



PLANNING

TO:	Council	
DATE:	February 21, 2023	DIVISION: 6
TIME:	Afternoon Appointment	
FILE:	1015-251	APPLICATION: N/A
SUBJECT:	Adoption of proposed Bylaw C-8020-2020 (Janet Area Structure Plan Long-Term Development Area)	

POLICY DIRECTION:

Direction for the preparation of the Janet Area Structure Plan (ASP) amendment came from the Terms of Reference (TOR) adopted by Council on May 28, 2019. The Janet ASP amendment has been prepared in accordance with the TOR and with Section 633 of the *Municipal Government Act* (MGA). The Janet ASP amendment is supported by the Municipal Development Plan (County Plan) and the existing Janet ASP.

GENERAL LOCATION:

Located north of Glenmore Trail (Highway 560), east and north of the city of Calgary, and west of Range Road 282.

EXECUTIVE SUMMARY:

The Janet ASP amendment facilitates development within 989 hectares (2,443 acres) of land located east of the Western Irrigation District canal, currently identified as the Long-Term Development Area. Council considered the Janet ASP amendment on February 25, 2020; the Bylaw has since been revised to address feedback from adjacent landowners, Administration, and the City of Calgary.

The Janet ASP envisioned these lands for a continuation of the existing limited-service Regional Business Centre, to support commercial and industrial development. Prior to development proceeding in the Long-Term Development Area, Section 12 of the ASP requires an amendment to be undertaken, subject to the lands on the west side of the canal reaching 70% build-out and an ultimate stormwater solution being selected. The project was developer-funded and County-led. In support of the Janet ASP amendment process, technical studies were updated to evaluate the environmental and transportation impacts. Other key aspects of the process included public consultation and collaboration with neighbouring municipalities.

The proposed Janet ASP amendments align with the policies and regulations set out within the Calgary Metropolitan RGP, the Rocky View County/City of Calgary Intermunicipal Development Plan, the County Plan, the Janet ASP, and the Land Use Bylaw. The proposed amendments also support Council's Strategic Objectives particularly with respect to supporting responsible growth.

Intermunicipal aspects have been addressed to the satisfaction of Calgary and Chestermere.

Should Council grant first and second reading to the Bylaw, the Bylaw would require referral to the CMRB for approval.

ADMINISTRATION RECOMMENDATION:

Administration recommends approval in accordance with Option #1.

Administration Resources

Jessica Anderson, Planning Policy

**OPTIONS:**

- Option #1: Motion #1 THAT Bylaw C-8020-2020 be given first reading.
- Motion #2 THAT Bylaw C-8020-2020 be given second reading.
- Motion #3 THAT Bylaw C-8020-2020, be referred to the Calgary Metropolitan Region Board for approval.
- Option #2: THAT alternative direction be provided.

BACKGROUND:

The Janet ASP amendment was led by the County and funded by Beedie Group. The process began in late 2019 and resulted in a draft Janet ASP amendment in 2020. In February 2020, Council granted first reading to the draft Janet ASP. Over the summer of 2020, public feedback was received and adjustments were made to the draft plan to incorporate feedback. Due to uncertainty around the timing and content of the draft Calgary Metropolitan Regional Growth Plan (as adopted by the Calgary Metropolitan Region Board), in the fall of 2020, the County and partnering developer placed the project on hold to await further direction on the proposed regional plan to ensure alignment with regional priorities. In April 2022, the project team determined that it was appropriate to proceed with the project. Landowners within the study area, stakeholders, and agencies were involved throughout the project to provide feedback and input into the amendments.

