



# BEARSPAW AREA STRUCTURE PLAN REVIEW

## Terms of Reference

TOR # 1011-501

### Introduction

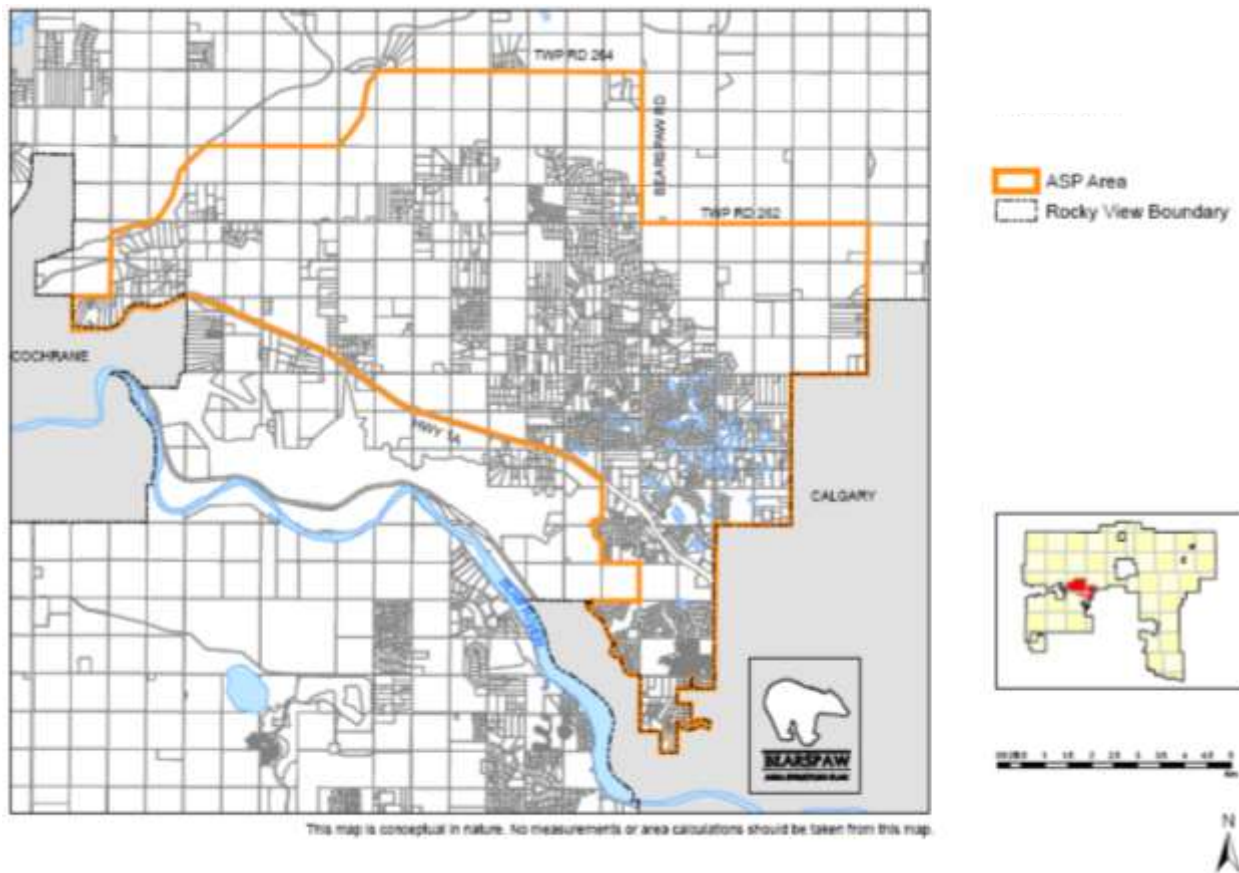
- 1 The communities of Bearspaw are located between the town of Cochrane and the city of Calgary, and north of the Glenbow Ranch Provincial Park. The Bearspaw Area Structure Plan (BASP) encompasses several distinct communities including Bearspaw, Glendale, and South Bearspaw (Watermark). These communities have distinct identities and development pressures that range in scale and scope.
- 2 The County's Municipal Development Plan (the County Plan) supports the development of the communities in accordance with the Area Structure Plan.
- 3 The BASP was adopted in 1994 and amended in 2017. The 2017 amendment was in response to the most significant non-residential land use change within the BASP's former boundary: the creation of the Glenbow Ranch Provincial Park in 2008. In light of this significant land use change, the BASP amendment in 2017 to remove the lands to create the Glenbow Ranch Area Structure Plan (GBRASP) was adopted by Council. The BASP continues to guide the future land use, subdivision, and development in the country residential communities.
- 4 The purpose of the review of the existing BASP is to address continued development pressure and ensure consistency with other County documents. Per section 9.2 of the BASP, the County should undertake regular reviews of the Plans in order to verify that Plan objectives and policies are current, effective, and consistent with other statutory plans.
- 5 The last review of the BASP was in 2017 and was specifically related to removal of land from the BASP for the creation of the GBRASP. Due to the limited scope of the previous review, it is now an appropriate time to review planning in the BASP.
- 6 The goal of the BASP Review is to explore the potential development scenarios and to establish a comprehensive land use strategy for lands in accordance with the BASP's visions, goals, and policies.
- 7 The BASP Review will also evaluate the various communities within the BASP to determine the most appropriate policy framework to achieve the objectives identified in this Terms of Reference.
- 8 Contributing to ASP policy and direction will be:
  - (1) Community and stakeholders input;
  - (2) Intermunicipal input;
  - (3) Baseline technical studies;
  - (4) Growth projections;
  - (5) Fiscal impact to the County;



