

Interim Regional Evaluation Framework (IREF) CMRB Administration Recommendation	
Member Municipality	Rocky View County
Application Name	South Springbank Area Structure Plan
IREF Application Number	2021-03
Type of Application	Area Structure Plan
Municipality Bylaw #	C-8064-2020
Date of Complete Application	April 21, 2021
Date Application Circulated	April 22, 2021
Date of CMRB Administration Recommendation	May 28, 2021
CMRB Recommendation	
That the Board APPROVE IREF Application 2021-03, the Rocky View County South Springbank Area Structure Plan	
<ul style="list-style-type: none"> • IREF Application 2021-03 is a new Area Structure Plan for the South Springbank area. The South Springbank Area Structure Plan (SSASP) is generally defined by the Elbow River to the south, the City of Calgary to the east, and Range Road 34 to the west. The north boundary of the SSASP abuts the south boundary of the North Springbank Area Structure Plan. The SSASP does not include Highway 1 corridor. • The proposed SSASP supersedes, in part, the Central Springbank Area Structure Plan, which was adopted in 2001. • The South Springbank Area Structure Plan provides a framework for the development of approximately 5,336 hectares (13,187 acres) of land with a planned population of 14,600 people. • The proposed plan intends to maintain the existing residential character of the South Springbank area with a focus on country residential infill and cluster development, with community and institutional uses focused along Range Road 33. There are also four special areas within the SSASP and one urban interface area. • 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 2021-03 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

Rocky View County (RVC) has submitted Interim Regional Evaluation Framework (IREF) Application 2021-03, the Rocky View County South Springbank Area Structure Plan (SSASP), proposed Bylaw #C-8064-2020. A complete application was submitted to the CMRB on April 21, 2021.

The proposed SSASP amendment was submitted to the CMRB through IREF under Section 4.1 (c) which requires that municipalities refer “all amendments to ASPs, IDPs, ARPs and ASPs proposing employment areas and/or 50 or more new dwelling units” to the Board. IREF 2021-03 provides a framework for the development of approximately 5,336 hectares (13,187 acres) of land with a planned population of 14,600 people. This total includes the existing population of 3,989 (2018 data).

The proposed SSASP provides for the continued development of the Springbank area as an acreage community with opportunities for cluster forms of country residential development that promote open space and pathway connections. In general, the SSASP plans for:

- Single detached dwellings as the predominant form of housing in Springbank to maintain the existing character of the area with some opportunities for other housing types such as country cluster and villa condo developments.
- Community and Institutional uses predominantly focused around Range Road 33.
- Four special planning areas. These are areas that require additional consideration given their location adjoining the municipal boundary with the city of Calgary and adjacent to the transportation corridors of Stoney Trail, or Highway 8. In addition, more information is required as to how these areas will obtain an adequate level of potable water and wastewater servicing. Impacts upon transportation infrastructure will need coordination with Alberta Transportation and the City of Calgary.

Administration notified CMRB members of IREF Application 2021-03 on April 22, 2021.

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 SSASP in relation to the objectives of the Interim Growth Plan (“IGP”) and the evaluation criteria of the IREF. Situated found IREF Application 2021-03 to be generally consistent with the objectives of the IGP and IREF.

3.0 CMRB Administration Comments

3.1 *Efficient Use of Land*

Efficient Use of Land is a term used throughout the IGP, including in “Principle 3: Encourage Efficient Growth and Strong and Sustainable Communities” which includes a stated objective to “Promote the *efficient use of land* and *cost-effective development*.”

As defined in the Interim Growth Plan, *efficient use of land* includes “pattern of land-use that minimizes over time the amount of land required for development of the built environment and may include, as appropriate to the local context, walkable neighbourhoods, a mix of land uses (residential, retail, workplace and institutional), multi-modal transportation access, and efficient and cost-effective servicing” (IGP Section 6, Glossary).

The SSASP promotes higher density forms of country residential development, such as infill and cluster country residential infill, semi-detached and villa condo developments. As noted in the County’s IREF submission, IREF Evaluation Criteria Review, “A primary goal of the SSASP is to increase residential density and promote more efficient land use by moving away from traditional country residential acreages ...This is achieved by allowing and encouraging cluster subdivision (Sections 6 and 7) and other urban forms of development (Sections 9 and 10)” (see page 3). In this way, the SSASP seeks to create a “pattern of land-use that minimizes over time the amount of land required for development of the built environment” within the context of the SSASP.