Key points from the TOR, adopted May 28, 2019, that guided the development of the Janet ASP amendment include the following:

- i. A community and stakeholder engagement strategy that would result in a participatory process that is educational, inclusive, transparent, responsive, timely, and builds community and stakeholder trust;
- ii. An intermunicipal engagement strategy with the City of Calgary and the City of Chestermere to address interface issues and minimize potential impacts;
- iii. Develop a land use strategy, including development sequencing for future redesignation, subdivision, and development of lands;
- iv. Determine appropriate integration and transition policies for adjacent land uses;
- v. Update the Transportation Network Analysis to determine future transportation needs and opportunities, including the identification of possible pedestrian and cycling linkages;
- vi. Evaluate the need for a fire suppression systems strategy to evaluate availability and quality of water for fire suppression;
- vii. Development form and phasing to make efficient and cost-effective use of existing and planned infrastructure and services;
- viii. Employment areas should plan for connections to existing and/or planned transit, where appropriate; and
- ix. Establish a framework for monitoring the long-term effectiveness of the Janet ASP amendment.

The proposed Janet ASP amendment addresses each of these key points and provides the appropriate policy to address them. If approved, the Janet ASP amendments would provide policy guidance for the preparation of local plans and subsequent applications for redesignation, subdivision, and development within the Long-Term Development Area.



PUBLIC ENGAGEMENT:

The level of engagement proposed for this project was outlined in the TOR as follows:

- Prepare a communications and engagement strategy to identify all relevant interest groups within the study area affected by the planning process, including Prairie Schooner Estates, intermunicipal partners, and external stakeholders. The strategy would demonstrate how the process would proceed through several phases, and how various tools/techniques would be used in each phase to meaningfully engage with a range of participants.
- The strategy would result in a participatory process that is educational, inclusive, transparent, responsive, timely, and builds community and stakeholder trust.

The public engagement component of the Plan included two mail-outs to adjacent landowners notifying them of the project, two community meetings where the draft amendments were presented, two What We Heard Reports, multiple meetings with Administration, and email/telephone communications. The materials from the events were posted to the County webpage, including a Feedback & Responses document that provided responses to the feedback received during the second community meeting. Administration worked closely with the community of Prairie Schooner Estates to understand and address concerns wherever possible. Adjustments to the mapping and interface policies were made to respond directly to landowner feedback.

All landowners within and adjacent to the Plan area (up to 1600 m) were notified of the public hearing.

PLAN CONTENT:

The purpose of the Janet ASP amendment is to define the land use strategy, the sequence of development, and updates to the transportation network to support the expansion of the existing Regional Business Centre. Proposed policies within the amended Janet ASP support the preparation of future local plans and provide a comprehensive planning framework for limited-service commercial and industrial development.

Land Use Strategy

The Janet land use strategy provides for the development of a Regional Business Centre through an expansion of the original industrial area, developed under the Shepard ASP (2001). The land use strategy in the amended Janet ASP establishes high-level direction for the development of the Long-Term Development lands and continues to guide development in the wider Janet ASP area.

Development would continue on lands east of the Western Irrigation District canal, extending the existing industrial development form. The majority of the Janet area would develop as a limited-service industrial and commercial business area. Development is dependent upon the approval of comprehensive local plans and land use. The existing agricultural lands would remain in agricultural use until such time as change is deemed desirable. Commercial and non-intrusive industrial development would be permitted along the Glenmore Trail and Township Road 240 corridors. Ensuring high-quality design of commercial development would contribute to creating attractive complementary development along these routes, which are adjacent to the cities of Calgary and Chestermere. The Prairie Schooner Estates community is expected to remain a permanent country residential area. The Business-Residential Interface area policies would be applied to business development on adjacent lands to ensure that adequate buffering is provided for this residential area. The Heather Glen Golf Course and Foothills Nursery are expected to be converted to business use over the long-term, but both are an asset to the area and would be encouraged to remain until alternative uses are desired by the landowners.



TECHNICAL SUPPORT:

A critical component of plan preparation included the development of supporting technical studies to examine transportation infrastructure and environmental considerations; two technical studies were prepared:

- Transportation Network Analysis (December 2020); and,
- Environmental Screening Report (October 2022).

The transportation study identifies future infrastructure needs and required upgrades to support the proposed land uses identified in the land use strategy, while the environmental study considers the existing environmental conditions of the area and the impacts of future development. Technical studies for future planning stages would be required to align with County policies and Servicing Standards. The technical policies were aligned to facilitate comprehensive implementation.