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- (6) Benefit to the communities;
  - (7) Compatibility and integration with the surrounding area (e.g.: Glenbow Ranch Provincial Park);
  - (8) Market demand; and
  - (9) Direction and intent of higher order documents (e.g.: Interim Growth Plan and County Plan).
- 9 The BASP Review will result in a new ASP that will be adopted as a statutory plan in accordance with the *Municipal Government Act* (MGA).

Figure 1 – Bearspaw Area Structure Plan



## Study Area

- 10 In keeping with the direction of policy 9.2, the study area of the BASP Review encompasses the entirety of the existing BASP lands, as shown on Map 1 – Bearspaw Area Structure Plan.
- 11 The study area does not include the lands located within the GBRASP.



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## Base Assumptions and Circumstances

- 12** A number of basic assumptions and circumstances guiding the planning framework for the area have changed since adoption of the BASP in 1994:
- (1)** In 1995, the Planning Act was repealed and became Part 17 of the *MGA*.
  - (2)** In 2008, the Glenbow Ranch Provincial Park was created.
  - (3)** In October 2013, the County Plan was adopted, which identifies the BASP as country residential.
  - (4)** In 2016, the Province of Alberta reviewed and amended the *MGA*.
  - (5)** In July 2017, the BASP was amended to remove lands between Highway 1A and the Bow River for the creation of the GBRASP.
  - (6)** In January 2018, the Calgary Metropolitan Region Board (CMRB) was established as the provincially mandated growth management board in the Calgary region. Rocky View County became a participating municipality of the CMRB.
    - (a)** Under the Calgary Metropolitan Regional Board Regulations (AR190/2017), statutory plans, or amendments to statutory plans, to be adopted by a participating municipality must be submitted to the Board for approval.
  - (7)** In October 2018, the Interim Growth Plan (IGP) and the Interim Regional Evaluation Framework (IREF) were approved by the CMRB and are awaiting Ministerial approval. Under the IGP, amendments to existing statutory plans shall be submitted to the CMRB for review and approval. The CMRB may approve or reject a statutory plan in accordance with the IREF.