It should be noted that when comparing Map 4: Existing Land Use and Map 5: Land Use Strategy of the SSASP, the SSASP replaces a significant amount of land currently identified for agriculture with country residential, community and institutional, and special area uses (approximately 10 quarter sections of land). Although the overall density of the proposed land uses is higher than existing patterns of country residential development, it is also much lower than many other development forms being planned and built throughout the CMR. The SSASP is of a significant size and scale, planning for 14,600 people on approximately 5,336 hectares (13,187 acres), with a long-term build out of the plan area. In this way, the SSASP may not create “pattern of land-use that minimizes over time the amount of land required for development of the built environment.”

In making its recommendation for approval, CMRB Administration has interpreted *efficient use of land* within the context of the SSASP and the development which currently exists in that location. This interpretation is consistent with the submission by Rocky View County and the third-party review report.

3.2 Demonstration of Collaboration to Coordinate (IGP Policy 3.2.2)

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. The ASP amendment area boundary is located adjacent to Rocky View County’s municipal boundary with the City of Calgary.

Appendix D of the proposed SSASP provides a summary of the collaboration with the City of Calgary consistent with IGP Policy 3.2.2. Engagement began with the development of an agreed upon Intermunicipal Engagement Plan and occurred throughout plan development. In addition, “Section 26: Intermunicipal Coordination

and Cooperation” of the SSASP includes policies requiring that further collaboration at future stages of planning.

The collaboration process did not resolve the City of Calgary’s concerns in several areas, as noted in a letter from the City of Calgary included in the Rocky View County Council Report (see pages 392-394). The letter was provided as part of the IREF 2021-03 application materials and is available on the CMRB website. As stated in the letter, the City of Calgary’s outstanding concerns include:

- *Addressing impacts on Calgary infrastructure and services:* The City requests additional policy to ensure there is no detrimental impact to infrastructure, services and facilities provided by the City of Calgary.
- *Need to identify priorities for growth:* The City of Calgary suggests there is a need for further growth management policies directing development and servicing in a comprehensive manner.
- *Source water protection:* The City of Calgary requests additional policy to support the sustainability of the region’s long-term drinking water supply.
- *Transportation impacts:* The City requests additional policy to ensure that development proposals consider and mitigate the cumulative impacts on the City of Calgary’s transportation network.
- *Special Planning Areas:* The City requests further meetings to clarify intent and provide additional policy language for these areas.

3.1 Consistency with the IGP and IREF

As outlined in the County’s submission and the third-party review, and in consideration of its own review of IREF 2021-03 application materials, CMRB Administration finds IREF Application 2021-03 to be generally consistent with the objectives of the IGP and IREF.

4.0 Recommendation

That the Board **APPROVE** IREF Application 2021-03, the Rocky View County South Springbank Area Structure Plan.

May 20, 2021

Attention: Jordon Copping, Chief Officer
Calgary Metropolitan Region Board
305, 602 11 Ave SW
Calgary, Alberta T2R 1J8

Dear Mr. Copping:

Reference: IREF#2021-03 for the South Springbank Area Structure Plan in Rocky View County

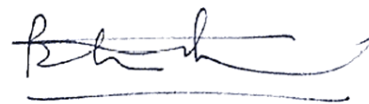
Please find attached Situated's third-party evaluation for the South Springbank Area Structure Plan.

Should you have any questions, please do not hesitate to contact the undersigned.



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Situated Consulting



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Situated Consulting

INTERIM REGIONAL EVALUATION FRAMEWORK (IREF) THIRD-PARTY REVIEW

Member Municipality	Rocky View County
Application Name	South Springbank Area Structure Plan
IREF Number	2021-03
Type of Application	Area Structure Plan
Municipality Bylaw #	C-8064-2020
Date of Application	April 21, 2021
Date of Third-Party Review Report	May 20, 2021

Findings

Situated's review found that the South Springbank Area Structure Plan (IREF 2021-03) is generally consistent with the objectives of the Calgary Metropolitan Region Board (CMRB) Interim Growth Plan (IGP), being Schedule A to Ministerial Order MSL:091/18. The ASP defers information in certain sections to be addressed through future ASP amendments / local plans.

As per South Springbank Area Structure Plan policies (Section 25) growth within the plan area will utilize utility infrastructure within Rocky View County and the existing regional transportation infrastructure in accordance with technical studies prepared by qualified Municipal and Transportation Engineering consultants (MPE, ISL and Watt). Situated's scope does not include review of the technical studies.

The plan also leaves open the ability to connect to infrastructure within the City of Calgary should a joint servicing solution become available in the future. Section 26 identifies policies for further engagement with the City of Calgary for any applications adjacent to the City.