The servicing, stormwater, and transportation policies 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 the proposed infrastructure for the Plan area is provided below.

Stormwater Management

The existing Janet ASP contemplates both the Shepard Regional Drainage Plan and the Cooperative Stormwater Management Initiative (CSMI) to manage stormwater; however, since 2014, the County has identified the CSMI as the County's post-development stormwater solution for the Plan area and the region. A criterion to advance the Long-Term Development Area is to identify a regional stormwater conveyance system and mechanisms to finance and implement the construction.

CSMI uses the Western Irrigation District (WID) canal system and right-of-way as a medium-term conveyance solution. Ultimately, CSMI uses an out-of-canal solution whereby all stormwater runoff is diverted away from the WID irrigation system by utilizing existing and proposed conveyance systems that ultimately discharge to the water body at Serviceberry Creek.

The County completed the Janet Master Drainage Plan (MDP) in 2016 to respond to ongoing storm drainage challenges in the west Janet area. When that process was completed, the County included the entire ASP area, including the Long-Term Development lands. At the time, land use assumptions were consistent with the vision of the area as a limited-service business park, so the Master Drainage Plan addressed the requirements for stormwater servicing to the Long-Term Development area. Interim servicing, unit area release rates, local infrastructure requirements, and recommendations arising from the 2016 MDP would be implemented for future development under the County's development process.

The County is investing capital into the Janet area to remediate and improve the stormwater runoff until such time that the south system connects to CSMI and an outlet for discharge is established. The entire Janet area is designed zero discharge until the ultimate solution via CSMI is realized.

Portions of the Plan area south of the WID may continue to drain into the existing Shepard Slough complex utilizing existing drainage infrastructure but would ultimately connect to CSMI for post-development servicing.

The County collects Stormwater levies in this area to support the funding of new or expanded stormwater infrastructure required to support subdivision and development, and the acquisition of lands required to support the overall CSMI system.



Servicing (Potable Water and Wastewater)

The existing Janet ASP area is defined as a limited-service business park wherein lots are serviced by individual cisterns for potable water and sewage tanks for wastewater. Individual lot owners manage these systems in accordance with County Servicing Standards, Policy 449, and provincial guides and standards. The Long-Term Development Area is a continuation of the existing business park and would be serviced in the same manner.

It is noted that future opportunities may exist with respect to piped servicing potential, although they are not currently achievable. Servicing opportunities as a result of regional servicing studies/agreements, the expansion of the existing Emcor/Carmeck Franchise Area, and/or the expansion of existing County infrastructure may offer future opportunities; therefore, a policy has been included in the draft Janet ASP to consider new solutions as opportunities emerge.

Transportation Impact Assessment

To support the Janet ASP amendment process, the County retained Watt Consulting Group (WATT) to assess the impacts of the proposed land uses on the transportation network. The primary objectives of the study were to review the transportation capacity and operational conditions on the existing network, forecast future traffic volumes, and identify the transportation network improvements required to support the proposed land uses.

The results of the study provide the potential transportation improvements required within the 5-, 10-, and 20-year time horizons. More detailed Transportation Impact Assessments would still be required at the application stages; however, the analysis provides an overview of the infrastructure that would likely be required to support the full development of the Janet ASP area. Map 7: Transportation Network in the Janet ASP identifies the ultimate road classifications, right-of-way requirements, and intersection/interchange locations. As well, the analysis suggests that regional transit opportunities should be further evaluated at the subsequent stages of development planning, and the future transit network should be identified in cooperation with Calgary Transit and other municipalities in the vicinity. Policies in Section 21.0 of the proposed ASP have been updated to implement the findings of the Network Analysis.