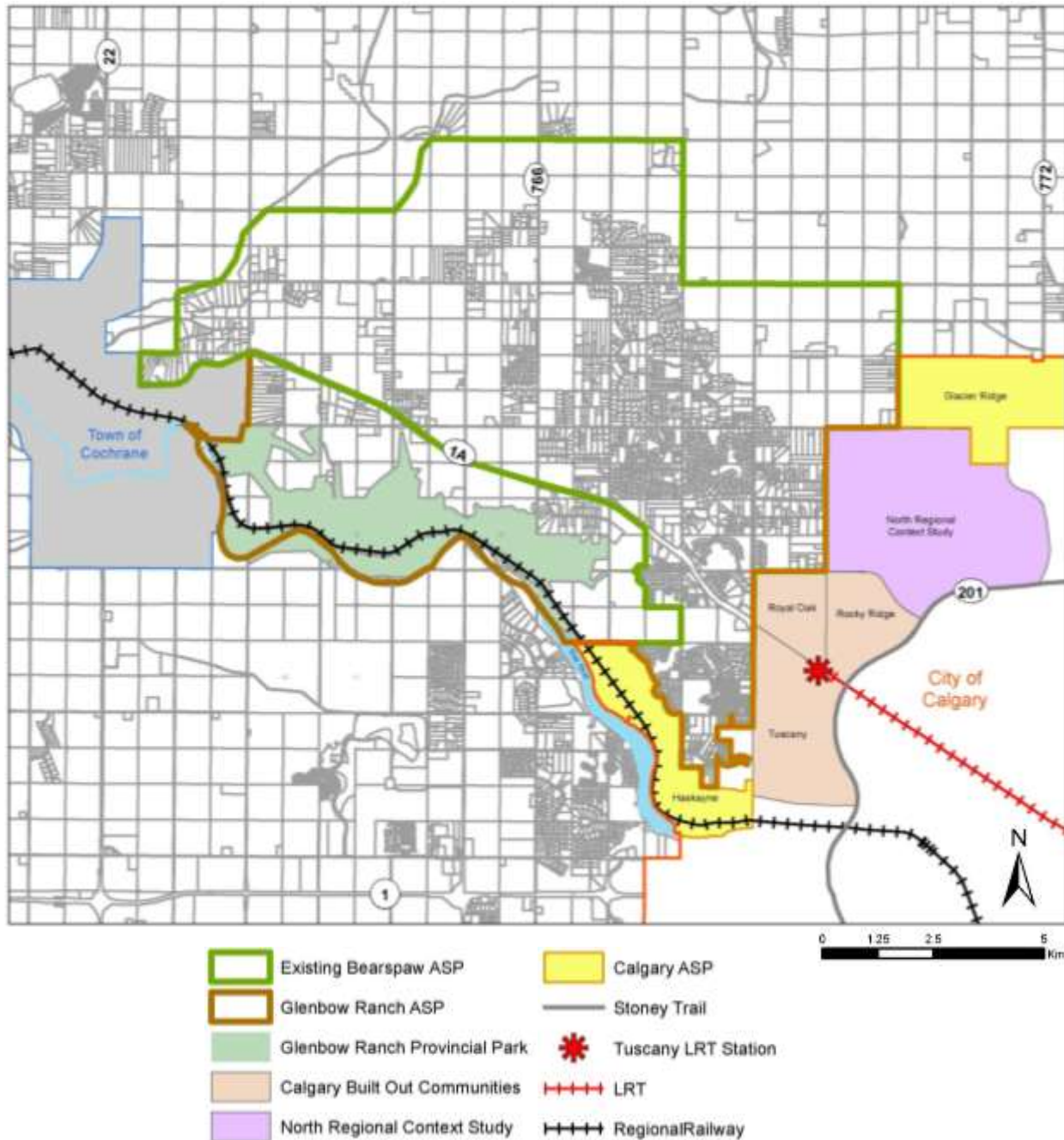
## Background

### History

- 13** The BASP encompasses approximately  $\pm 10,117$  hectares (25,000 acres).
- 14** The BASP was adopted on January 15, 1994, and was amended on July 25, 2017, to implement the GBRASP and remove the lands from the BASP.
- 15** Since 1994, the communities of Bearspaw have been experiencing a significant amount of residential growth pressure in a diverse variety of forms ranging from country residential to urban density. Examples of this pressure can be seen in the development of various subdivisions, including Silverhorn and Watermark.
- 16** As shown in Figure 2 – Development Context, the surrounding development context of Bearspaw has changed substantially since 1994:
- (1)** The adjacent urban communities of Tuscany (population 19,723), Rocky Ridge (population 8,284), and Royal Oak (population 8,284) in the city of Calgary have been fully built out.

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Figure 2 – Development Context



- (2) The Glenbow Ranch Provincial Park was created in 2008, providing 3,078.00 acres (1,245.62 hectares) open space and active recreational activities.



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- (3) The City of Calgary adopted by resolution the North Regional Context Study in June 2010. The North Regional Context Study identifies Industrial/Employment and Institutional development on the east boundary of the BASP.
- (4) The County Plan was approved by Council on October 1, 2013. The County Plan provides the vision and principles for county development and the future aspirations of county residents.
- (5) The Tuscany LRT station opened in 2014, approximately 1.6 km (1 mile) from the BASP.
- (6) The City of Calgary approved the Haskayne ASP on June 4, 2015. The Haskayne ASP borders the BASP to the southeast and has an estimated population of 13,000 and an estimated 1,400 jobs.
