

Interim Regional Evaluation Framework (IREF) CMRB Administration Recommendation	
Member Municipality	Foothills County
Application Name	Spruce Meadows Area Structure Plan
IREF Application Number	2019-08
Type of Application	Area Structure Plan
Municipality Bylaw #	Bylaw 62/2019
Date of Complete Application	December 18, 2019
Date Application Circulated	December 20, 2019
Date of CMRB Administration Recommendation	January 24, 2020
CMRB Recommendation	
That the Board APPROVE IREF Application 2019-08, the Foothills County Spruce Meadows Area Structure Plan.	
<ul style="list-style-type: none"> • IREF Application 2019-08 is a proposed new Area Structure Plan (“ASP”) that contemplates the diversification and expansion of the existing Spruce Meadows equestrian and sport facility. The ASP encompasses approximately 204 hectares (506 acres) of land. • The ASP proposes the development of an employment area. The application outlines the expansion of the existing Spruce Meadows services to include a 12,000-seat soccer stadium, sport/soccer field house, hotel and conference center, and other commercial uses. • There is no residential development proposed as part of this ASP. • Spruce Meadows is located on the boundary between the City of Calgary and Foothills County. The City of Calgary was engaged throughout the development of the ASP. • The third-party consultant review, completed by Situated, found the application to be consistent with the Interim Growth Plan (IGP) and the IREF. • CMRB Administration finds IREF Application 2019-08 to be consistent with the principles and policies of the IGP and Section 6.0 of the IREF and recommends the application for approval. 	
Attachment	
<ul style="list-style-type: none"> • Third-Party Consultant Review, Situated 	

1.0 Background

On December 18, 2019, Foothills County submitted Interim Regional Evaluation Framework (“IREF”) Application 2019-08, the Spruce Meadows Area Structure Plan, proposed Bylaw 62/2019.

The ASP was submitted to the CMRB through IREF under Section 4.1(b) which requires municipalities to refer “all new Area Redevelopment Plans (“ARPs”) and Area Structure Plans (“ASPs”) proposing employment areas and/or 50 or more new dwelling units” to the Board. The Spruce Meadows ASP provides a framework for the future development of approximately 204 hectares (506 acres) of land at the existing Spruce Meadows Equestrian Facility.

CMRB Administration notified CMRB members of IREF Application 2019-08 on December 20, 2019.

2.0 Third Party Evaluation

CMRB Administration obtained the assistance of Situated to evaluate the application with respect to the IREF requirements. The Situated evaluation (attached) reviewed the proposed ASP in relation to the objectives of the Interim Growth Plan (“IGP”) and the evaluation criteria of the IREF. Situated found IREF Application 2019-08 to be generally consistent with the objectives of the IGP and IREF.

4.0 CMRB Administration Comments

CMRB Administration finds IREF Application 2019-08 to be generally consistent with the objectives of the IGP and IREF.

4.1 ***IGP Section 2, Principle 1: Promote the Integration and Efficient Use of Regional Infrastructure***

ASP Figure 1.0.1 *Regional Context* illustrates the regionally significant corridors within 1.6 km of the subject site. These include:

- The Transportation Utility Corridor (“TUC”)
- Highway 22, identified a regionally significant corridor in IGP *Schedule 3: Mobility Corridors – Transportation and Trade*
- Energy pipelines and energy super pipelines adjacent to the property

The ASP includes policy directions related to managing the impact of the development on regionally significant infrastructure and corridors, consistent with IGP Principle 1:

- Spruce Meadows is located adjacent to the South West Calgary Ring Road. The main entrance to the facility is proposed from a traffic circle located in the TUC. Project representatives worked closely with Alberta Transportation to find access solutions compatible with the eventual design of the ring road and associated interchanges. As noted in Policy 6.1.5, “Spruce Meadows will continue to work with Foothills County, the City of Calgary and Alberta Transportation to ensure the road system can accommodate the vehicle traffic resulting from the operation of Spruce Meadows.”

- As discussed in ASP Section 6.2 *Water, Wastewater and Stormwater Servicing*, Spruce Meadows has received permission from the City of Calgary to connect to the City's potable water and wastewater system, optimizing the use of existing infrastructure. Foothills County and Spruce Meadows are working with the City of Calgary to develop a Master Servicing Agreement for the provision of water and wastewater servicing to the Spruce Meadows facility. This agreement should be finalized and executed in early 2020.
- There are energy transmission corridors located along the west periphery of the property. As noted in the *IREF Evaluation Criteria Alignment Summary Report* submitted by Foothills County, the west periphery of the property contains "low intensity uses with minimal development required and so avoidance of the pipeline right of ways, which are adjacent to the plan boundary, will not be difficult."

