Study" evaluated multiple servicing solutions and determined that there are cost effective and sustainable options available.

Potable water servicing will be provided by on-site treatment and distribution, with raw water sourced from the Elbow River. A raw water intake will run from the Elbow River to raw water storage facilities, for routing to a water treatment plant, providing bulk water storage and distribution throughout the Elbow View area. The treatment plant will also allow for modular upgrades based on growth within the plan area. Conceptual water servicing for the Elbow View ASP is illustrated on Map 12.

The following three wastewater servicing options are viable for the Elbow View ASP. Each of these would facilitate a piped service to the entire Plan area.

- Option 1: onsite collection with onsite treatment, returning to the Elbow River;
- Option 2: onsite collection with offsite routing for treatment via the Harmony facility, and treated effluent returning to the Elbow River in the County; and
- Option 3: onsite collection with offsite routing for treatment via the Bonneybrook facility, returning to the Bow River in The City of Calgary.

Determination of the preferred option will be achieved through additional consultation between the County, applicants, and The City of Calgary. The preferred option will be established in the initial local plan and through agreements with all relevant parties. Map 12 describes the general options for wastewater servicing, however exact alignment and extents of the wastewater servicing system will be determined at subdivision, based on further detail provided under local plans with a Sanitary Servicing Study.

The proposed strategy 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 to assist with implementation of the Plan as development proposals are received. Plan implementation policies primarily include direction for evaluating applications, phasing, continuing collaboration with the City of Calgary, and clear expectations of developers for infrastructure costs and funding requirements. Policies 26.13 and 26.15 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 on-going collaboration with the City of Calgary as development occurs.

POLICY DIRECTION AND SUPPORT:

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

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 creation of new 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 Interim Growth Plan 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 Elbow View 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.

Section 3.4 of the IGP, provides criteria for *New Freestanding Settlement Areas*, including an efficient use of land, providing a mix of uses, community nodes, and to make efficient and cost-effective use of existing and planned infrastructure, community services and facilities. New areas with 500 or greater dwelling units shall also consider employment uses, future transit connections, a range of housing forms, and protection of environmentally sensitive areas.

The proposed Elbow View ASP is consistent with these policies because it achieves an efficient use of land through mixed forms of development, includes community nodes and servicing efficiencies.

The proposed Elbow View ASP also includes *Employment Areas* consistent with the IGP. The IGP states the importance of planning for employment and job growth and provides guidance for creation of employment areas, which includes:

- planning employment areas through statutory plans (IGP Section 3.4);



- planning in a manner that is efficient and cost-effective, using existing and planned infrastructure and services (IGP Policy 3.4.5.1).

The identified employment areas in the Elbow View ASP are consistent with the IGP as they encourage business development, but still require certain criteria to be met to ensure efficient and cost-effective use of services.

The IGP provides policy direction on Intermunicipal collaboration in Section 3.2.2. Collaboration processes undertaken with the City of Calgary are detailed in Section 5 of the Plan. In particular, Administration has executed a structured engagement process, which included notification and circulation of materials as the Plan was developed, meetings, and data sharing. Administration provided all technical studies for review and comment, and the proponent 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.

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. The proposed ASP has addressed these matters through specific policies.

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.

It is Administration's assessment that the proposed land use strategy aligns with the IGP direction for the *New Freestanding Settlement Area* and *Employment Area development types*. Administration's assessment concludes that the proposed Elbow View ASP would fulfill the policy requirements of the IGP.

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 of the IDP identifies the Highway 8 Corridor as a Rocky View County Growth Corridor with a residential designation. In addition to Map 4, Policy 8.1.2 of the IDP directs that Rocky View County Growth Corridors be developed in accordance with the Rocky View County Growth Management Strategy and other County statutory plans.

Provided with policy support from the IDP and the historic Growth Management Strategy, the County has prepared updates to the Municipal Development Plan (MDP) to formally recognize the Highway 8 Corridor, and specifically the Elbow View ASP, as an area for planned growth. With this guidance in-place, Council directed the landowners' group to prepare the Elbow View ASP.