- (7) The City of Calgary approved the Glacier Ridge ASP on December 8, 2015. The Glacier Ridge ASP partially borders the BASP to the east and has an estimated population of 58,800 and an estimated 12,400 jobs.

### Interim Growth Plan

- 17 The Interim Growth Plan identifies different types of development that would be subject to the CMRB review and approval.
- 18 Under the IGP, Bearspaw is considered a 'country residential development area':
  - (1) *Country Residential* means a rural settlement form in which the land-use is mainly residential and characterized by dispersed, low-density development with lot sizes generally 1 acre or greater. Country residential areas may include a variety of lot sizes, while maintaining a rural character, incorporating landscape considerations in their design, and offering passive and active recreational and cultural opportunities. Country residential households are often responsible for providing on-site water and private sewage systems.
- 19 The IGP indicates that country residential development areas shall be planned and developed in accordance with the Region-wide, Flood Prone Area, and Regional Corridors policies of the IGP.

### County Plan

- 20 The County Plan was adopted in 2013 and identifies three fundamental principles of growth for Rocky View County:
  - (1) Achieve a moderate level of growth, amounting to no more than 2.5 to 3 per cent of the region's population over the 10 to 12 year time frame;
  - (2) Direct the majority of residential growth to identified areas;
  - (3) Manage residential growth so that it conforms to the County's environmental, fiscal, and community goals, and so that the character of the County is retained.
- 21 The County Plan outlines the importance of setting priorities in order to achieve a moderate level of residential growth while maintaining fiscal sustainability. It identifies Bearspaw as a 'Country Residential' (Figure 3 – County Plan Managing Growth Map).