4.2 IGP Section 2, Principle 2: Protect Water Quality and Quantity

Rather than continuing to rely on ground water wells for potable water and on pump out for wastewater, the ASP contemplates piped water and wastewater servicing through an agreement with the City of Calgary. This transition will reduce the impact of the facility on adjacent country residential parcels serviced by groundwater wells. It will also increase the safety of drinking water at the facility in accordance with IGP *Principle 2, Protect Water Quality and Quantity*. Water quality is discussed in Policy 6.2.5. of the ASP, where it is noted that "the development of the management of the stormwater should focus on achieving a system of natural drainage that enhances the community landscape, reduces peak discharge, and improves water quality."

The ASP does not contain policies specific to water conservation but is generally consistent with Principle 1 of the IGP.

4.3 IGP Section 2, Principle 3: Encourage Efficient Growth and Strong and Sustainable Communities

The Spruce Meadows ASP contemplates the diversification and expansion of the existing facility equestrian and sport facility. The intensity and diversity of uses will be increased across the site, allowing it to be enjoyed with greater consistency throughout the year and in all four seasons.

4.4 IGP Section 3.2, Region-Wide Policies

Section 3.2.2 of the IGP requires, at a minimum, that municipalities "demonstrate collaboration to coordinate" on new Area Structure Plans or amendments to existing Area Structure Plans within 1.6 km of a neighbouring municipal boundary or an agreed upon notification area between member municipalities."

Consistent with Policy 3.2.3, Foothills County provided the City of Calgary numerous opportunities to participate in the development of the ASP, beginning with a presentation to the Foothills / Calgary Intermunicipal Committee meeting in January 2019. The Council Report provided by the County as part of IREF Application

2019-08 includes a letter from the City of Calgary thanking the County for its “robust intermunicipal engagement related to the Spruce Meadows ASP.” The ASP identifies that intermunicipal consultation will be ongoing. ASP Policy 2.1.1 notes that “all proposed ASP amendments, applications for Land Use Amendment, Subdivision, Development Permit, including Development Permit renewals shall be referred to The City of Calgary for a thirty (30) day circulation period in accordance with current IDP policy.”

Also consistent with Policy 3.2.2, the ASP contains policies that protect source water quality and quantity and minimize the impact of development on wetlands. To the east across Spruce Meadows Way, just outside of the plan area, is the Radio Tower Creek wetland, part of the headwaters of the Pine Creek drainage system. ASP Section 4.1 *Natural Features* notes that “this drainage system, primarily within the City of Calgary, has a limited release rate requiring additional stormwater features and low-impact development strategies.” Specifically, Policy 6.2.4 states that “stormwater management features and low impact development strategies should generally align with the size requirements as outlined in “The Spruce Meadows Servicing Study” prepared by ISL Engineering.”

4.5 IGP Section 3.4.5 New Employment Areas

Section 3.4.5.1 of the IGP states that “employment areas shall be planned and developed to make efficient and cost-effective use of existing and planned infrastructure and services.” The ASP contemplates the intensification of use in the existing Spruce Meadows facility to make more efficient and year-round use of existing infrastructure and servicing. This includes the expansion of the existing Spruce Meadows services to include a 12,000-seat soccer stadium, sport/soccer field house, hotel and conference center, as well as other commercial uses. The ASP also plans for the efficient use of existing infrastructure through connections to City of Calgary water and wastewater servicing and through the compatible use of the South West Ring Road.

Spruce Meadows currently offers a free shuttle service from the Bridlewood LRT Station in the city of Calgary. ASP Policy 6.1.7 notes that “Spruce Meadows encourages and offers the use of public transit and transportation demand management techniques to events to reduce traffic impacts on the external road system.” The ASP also contemplates the potential for using an existing bus loop as a future transit stop should connection to City of Calgary transit service become a possibility in the future. ASP Policy 5.4.5 notes that “Spruce Meadows will continue to work with Foothills County and The City of Calgary to ensure multi-modal access to the venue is retained from Spruce Meadows WY SW.”

Recommendation

That the Board **APPROVE** IREF Application 2019-08, the Spruce Meadows Area Structure Plan.