A letter from the City, included in the IREF application, indicates that the City is not supportive of the ASP.

Summary of Review

An application for the South Springbank Area Structure Plan was submitted by Rocky View County to the Calgary Metropolitan Region Board ("CMRB"), for an Interim Regional Evaluation Framework ("IREF") review and evaluation.

- The South Springbank Area Structure Plan provides long term statutory planning to guide the development within the Plan area.
- The South Springbank Area Structure Plan replaces the Central Springbank Area Structure Plan.
- The application is for approximately 5,337 hectares of land. This area is north of the Elbow River, south of Highway 1, west of the City of Calgary and east of Range Road 34.
- The goals for the ASP were based on policy direction of the IGP, Rocky View MDP, and Rocky View County/City of Calgary Intermunicipal Development Plan.
- The South Springbank ASP focuses on country residential, country residential infill and cluster residential development. This land use accounts for approximately 4,559 hectares of the ASP area.
- The ASP also contains a community core, an urban interface area and four special planning areas which will contain higher intensity development in proximity to the City of Calgary.
- The application contains land within the Floodway and Flood fringe of the Elbow River. The ASP recognizes and meets the CMRB requirements through policies that restrict development within the floodway and flood fringe.
- The plan area contains the following regionally significant corridors:
 - Level 1 Highway (201)
 - Future Level 1 Highway (201)
 - Level 2 Highway (8)
 - Level 3 Highway (563)
 - Transportation Utility Corridor
 - Private Water Treatment Plants
 - Pipelines
 - Power Transmission Lines

Situated's review found that the South Springbank Area Structure Plan (IREF 2021-03) is generally consistent with the objectives of the Calgary Metropolitan Region Board (CMRB) Interim Growth Plan (IGP). The ASP defers information in certain sections to be addressed through future ASP amendments / local plans.

As per South Springbank Area Structure Plan policies (Section 25), growth within the plan area will utilize utility infrastructure within Rocky View County and the existing regional transportation infrastructure in accordance with technical studies prepared by qualified Municipal and Transportation Engineering consultants (MPE, ISL and Watt). Situated's scope does not include review of the technical studies.

The plan also leaves open the ability to connect to infrastructure within the City of Calgary should a joint servicing solution become available in the future. Section 26 identifies policies for further engagement with the City of Calgary for any applications adjacent to the City.

A letter from the City, included in the IREF application, indicates that the City is not supportive of the ASP due to reasons summarized below:

- Plan does not respond to cumulative impacts of proposed growth on regional infrastructure including transportation and long-term drinking water supply.
- Lack of growth management policies
- Scope of population increase without sufficient community services policies in place and lack of cost-sharing discussions between municipalities.

3.2 Region-wide Policies

3.2.1

Principles, Objectives,
and Policies

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

- Policies in Section 19 promote connection to piped utilities for water and wastewater address the IGP objective of promoting integration of land use and infrastructure.
- Policies in Section 10 support commercial uses in proximity to the regional transportation network.
- Objectives in Section 9 are supportive of higher intensity uses within the 4 Special Planning Areas. These special planning areas are in proximity to Stoney Trail. Actual land uses within Special Planning Areas are to be determined through coordination with The City of Calgary.
- Land Use map indicates an increase in intensity of use and increase in density as formerly agricultural land use areas are permitted for country residential infill or cluster residential.
- Section 7 provides for policies to support villa condo development and increased density of up to 8.0 upa.
- Land Use map identifies a Community Core. Section 8 policies support institutional and community services and provide consideration for neighbourhood commercial and higher density land use in the form of villa condo development.
- Policy 17.6 requires no new direct access to Stoney Trail, a major regional transportation network.
- Policies in Section 25 require that phasing of development follows the availability of efficient, cost effective and environmentally responsible utilities. Policies in Section 25 state that growth within the plan area will utilize utility infrastructure within Rocky View County and the existing regional transportation infrastructure in accordance with technical studies prepared by qualified Municipal and Transportation Engineering consultants (MPE, ISL and Watt). Situated's scope does not include review of the technical studies.
- The plan also leaves open the ability to connect to infrastructure within the City of Calgary should a joint

servicing solution become available in the future. Clause 25.7 addresses appropriate mechanisms to address cross boundary impacts on adjacent municipalities. Section 26 identifies policies for further engagement with the City of Calgary for any applications adjacent to the City. Sections 9 and 10 require that plans in the Urban Interface and Special Planning Areas commence collaborative engagement with The City of Calgary at an early stage to allow sufficient time to coordinate any joint planning initiatives and to address any cross boundary issues and opportunities;

Principle 2: Protect Water Quality and Promote Water Conservation

- The ASP contains several policies in Section 13 to recognize the importance of ecological systems within the Region. These include wildlife corridors, wetlands and riparian areas.
- Section 13 policies identify that wetland protection shall be governed by County, Regional and Provincial Policy.
- Policy 19.8 and 19.9 promote water conservation practices.
- Policies in Section 20 promote low impact development and best management practices to protect water quality.
- Policy 7.6 and policies in Section 23 prohibits new development in the floodway.