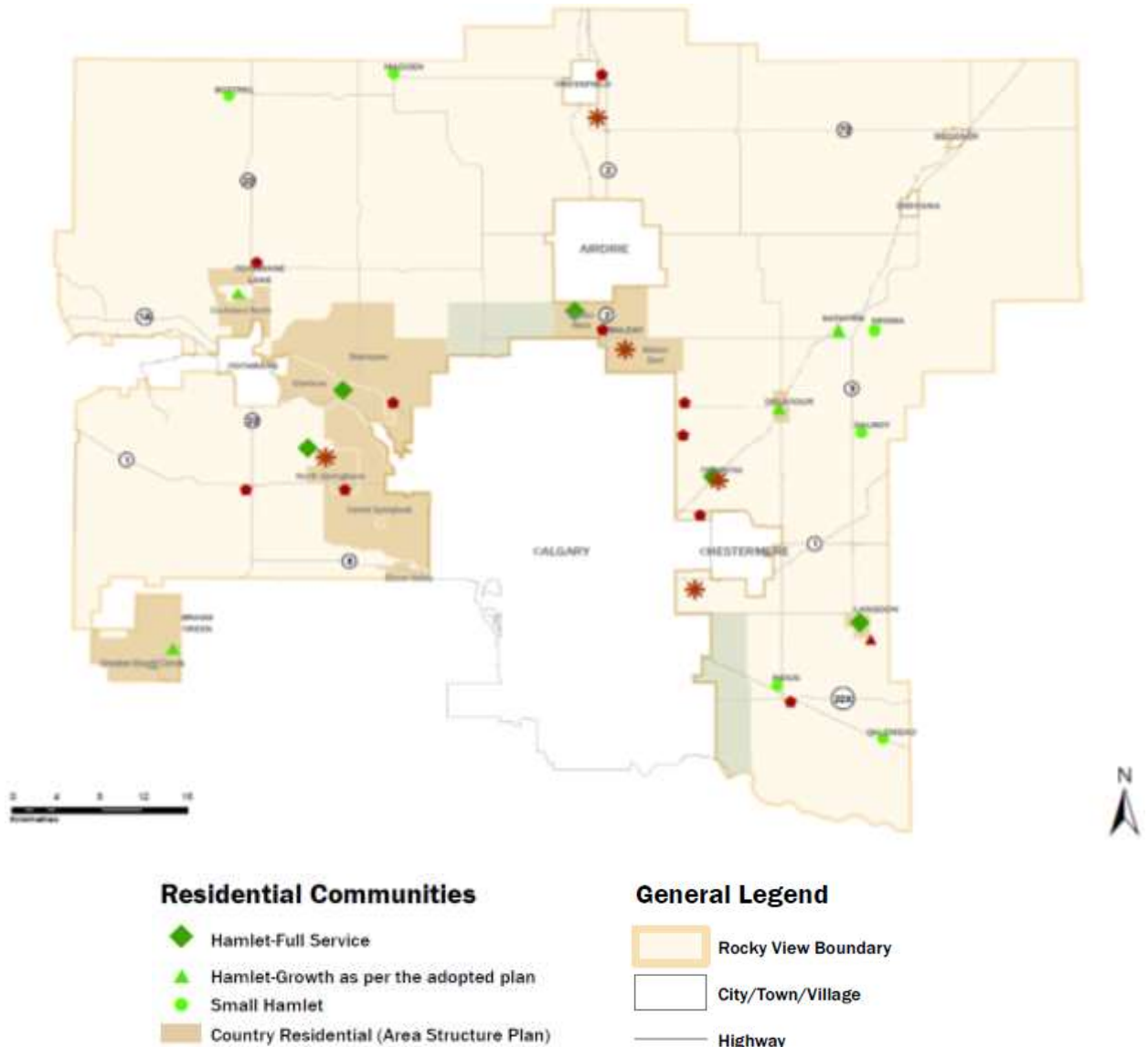


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- 22** In accordance with the County Plan (Policy 10.5), when reviewing an existing Country Residential ASP, the County shall address the following:
- (1)** *Update all policies in accordance with this Plan, County Policies, and other relevant County planning documents.*
  - (2)** *Consider alternative development forms, such as compact residential development or a Conservation Community, which retain rural character and reduce the overall development footprint on the landscape.*
  - (3)** *Where an area structure plan is extensive in size and the development potential is not being achieved as expected, communities and the County should consider reducing the overall area dedicated to country residential development.*
  - (4)** *Where an area structure plan is extensive in size, and has distinct natural planning or physical boundaries, a separate area structure plan may be created to deal with the planning considerations in the identified area.*
  - (5)** *Consider the planning and design direction for new country residential communities (policy 10.6).*

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Figure 3 - County Plan Managing Growth Map



## Bearspaw Area Structure Plan

- 23** Section 9.2 of the BASP states that the Municipality should review the BASP on a regular basis in order to ensure that Plan objectives and policies are current and effective.