Environmental Screening Report

To support the Janet ASP amendment process, the County retained RC BioSolutions Ltd. to provide an Environmental Screening Report for the amendment area. The purpose of this Environmental Screening was to complete a desktop-level investigation, determine the existing environmental conditions of the area, and assess potential and actual environmental impacts that may occur as a result of development. It was also intended to satisfy the CMRB's Regional Evaluation Framework (REF) policy surrounding Environmentally Sensitive Areas. The intention of the Environmentally Sensitive Area policies in the Calgary Metropolitan RGP is to identify and mitigate the effects of development on larger patterns of ecosystem functions and services (i.e., regionally significant natural area components). The report noted that there were no areas of particular environmental concern besides the three existing environmentally sensitive areas (wetlands). However, due to the potential for development to impact wetlands, wildlife, vegetation, environmentally sensitive areas, and historical resources, it is recommended that a Biophysical Impact Assessment (BIA) be prepared, in accordance with the County Servicing Standards, at the local plan stage. The Janet ASP already includes such policy requirements. Further, the report recommended that the County consider a study to delineate and classify the three Environmentally Sensitive Areas (wetlands) to properly determine setbacks and future protection steps, such as environmental reserves, which is already addressed through the existing Janet ASP policy.



POLICY DIRECTION AND SUPPORT:

The key policy direction for the Janet ASP amendment is provided in the Calgary Metropolitan RGP, Intermunicipal Development Plan, County Plan, and the existing Janet ASP.

Calgary Metropolitan Regional Growth Plan (RGP)

The proposed amendment was evaluated in accordance with the Calgary Metropolitan RGP. The Calgary Metropolitan RGP provides a policy framework for growth at the regional level within the Calgary region. The Calgary Metropolitan RGP identifies Preferred Growth Areas across the region. For rural municipalities, growth is directed to Hamlet Growth Areas and Joint Planning Areas. The Janet ASP is located within Joint Planning Area 2 (JPA 2) (Schedule 1 Regional Growth Structure) and is supported as a Preferred Growth Area.

While the County is required to jointly prepare a Context Study for JPA 2 with the City of Calgary and the City of Chestermere, the Calgary Metropolitan RGP further provides that ASP amendments in Joint Planning Areas may continue to be approved prior to completion of the Context Studies, subject to the policies of the Calgary Metropolitan RGP (Policy 3.1.9.10). In particular, the Long-Term Development Area may be defined and made available for development, while high-level, regional planning exercises are undertaken for the wider area. In addition, a policy was added to the draft Janet ASP to acknowledge regional planning considerations and to require the implementation of relevant outcomes at local planning stages and/or during future ASP updates.

As an amendment to further define land use within an existing Employment Area, the Janet ASP facilitates a preferred Placetype and, as guided by the Calgary Metropolitan RGP, is appropriately located within a Preferred Growth Area where infrastructure and transportation are available. In addition, the Janet ASP is located in an area close to several population centres that can provide opportunities for short commutes and locations where transportation infrastructure (including key mobility corridors such as Glenmore Trail, Peigan Trail, and Stoney Trail) can provide for the efficient movement of goods.

With respect to development in preferred growth areas (Policy 3.1.3.1), the adopted ASP is currently focused on facilitating limited-service business development and the ASP amendment does not alter the vision and policies supporting this type of development. However, policies have been included to ensure that where regional potable water and wastewater servicing does become available in future, the plan is amended to accommodate connections to regional servicing networks. The Janet development form offers a unique product to the region and encourages limited-service businesses to locate in this existing, planned area rather than in a disbursed development form. Further, policy was added to ensure that the outcomes of future Context Studies be incorporated into future development, as appropriate, and that future amendments to the ASP may be contemplated, depending on outcomes and opportunities of the Context and Servicing Studies.

The Calgary Metropolitan RGP includes key Region-Wide policies on collaboration (Policy 3.1.1.1), managing agricultural impacts (Policy 3.1.1.3), and promoting opportunities for economic development (Policy 3.1.1.5 - 3.1.1.6). The existing Janet ASP addresses these matters through existing policy, which would apply to the amendment area. Further consideration of these region-wide matters would be addressed through specific policies in subsequent local plans. The amendment is further aligned with the environmental protection (Policy 3.3.2.1), transportation and transit (Policy 3.5.1.1 – 3.5.1.3), and protection of regional corridors (Policy 3.5.3.1 – 3.5.3.3) policies of the Calgary Metropolitan RGP through both the existing policy framework of the Janet ASP and the new policies presented.