**INTERIM REGIONAL EVALUATION FRAMEWORK (IREF)
THIRD-PARTY REVIEW**

January 15, 2020

Attention: Jordon Copping, Chief Officer

Calgary Metropolitan Region Board

305, 602 11 Ave SW

Calgary, Alberta T2R 1J8

Dear Mr. Copping:

Reference: IREF#2019-08 for the Spruce Meadows Area Structure Plan in Foothills County.

Please find attached the third-party evaluation for Spruce Meadows Area Structure Plan.

It is our opinion that the proposed plan is generally consistent with the objectives of the Calgary Metropolitan Region Interim Growth Plan being schedule A to Ministerial Order MSL 091/18.

Ashley Woo, M.E.Des

Planner, Situated Consulting

SITUATED 

Member Municipality	Foothills County
Application Name	Spruce Meadows Area Structure Plan
IREF Number	2019-08
Type of Application	Area Structure Plan
Municipality Bylaw #	62/2019
Date of Application	December 19, 2019
Date of Third-Party Review Report	January 15, 2020
Findings	
That the Spruce Meadows Area Structure Plan (IREF 2019-08) is consistent with the Interim Regional Evaluation Framework MSL: 091/18.	
Summary of Review	
An application for an Area Structure Plan, Spruce Meadows ASP, was submitted by Foothills County to the Calgary Metropolitan Region Board ("CMRB") for an Interim Regional Evaluation Framework ("IREF") review and evaluation.	
<ul style="list-style-type: none"> • The Spruce Meadows Area Structure Plan is an application to provide a statutory planning for approximately 506 acres of land owned by Spruce Meadows Executive and/or their subsidiary companies. • The application is located within Foothills County and shares a boundary with the City of Calgary. • The Spruce Meadows ASP intent is to provide for an update to an existing outdated ASP from 2002 that presents a framework for growth and expansion of the existing Spruce Meadows facility for the next 30 years to accommodate a 12,000- seat soccer stadium, sport / soccer field house, boutique hotel and conference center and commercial retail and restaurant uses. • As this ASP does not provide residential development, and can best be categorized as an employment area, according the Interim Growth Plan, several of the CMRB Interim Growth Plan Development Types policies do not apply. • This ASP is in alignment with the Employment Areas policies of the CMRB Interim Growth Plan. • The application is not located within proximity to any floodways or flood fringe, therefore the CMRB Interim Growth Plan Flood Prone Area Policies do not apply. • The figure 1.0.1 illustrates the regional corridors. It shows that the plan area is within 1.6km of the following regionally significant mobility corridors <ul style="list-style-type: none"> ○ Transportation Utility Corridor ○ Level 2 Highway (22X) ○ Energy Pipelines and Energy Super pipelines adjacent to the property 	
The review found that the Spruce Meadows Area Structure Plan is generally consistent with the IREF MSL: 091/18.	

3.2 Region-wide Policies

3.2.1

Principles, Objectives, and Policies

Principle 1: Promote the Integration and Efficient Use of Regional Infrastructure:

Principle 1 addressed through the following in the Spruce Meadows ASP:

One of the fundamental reasons for the new Spruce Meadows ASP is to capitalize on the regional infrastructure that is available to the facility.

The first of these is the construction of Southwest Calgary Ring Road (SWCRR). The main entrance to the facility will be from the east off Spruce Meadows Way via a roundabout within the SWCRR right of way, recently negotiated between Spruce Meadows and Alberta Transportation.

The second is that in July 2017 City of Calgary Council approved Foothills County's request to provide Wastewater servicing to Spruce Meadows. Servicing infrastructure will be made available for piped water and sanitary services from the City of Calgary through a Master Servicing Agreement.

Principle 2: Protect Water Quality and Promote Water Conservation

Principle 2 addressed through the following in the Spruce Meadows ASP:

Policies 6.2.4 and 6.2.5 encourage LID strategies and focus on achieving a system of natural drainage that enhances the community landscape, reduces peak discharge, and improves water quality. The policies defer to the *Spruce Meadows Servicing Study* prepared by ISL to generally maintain the existing drainage patterns and