## Envisioned ASP Amendments To Date

- 24** The intent of the project is to prepare a new ASP for Council's consideration for the area as shown in Map 1 – Bearspaw Area Structure Plan. The following sections detail the objectives, goals, and project timing that will guide the review process:



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- 25 Mapping amendments, which will:
- (1) Identify the most appropriate policy framework for the lands, a single ASP or multiple ASPs;
  - (2) Refine the land use strategy and reflect land use planning best practices, development feasibility, and community input;
  - (3) Reflect results of new technical studies.
- 26 Policy revisions in the plan to:
- (1) Confirm and update the vision for the various distinct communities within the BASP;
  - (2) Align policies with higher-order policy and guiding documents adopted since 1994;
  - (3) Re-evaluate the land use strategy;
  - (4) Re-evaluate the appropriateness of aggregate extraction within the BASP;
  - (5) Update technical policies to reflect new and revised studies; and
  - (6) Address policy gaps in the existing ASP identified by Administration and the communities.

### BASP Review Goals

- 27 The BASP Review should take into account a number of goals:
- (1) Determine if the lands should be contained within a single ASP or multiple ASPs;
  - (2) Intent to develop the area as distinct and attractive communities;
  - (3) Be supported by growth projections, desired growth size, and limitations of servicing;
  - (4) Achieve a logical extension of growth patterns, including vehicular and pedestrian transportation infrastructure;
  - (5) Explore appropriate methods to infill existing development;
  - (6) Explore the use of alternate forms of development, such as compact and/or cluster housing;
  - (7) Demonstrate sensitivity and respect for key environmental and natural features;
  - (8) Allow the County the ability to achieve rational growth directions, cost effective utilization of resources, and fiscal accountability;
  - (9) Achieve effective community engagement in a fair, open, considerate, and equitable manner;
  - (10) Alignment with other planning documents; and
  - (11) Other achievable goals identified by the communities.





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### BASP Review Objectives

- 28** The objectives for the BASP Review are to be achievable, based on existing studies and additional work as described in the following subsections:

#### Work Plan

- 29** To develop a Work Plan that identifies and implements key process requirements, timelines, and technical analysis that results in the timely creation of a new area structure plan.

#### Community, Stakeholder, and Intergovernmental Engagement

- 30** To implement an effective and meaningful engagement process with the communities, identified stakeholder groups, and with intergovernmental organizations that:
- (1)** Raises the awareness of the planning process and encourages participation;
  - (2)** Identifies how residents interpret the boundaries of the various communities;
  - (3)** Identifies if multiple ASPs should be used to provide policy direction to the communities;
  - (4)** Identifies the full set of issues and opportunities the amendments should address;
  - (5)** Shapes the content of the Plan through a blend of research, input, and discussion-focused activities;
  - (6)** Responds constructively to the interests of various audiences; and
  - (7)** Ensures broad support for the resulting amendments.
- 31** A detailed communication and engagement strategy will identify all relevant interest groups within the study area, within the wider Bearspaw communities, intermunicipal partners, and external stakeholders affected by the planning process outcomes. The strategy will spell out how the process will proceed through several phases, and how various tools / techniques will be used in each phase to meaningfully engage a range of participants.
- 32** The strategy will identify an engagement strategy to collaborate with our intermunicipal partners, specifically the City of Calgary and Town of Cochrane, to ensure compliance with the IGP.
- 33** The strategy will result in a participatory process that is educational, inclusive, transparent, responsive and timely, and that builds community and stakeholder trust.