The Calgary Metropolitan RGP provides policy direction on Intermunicipal collaboration in Section 3.2.2. Collaboration processes undertaken with the City of Calgary have resulted in discussions on transportation and, in particular, future transit opportunities. Similarly, collaboration with the City of Chestermere focused on ensuring transportation networks are aligned across boundaries and land use



transitions are appropriately managed. Administration has executed a structured engagement process with both neighbours, which included notification and circulation of materials as the Plan was developed. Administration provided all technical studies for review and comment, and Administration revised both the draft Plan and technical studies to respond to comments received during circulation. The intermunicipal aspect of the project and resulting amendment are consistent with the goals of the Calgary Metropolitan RGP, ensuring coordination on planning matters of regional significance.

It is Administration's assessment that the proposed land use strategy aligns with the Calgary Metropolitan RGP direction on development form (Employment Placetype) and location (Preferred Growth Area) and that the overall Janet ASP amendments meet the wider requirements of the Calgary Metropolitan RGP.

Per the Regional Evaluation Framework criteria (REF 4.1 (d)) and the definition of regionally significant (REF 2.1), the Bylaw is required to be referred to the CMRB following second reading.

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

The Janet ASP is identified as a Key Focus Area on Map 2: Key Focus Areas, in particular, the Long-Term Development lands, are shown as part of the Highway 560 (Glenmore Trail) Joint Industrial Corridor, wherein proposals would be evaluated against existing statutory plans. The relevant statutory plan, in this case, is both the County Plan and the existing Janet ASP as discussed below. The Long-Term Development Area is further identified in Map 4 of the IDP as a County growth corridor.

Section 6.0 provides direction with respect to interface planning. The Janet ASP amendment includes policies to support development that respects existing and planned land uses across the municipal boundary and to mitigate nuisance factors. Further, the amendment continues to acknowledge that intermunicipal entranceways are important features for both municipalities and that special consideration should be given to the interface areas.

The most recent feedback received from The City of Calgary is included in Attachment 'C'. Administration has sought to incorporate The City of Calgary's feedback into the development of the Plan where comments were material to intermunicipal matters and necessary to ensure compliance with the guiding statutory framework; Administration considers that the resulting policy additions and amendments ensure that specified concerns are appropriately mitigated.

Municipal Development Plan (County Plan)

The County Plan supports the development of several business areas which accommodate the wide variety of businesses wishing to locate in the County. This Plan identifies business areas where the majority of commercial and industrial development should locate. By focusing on development in these locations, the County provides for orderly growth and economic efficiencies in the development of its transportation and infrastructure systems.

The Janet area is identified as a Regional Business Centre per Map 1 of the County Plan. Regional business centres are comprehensively planned areas of commercial and industrial development within the County and their purpose is to provide regional and national business services.

Policy 14.3 states that the County will encourage the infilling or intensification of existing business areas and hamlet main streets in order to complement other businesses, maximize the use of existing infrastructure, minimize land use conflicts with agriculture uses, and minimize the amount of traffic being drawn into rural areas. The proposal is an expansion to the existing business area, which maximizes the use of existing infrastructure and minimizes land use conflicts within agricultural uses. Being that the proposal connects to existing regional transportation and stormwater infrastructure, only two boundaries are adjacent to agricultural uses, and this minimizes the amount of traffic being drawn into rural areas.

In addition, Policy 14.8 states that the County shall direct new commercial and industrial development to the existing identified Regional Business Centres, and ensure development complies with existing area structure plans. Business activity in the Janet area has been growing steadily in recent years and



is anticipated to continue in a pattern of growth over the coming years. A significant majority of the existing Janet ASP lands have a conceptual scheme and/or land use approvals for development. Steady absorption rates are expected to lead to a demand for more industrial land in the area. If approved, the Janet ASP amendment would supplement the existing industrial land inventory in the Janet ASP as well as the Fulton Industrial Park to the south.