	<p>run off to Radio Tower Creek and Pine Creek drainage systems.</p> <p>Connection to the City of Calgary piped servicing provides a secure and reliable water source. The Master Servicing agreement, referenced within the ISL Servicing Plan and the ASP, indicates there has been a collaborative effort between Foothills County and the City of Calgary to address water quality, and drinking water sources.</p> <p>Section 4.1 of the ASP acknowledges the importance of Radio Tower Creek, which the ASP is located in close proximity to. Verbiage within the ASP supports development of new stormwater ponds to accommodate additional run off on site.</p> <p>The ASP is not located within a floodway.</p> <p>Principle 3: Encourage Efficient Growth and Strong and Sustainable Communities</p> <p>Principle 3 addressed through the following in the Spruce Meadows ASP:</p> <ul style="list-style-type: none"> ○ Enhancement and expansion of the existing world class facility that will provide amenities for the region. ○ A diversity of amenities will provide services and facilities to serve the Calgary Metropolitan Region. These amenities include: <ul style="list-style-type: none"> - A farmer’s market - 12,000 seat soccer stadium - sport and soccer field house - hotel and conference center - commercial amenities - agricultural education. ○ Policies support coordination for multimodal connections, inclusive of transit, through coordination with Foothills County and the City of Calgary as per section 6.1.3 of the ASP.
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<p>3.2.2</p> <p>Demonstrate collaboration to coordinate with other member municipalities</p>	<ul style="list-style-type: none"> ○ Policy 2.1.1 identifies requirements for all applications including Land Use amendments, subdivision and development permits to be referred to the City of Calgary for a 30 day circulation ○ In addition, there is a letter of support from the City of Calgary included with the IREF review submission acknowledging the collaborative effort between the two municipalities on the Spruce Meadows ASP process. This letter is located in Appendix B of the December 2019 Council Report.
<p>3.2.3</p> <p>Water, wetlands and stormwater</p>	<p>Stormwater</p> <ul style="list-style-type: none"> ○ Policies support maintaining a natural drainage system that enhances the community landscape and improves water quality (Policy 6.2.5). ○ Section 6 of the ASP requires that stormwater management requirements align with those in the "The Spruce Meadows Servicing Study" prepared by ISL. Specifically, Policy 6.2.4 states <i>Stormwater management features and low impact development strategies should generally align with the size requirements as outlined in "The Spruce Meadows Servicing Study."</i> ○ Within the Servicing Study, the Study indicates the potential requirement for a Staged Master Drainage Plan to provide greater detail with regards to stormwater management facilities. The Servicing Study also contains source control best management practices to address water quality. ○ Policy 6.2.1 indicates that the servicing connections are subject to a Master Servicing Agreement between Foothills County and the City. The status of this Agreement is unknown at present, however the verbiage in the ASP indicates that there is a collaborative

	<p>effort between the two municipalities to connect to a piped water system. Staging of the development will be aligned with these connections as per Section 6, Infrastructure and Section 7, Phasing. Detailed servicing is identified within the ISL Servicing Study.</p> <p>Water and Wetlands</p> <ul style="list-style-type: none"> ○ The ASP contains no specific policies on water conservation. ○ Drainages and wetlands are identified on Figure 4.1.1 Plan Area Hydrology and Topography of the ASP. Tree canopies and trees are identified as well on Figure 4.1.2, which as per the ASP are to be left untouched. ○ The ASP does not identify wetlands as per a provincially identified wetland classification system, or reference a biophysical report that has been completed to determine Figure 4.1.1. ○ The ASP does identify that it is in close proximity to Radio Tower Creek wetland, which is considered an important part of the headwaters of the Pine Creek drainage system. The ASP states that proposed new development will incorporate additional drainage to new ponds for increased run off (Section 4.1). ○ The ASP also indicates the continued use of an existing pond for a wetland education program with enhanced natural features and a constructed wetland program. This is identified in Section 4.1 and Section 5.2, Agricultural District. Policy 5.2.2 supports development as per the ASP description.
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3.3 Flood Prone Areas	
<p>3.3.1 Development in the floodways</p>	<ul style="list-style-type: none"> ⊖ The ASP is not located within a floodway
<p>3.3.2 Flood protection in flood fringe areas</p>	<ul style="list-style-type: none"> ○ The ASP is not located within a flood fringe

3.4 Development Types	
3.4.1 Intensification and Infill Development	
<p>3.4.1.1 Intensification and Infill in existing settlement areas in cities, towns, and villages</p>	<ul style="list-style-type: none"> ○ Not applicable, Spruce Meadows ASP is a not an infill development in a city, town or village.