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 during development of the Plan, The City does not support the Plan at this time. Details of the extended collaboration efforts are detailed in Section 5 of the Elbow View ASP, and the most recent feedback received from The City is included in Attachment 'D'. Administration and the proponent has sought to incorporate The City's feedback into the development of the Plan where comments were material to intermunicipal 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.



County Plan

The County Plan identifies areas for residential growth on Map 1 (Managing Growth). The proposed Elbow View ASP is not located within an identified Hamlet Growth Area; however, Policy 5.4 of the County Plan provides criteria for new hamlet developments. The specific considerations include consistency with the County's residential population goals, location within an existing settlement pattern, community input, meeting the goals of the County Plan and market demand. Further, Policy 5.5 provides considerations for hamlet size such as population goals, community input, local commercial service requirements infrastructure capacity and the retention of rural character.

The proposed Elbow View ASP is consistent with the criteria for new Hamlet development because it focuses residential growth adjacent to an existing settlement pattern, was developed with community input, meets the financial, environmental and community infrastructure goals of the County Plan, and the proponent as identified a market demand. Consideration was given to the ultimate size of the Hamlet and although the upper population limit is identified as 10,000 (the proposed ASP provides for up to 18,000) the Plan indicates that community input, commercial needs and infrastructure capacity are also important considerations. In this case, the proposed commercial areas will contribute to the County's fiscal goals and the proposed infrastructure improvements for servicing, stormwater, and transportation warrant a hamlet of this size.

Further, in February 2021 a new MDP was prepared and Council granted second reading of the Bylaw. The proposed MDP has been referred to the Calgary Metropolitan Region Board for review and approval. Figure 2 of the draft MDP identifies the Elbow View ASP area (including the adjacent Highway 8 corridor communities) as a Hamlet Growth Area. The Draft MDP prioritizes Hamlet Growth Areas for infrastructure upgrades to enable sustainable growth and redevelopment, and identifies that these areas will support residential, commercial and employment uses, as well as community amenities. Figure 3 of the draft MDP further identifies Elbow View and the adjacent communities as a Future Planning Area, which are areas where new growth is supported, where a mixture of land uses should be provided, and where an ASP is required to facilitate development. The concept proposed for the Elbow View ASP is consistent with the proposed MDP and fulfills the direction to develop a Hamlet in this location.

Therefore, Administration considers that the direction provided within the existing County Plan for new Hamlet areas is sufficient to recommend approval. However, if Council wishes to await formal adoption of the MDP, to ensure the policy framework supporting the Plan is more clearly established, Option 2 is also presented.

CHANGES SINCE FIRST READING:

- Minor text amendments to address typos and improve clarity and interpretation throughout the document;
- Additional policies to detail further studies required at the local plan stage;
- Additional policies to address intermunicipal cooperation requirements at the local plan stage;
- Policy and mapping amendments to address feedback received through public consultation and agency circulation; and,
- 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 Elbow View ASP were sent to 344 properties within, and adjacent to, the proposed Plan area. One hundred thirteen (113) letters were received in response, 11 in opposition and 102 in support and can be viewed in Attachment 'C'.

OPTIONS:

- Option #1: Motion #1 THAT Bylaw C-8111-2020 be amended in accordance with Attachment 'A'.
- Motion #2 THAT Bylaw C-8111-2020 be amended to insert the required CMRB maps into Appendix C and that any minor spelling, grammar, mapping or formatting amendments, to satisfy CMRB referral criteria, be completed.
- Motion #3 THAT Bylaw C-8111-2020 be given a second reading, as amended.
- Motion #4 THAT Bylaw C-8111-2020, as amended, be referred to the Calgary Metropolitan Region Board for approval.
- Option #2: Motion #1 THAT Bylaw C-8111-2020 be tabled pending adoption of the draft new Municipal Development Plan.
- Option #3: THAT Bylaw C-8111-2020 be refused.

Respectfully submitted,

Concurrence,

"Brock Beach"

"Kent Robinson"

Acting Executive Director
Community Development Services

Acting Chief Administrative Officer

JA/sl

ATTACHMENTS

ATTACHMENT 'A': Bylaw C-8111-2020 and Schedule "A": Elbow View Area Structure Plan Redline
ATTACHMENT 'B': City of Calgary Comments January 20, 2021
ATTACHMENT 'C': Public Submissions