Existing Janet ASP

The existing Janet ASP was adopted in 2014 and established the Long-Term Development Area to be made available for development through an amendment to the Janet ASP. Section 12.0 of the Janet ASP sets criteria for the amendment to proceed, including reaching 70% development threshold (existing plan area), public engagement, transportation analysis, implementation of a stormwater conveyance system, and demonstration of a logical and efficient extension of infrastructure. Each of these criteria has been addressed and the proposed amendment provides additional development capacity within an existing and established business area.

STRATEGIC PRIORITIES:

In addition to the statutory plans noted above, Council provides further direction through its Strategic Plan (2019). The proposed amendment is consistent with the following Strategic Themes:

- Service Excellence – by ensuring that there is a sufficient supply of available, planned business areas, the development community can proceed with confidence and clear expectations of requirements, timelines, and suitable locations for development.
- Financial Health – the proposed amendment provides opportunities to increase the commercial and industrial tax base within the County, support the extension of infrastructure through the collection of levies, and a mechanism to contribute to the funding and construction of CSMI—which is a regionally significant stormwater solution.
- Responsible Growth – the proposed amendment supports development in an identified growth area where logical and efficient extension of infrastructure can be realized. Further, growth patterns are consistent with neighbouring municipalities creating corresponding employment hubs, attractive entranceways, and minimizing land use conflicts.

CHANGES SINCE FIRST READING:

As noted, first reading to the proposed Bylaw C-8020-2020 was granted February 25, 2020; however, in accordance with Section 188 of the MGA, that reading was routinely rescinded after two years (February 25, 2022). On December 13, 2022, Council approved changes to the procedure bylaw resulting in a process change whereby first reading can be considered after a Public Hearing. Therefore, the Bylaw is presented for consideration of first and second readings at this time (third reading to be considered following referral to CMRB). For ease of review, the primary changes since Council's consideration of first reading are detailed below:

- Adjustments to existing policies and new policies added to specifically address City of Calgary comments regarding transportation, transit, parks and recreation amenities, land use transitions, cost-sharing mechanisms, and specific areas for future collaboration;
- Administration has worked closely with residents of Prairie Schooner Estates to address concerns heard throughout the process. Specifically, the land use strategy for lands east and west of the community has been revised from commercial to industrial interface with several additional policies to limit future development of heavy industrial uses, or any uses that would have significant negative impact to adjacent lands. Further, several policies have been revised to more clearly articulate the expectations of future planning for these



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lands to ensure that appropriate landscaping, buffering, and site design are developed and implemented through close collaboration with the community; and

- Further policy amendments are presented to align with requirements of the Calgary Metropolitan RGP including implementation of future Context Studies and amendments to Map 4: Existing Conditions to more clearly identify Environmentally Sensitive Areas for avoidance and protection at future development stages.

All changes are detailed in Schedule “A” of the Bylaw (see Attachment ‘A’).

PUBLIC SUBMISSIONS:

Public Hearing notices for the draft Janet ASP amendment were sent to 583 properties within, and 1600 m adjacent to, the proposed Plan area. Twenty eight letters of objection, representing sixteen properties, were received in response as well as one letter of support.

Respectfully submitted,

Concurrence,

“Matthew Boscarol”

“Dorian Wandzura”

Executive Director
Community Services

Chief Administrative Officer

JA/bs

ATTACHMENTS

ATTACHMENT ‘A’: Bylaw C-8020-2020 and Schedule “A”

ATTACHMENT ‘B’: Janet Area Structure Plan amendment (redline)

ATTACHMENT ‘C’: City of Calgary Comments dated February 13, 2023

ATTACHMENT ‘D’: Landowner Circulation Map

ATTACHMENT ‘E’: Public Submissions