#### Plan Creation

- 34** The review process will result in:
- (1)** A new BASP that meets the requirements of Section 633 (2) the MGA.
  - (2)** A new Plan that is consistent with goals and policies of the IGP, The County Plan, and where applicable, the Rocky View County / City of Calgary Intermunicipal Development Plan and Town of Cochrane / M.D. of Rocky View No. 44 Intermunicipal Development Plan.



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### Land Use

- (3) To determine if a single ASP or if multiple ASPs will be applied to the lands;
- (4) Should multiple ASPs be used, determine the boundaries of the ASPs within the BASP;
- (5) To develop a land use strategy;
- (6) To establish a development sequence for future subdivision and development of lands; and
- (7) To determine appropriate integration and transition policies for adjacent land uses and municipalities;

### Servicing

- (8) To identify land carrying capacities and servicing options that may be available for existing and future development;
- (9) To identify current and planned transportation infrastructure under both Provincial and County jurisdiction to determine future transportation needs and opportunities;
- (10) To identify possible pedestrian linkages to ensure the development of cohesive communities; and
- (11) To identify other required physical services;

### Physical Environment:

- (12) To identify key environmental and natural features within the Plan area and suggest methods to uphold their form and function;
- (13) To review the appropriateness of gravel extraction within the BASP; and
- (14) To identify physical constraints to future development that may limit connectivity of land uses, such as wetlands found within the study area;

### Local Amenities

- (1) To identify desired and achievable amenities; and
- (2) To determine population thresholds needed to provide various soft services such as parks and recreation areas;

### Institutional Development

- (3) Further explore the potential for institutional development identified in the BASP (e.g.: religious assembly sites and school sites);

### Phasing

- (4) To explore phasing to accommodate growth projections, and to implement an appropriate mechanisms for phasing growth;
- (5) To describe the existing development within the study area and adjacent lands;



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- (6) To discover where development opportunities and constraints may exist; and
- (7) To determine the fiscal impact of the proposed land uses;

### Other

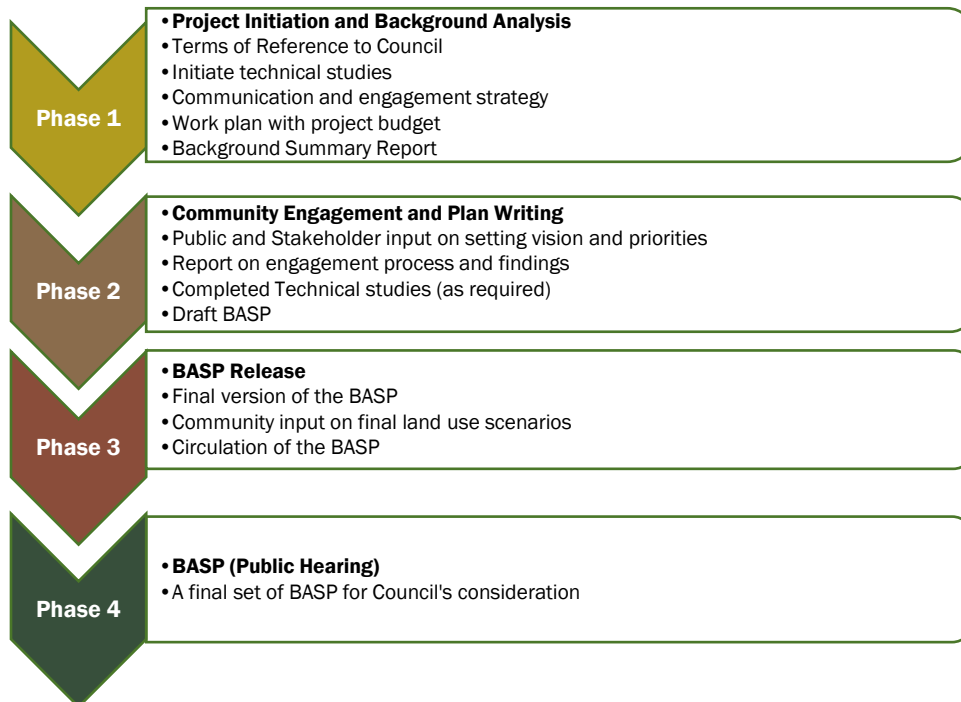
- (8) To establish a framework for monitoring the long-term effectiveness of the Plan; and
- (9) To meet the intent and direction of the IGP, the County Plan, and other relevant policy frameworks.