<p>3.4.1.2 Intensification and Infill of existing settlement areas in hamlets and other unincorporated urban communities within rural municipalities</p>	<ul style="list-style-type: none"> ○ Not applicable, Spruce Meadows ASP is a not an infill development in a hamlet or other unincorporated urban community.
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3.4.2 Expansion of Settlement Areas	
<p>3.4.2.1 Expansion of settlement areas in a contiguous pattern</p>	<ul style="list-style-type: none"> ○ Not applicable, Spruce Meadows ASP is a not an expansion of a settlement area
<p>3.4.2.2 Expansion of settlement areas with 500 or greater new dwelling units</p>	<ul style="list-style-type: none"> ○ Not applicable. The Spruce Meadows ASP does not provide any residential development.

<p>3.4.2.3 Rationale for expansion of settlement areas that do not meet all components of Policy 3.4.2.1 and 3.4.2.2</p>	<ul style="list-style-type: none"> ○ Not applicable
<p>3.4.3 New Freestanding Settlement Areas</p>	
<p>3.4.3.1 New freestanding settlement areas</p>	<ul style="list-style-type: none"> ○ The ASP does not propose any new freestanding settlement. Section 3.4.3.1 does not apply to this application.
<p>3.4.3.2 New freestanding settlement areas with 500 or greater new dwelling units</p>	<ul style="list-style-type: none"> ○ The ASP does not propose any new freestanding settlement. Section 3.4.3.2 does not apply to this application.
<p>3.4.3.3 Rationale for new freestanding settlement areas with 500 or greater new dwelling units that do not meet all components of Policy 3.4.3.2</p>	<ul style="list-style-type: none"> ○ The ASP does not propose any new freestanding settlement. Section 3.4.3.3 does not apply to this application.

3.4.4 Country Residential Development	
3.4.4 Country Residential Development	<ul style="list-style-type: none"> ○ The ASP does not propose any Country Residential Development. Section 3.4.4 does not apply to this application.
3.4.5 Employment Areas	
3.4.5.1 New employment areas	<ul style="list-style-type: none"> ○ ASP plans for expansion of the existing Spruce Meadows services including a 12,000 seat soccer stadium, sport/soccer field house, hotel and conference center and commercial uses. ○ These uses are planned as a result of the ability to connect to the City of Calgary for water and wastewater servicing through a Master Servicing Agreement. ○ The phasing plan for the expansion of these facilities is tied to the servicing ability as per policy 7.0.1.
3.4.5.2 Connections to transit stations and corridors	<ul style="list-style-type: none"> ○ ASP plans for enhanced pedestrian connections throughout the site and along Spruce Meadows Way, as per Sections 5.3.4, 5.3.5, and 5.4. ○ Policy 5.4.4 provides for a transportation network within the Good Friends and Good Commerce District designed to provide connectivity for transit, pedestrians and cyclists from the local area. The Good Friends and Good Commerce district is the located directly off Spruce Meadows Way. ○ Policy 5.4.5 identifies that Foothills County and the City of Calgary are to ensure multi-modal access, inclusive of transit, to the venue is retained on Spruce Meadows Way. ○ Spruce Meadows is located in proximity to the Bridlewood LRT and future City of Calgary Red Line LRT stations. Policy 5.5.4 states that Spruce Meadows shall continue to provide on site parking and charter buses to the nearest LRT stations. Additional policies 6.1.7, and 6.1.9 further support connections to public transit.

3.5 Regional Corridors	
3.5.1.1 Mobility Corridors	<ul style="list-style-type: none"> ○ The figure 1.0.1 illustrates the regional corridors. It shows that the plan area is within 1.6km of the following regionally significant mobility corridors <ul style="list-style-type: none"> ○ Transportation Utility Corridor ○ Level 2 highway (22X) ○ As per Section 6.1 Spruce Meadows has worked with Alberta Transportation and the City of Calgary with regards to venue access and parking.
3.5.2.1 Transmission Corridors	<ul style="list-style-type: none"> ○ The figure 1.0.1 illustrates the regional corridors. It shows that the plan area is within 1.6km of the following regionally significant transmission corridors <ul style="list-style-type: none"> ○ Energy Pipelines and Energy Super pipelines adjacent to the property ○ The pipelines are located along the west periphery of the property where the designated districts as per the ASP are Equestrian and Agriculture Animal Support and Agricultural Education. The uses within these areas are not anticipated to be in conflict with the existing pipelines.