Principle 3: Encourage Efficient Growth and Strong and Sustainable Communities.

- The ASP supports intensification of existing Special Planning Areas through objectives in Section 9. Actual policies for these areas are subject to an amendment to the ASP following collaboration with the City of Calgary.
- Section 7 provides policies that support villa condo and potential for higher density use within the Special Planning Areas.
- Section 8 provides policies that support a community core where community services and facilities will be located for the ASP area.

The ASP defers the following information to be addressed through future ASP amendments / local plans:

	<ul style="list-style-type: none">○ Policies in Special Study Areas: Section 9 provides criteria for amendment to the ASP once details such as servicing, detailed land use, density and interface have been addressed.○ Section 8 encourages a large range of community and institutional services within the Community Core area, however, there is no specific land dedicated for community facilities, schools etc. Provision, need and locations have been deferred to the local plan.○ There are a number of regional corridors within the plan area including pipelines and power transmission lines. The plan does not reference any constraints for developing in proximity to the 138 KV transmission lines or the gas line corridors within the ASP.○ Highway 563 a level 3 highway is not identified as part of the regional corridors in the ASP maps.
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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"> ○ Engagement has been outlined in Appendix E of the ASP, specifically intermunicipal engagement is identified in Table 08. The City of Calgary has been engaged with through site visits, meetings, open houses, a technical workshop, and circulation of ASP drafts. This process is aligned with 3.2.2 of the IGP. ○ Section 9 identifies policies for further engagement with the City of Calgary for an amendment to the ASP for Special Study Areas. ○ Section 26 identifies policies for further engagement with the City of Calgary for any applications adjacent to the City. ○ A letter from the City has been included in the IREF application. This letter indicates that the City is still not supportive of the ASP. They are not supportive for the following reasons: <ul style="list-style-type: none"> ▪ Plan does not respond to cumulative impacts of proposed growth on regional infrastructure including transportation and long-term drinking water supply ▪ Lack of growth management policies ▪ Scope of population increase without sufficient community services policies in place and lack of cost-sharing discussions between municipalities
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<p>3.2.3 Water, wetlands and stormwater</p>	<ul style="list-style-type: none"> ○ Policies in Section 20 address stormwater management and rely on the Springbank Master Drainage Plan prepared by MPE for additional policy and implementation. Situated’s scope does not include review of the Master Drainage Plan. ○ Policy 20.8 identifies that stormwater management shall be done in a manner that protects downstream properties and preserves water quality of receiving water courses. ○ Policy 20.10 promotes bio-engineering techniques for volume control and water quality. ○ Policy 20.12 requires best management practices for stormwater which include source controls, stormwater reuse, LID etc. ○ Policy 20.14 supports lot level best management practices to reduce impervious surfaces. ○ Policy 20.2 identifies that the County will work with neighbours to create strategies and planning tools for watershed management. ○ Policy 13.9 requires that local plans identify wetlands using the Alberta Classification System. ○ Regional Corridors are identified on various maps within the ASP, although there is not a specific regional corridors map identifying all corridors. Mitigation measures include a non-statutory action: Section 20 <i>“Establish further tools and strategies to address regional source water concerns in partnership with other municipalities.”</i>
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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 South Springbank ASP is within the Elbow River Floodway. ○ An entirety of Section 23 is dedicated to policies for Flood Risk Management. These policies prohibit new development within the floodway or flood fringe. ○ The ASP recommends locating more vulnerable developments in areas with a flood risk of less than 1:1000.
<p>3.3.2 Flood protection in flood fringe areas</p>	<ul style="list-style-type: none"> ○ The South Springbank ASP is within the Elbow River flood fringe. ○ The ASP applies flood fringe standards to the 1:100 flood fringe and floodway, which aligns with the requirements in the MGA and in the IGP. ○ Policies 7.6 for residential development prohibit new residential development within the 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.
<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.