### Enabling Legislation

- 35 The *Municipal Government Act, Revised Statutes of Alberta, 2000, Chapter M-26, as amended*, enables Council to adopt an ASP for the purpose of establishing a framework to guide subsequent subdivision and development within a defined area. In accordance with the MGA, the CASP must describe, provide notification to intermunicipal partners, and be consistent with the Act.

### Work Program

- 36 The Work Program is anticipated to occur in four phases.
- 37 The BASP Review will likely be one of the first policy documents that will be considered by the CMRB. The CMRB process has not yet been implemented in the region; as such, the timelines of the four (4) phases may be subject to adjustment.





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### Phase 1 – Project Initiation and Background Analysis (Mar – April 2019)

- 38** In this phase of the project, technical studies will be conducted while the project initiation and background analysis take place:
- (1) Confirm goals and objectives of the project and update Terms of Reference;
  - (2) Scope and tender technical studies including, but not limited to, Water and Wastewater Servicing Strategies and Transportation Analysis;
  - (3) Review completed Master Drainage Plan;
  - (4) Develop a community communication and engagement strategy;
  - (5) Create a work plan and budget to guide overall project management; and
  - (6) Create a Background Report to inform the BASP. The timing of the public release of the report and its findings will be in accordance with the community engagement strategy.
- 39** Phase 1 – Deliverables:
- (1) Initiate technical studies (as required);
  - (2) Communication and engagement strategy;
  - (3) Budget;
  - (4) Work plan;
  - (5) Identification of planning issues; and
  - (6) Background report.

### Phase 2 – Community Consultation and Plan Writing (April 2019 – Jan 2020)

- 40** This phase marks the official public launch of the project. It begins with community and stakeholder engagement and finishes with the writing of a draft plan. Community and stakeholder engagement will be as per the engagement plan.
- 41** The preparation of the draft area structure plan integrates the communities' vision for Bearspaw, with:
- (1) The goals and objectives identified in the Terms of Reference;
  - (2) Technical studies including, but not limited to, Water and Wastewater Servicing Strategies and Transportation Analysis;
  - (3) Other relevant planning documents;
  - (4) The IGP; and
  - (5) The County Plan.



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### 42 Phase 2 – Deliverables:

- (1) A report on communication and engagement process and findings;
- (2) Technical studies including, but not limited to, Water and Wastewater Servicing Strategies and Transportation Analysis; and
- (3) A draft of the revised BASP.

### Phase 3 – Draft Area Structure Plan Release (Jan – May 2020)

43 This phase of the project is the release of the draft BASP with an opportunity for community and agency review. Upon completion of the external review, the Plan will be amended as required.

### 44 Phase 3 – Deliverables:

- (1) Final version of the BASP;
- (2) Release of the BASP (final - proposed); and
- (3) Circulation of the BASP to agencies.

### Phase 4 – Area Structure Plan (Public Hearing) (June – July 2020)

45 This phase of the project is the public hearing and consideration of the proposed BASP. It is anticipated that the BASP review will be completed in mid-2020.

## Conclusion

46 The communities of Bearspaw area identified in current municipal documents as a location for country residential development. The BASP Review will ensure that the BASP maintains consistency with higher order municipal policy, and that the area is prepared to accommodate future growth.



Approval Date	•
Replaces	• n/a
Lead Role	• County Manager
Committee Classification	• Council/Advisory
Last Review Date	• n/a
Next Review Date	•



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