3.4.2 Expansion of Settlement Areas

<p>3.4.2 Expansion of Settlement Areas</p> <p>3.4.2.1 Expansion of settlement areas in a contiguous pattern</p>	<ul style="list-style-type: none"> ○ The ASP identifies 4 Special Planning Areas adjacent to the City of Calgary on the Land Use map. ○ The ASP indicates that these areas will be suitable for higher density development. ASP policies defers actual densities to be determined through an amendment to the ASP. Interim development requires a local plan. ○ Section 9 provides criteria for amendment to the ASP once details such as servicing, detailed land use, density and interface have been addressed.
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<p>3.4.2.2 Expansion of settlement areas with 500 or greater new dwelling units</p>	<ul style="list-style-type: none"> ○ The ASP identifies 4 Special Planning Areas adjacent to the City of Calgary on the Land Use map. ○ Section 9 provides criteria for amendment to the ASP once details such as servicing, detailed land use, density and interface have been addressed. Section 10 provides for commercial development in the Urban Interface area.
<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 enough information to answer.
<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"> ○ Not applicable
<p>3.4.3.2 New freestanding settlement areas with 500 or greater new dwelling units</p>	<ul style="list-style-type: none"> ○ Not applicable
<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"> ○ Not applicable

3.4.4 Country Residential Development	
3.4.4 Country Residential Development	<ul style="list-style-type: none"> ○ The ASP consists of approximately 4,559 ha of permitted country residential, infill country residential or cluster residential development. ○ 3.2.2, 3.2.3, 3.3 compliance is demonstrated as per comments in the respective sections of this review. ○ Regional Corridors are identified on various maps within the ASP, although there is not a specific regional corridors map identifying all corridors.
3.4.5 Employment Areas	
3.4.5.1 New employment areas	<ul style="list-style-type: none"> ○ The ASP identifies an Urban Interface Area. ○ These lands are identified for commercial development in proximity to the City of Calgary. ○ The Urban Interface Area is adjacent to Stoney Trail which will make cost-effective use of planned infrastructure.
3.4.5.2 Connections to transit stations and corridors	<ul style="list-style-type: none"> ○ There is currently no transit within the ASP area. ○ Policy 10.2 identifies that appropriate mechanisms to implement the construction of the transportation and transit network shall be identified. ○ Policies in Section 17 encourage opportunities to connect to the regional public/private transportation system.
3.5 Regional Corridors	

<p>3.5.1.1 Mobility Corridors</p>	<ul style="list-style-type: none"> ○ Map 9 identifies the Mobility Corridors within 1.6 km of the ASP. ○ These corridors include a Level 1 highway (Transcanada/Highway1), a Future Level 1 (Stoney Trail), a Level 2 (Highway 8), and the Transportation Utility Corridor. ○ Map 9 does not show Level 3 Highway (Old Banff Coach Road / Hwy 563) ○ Consistent with Figure 21 of the Springbank -ASP Network Analysis, the ASP does not show connections to Stoney Trail at 17th Av. This is inconsistent with Exhibit 4.4 of the CMRB South and East Regional Transportation Study, Figure 3 of the Springbank – ASP Network Analysis and a review of the Calgary West Ring Road Plan. Situated’s scope does not include review of the technical analysis. ○ The location of the Urban Interface Area will provide a built form that optimizes the proximity to Stoney Trail and the TUC ○ The Special Planning Areas are anticipated to be higher density development which should also optimize this infrastructure. ○ Private intermunicipal transit on Highway 1 and Public intermunicipal Transit on Highway are within 1.6 km of the plan area. ○ Policy 17.8 encourages opportunities to connect to a regional public/private transportation system where feasible. ○ Policy 17.2 and Appendix B of the ASP identifies that at the local plan a Traffic Impact Assessment shall be required to support road plan and design. ○ There are specific policies to address impacts to Stoney Trail (17.11 and 17.12).
<p>3.5.2.1 Transmission Corridors</p>	<ul style="list-style-type: none"> ○ Map 1 and Map 11 show the transmission corridors. ○ Within 1.6 km of the ASP there are several regionally significant transmission corridors these include: <ul style="list-style-type: none"> ● Two private water treatment plants (CalAlta and Glencoe) ● Water Corridor (CalAlta) ● Intermunicipal Wastewater ● Transportation Utility Corridor ● Power Transmission Lines ● Pipelines

	<ul style="list-style-type: none">○ The plan does not reference any constraints for developing in proximity to the 138 KV transmission lines or the gas line corridors within the ASP.
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