

Interim Regional Evaluation Framework (IREF) CMRB Administration Recommendation	
Member Municipality	Rocky View County
Application Name	Bearspaw Area Structure Plan amendment to provide for the Ascension Conceptual Scheme
IREF Application Number	2021-13
Type of Application	Area Structure Plan Amendment
Municipality Bylaw #	C-7991-2020
Date of Complete Application	July 12, 2021
Date Application Circulated	July 16, 2021
Date of CMRB Administration Recommendation	July 29, 2021
CMRB Recommendation	
<p>That the Board APPROVE IREF Application 2021-13, the Rocky View County Bearspaw Area Structure Plan amendment to provide for the Ascension Conceptual Scheme, with an advisement.</p>	
<ul style="list-style-type: none"> • IREF Application 2021-13 is a proposed amendment to the Bearspaw Area Structure Plan to provide for the Ascension Conceptual Scheme (the Conceptual Scheme or the Plan). The subject lands contain approximately 113 ha (278 ac). • The Conceptual Scheme provides the framework for the development of predominately single-detached residential units with multi-residential units located within walking distance of a larger retail/commercial area (the "Market Place"). <ul style="list-style-type: none"> ○ The Market Place is a multi-purpose amenity, retail, and entertainment area including approximately 19 hectares (48 acres) of land. ○ The residential component includes approximately 540 single-detached units, 43 comprehensively planned residential units at 15 units/acre, and 300 potential seniors' residential units adjacent to the Market Place. • The Plan policies propose a transition between neighbouring suburban and country residential densities through a conservation-based country residential design with an overall density of 2.49 units per acre gross developable (excluding the seniors residential). • Piped water servicing will be provided by Blazer Water Systems. Piped wastewater servicing will be provided by the Bearspaw Regional Wastewater Treatment Plant. • Approximately 20% of the total site is open space with trails/pathways, natural areas and environmental reserve land. • The third-party consultant review, completed by Stantec, found the application to be consistent with the Interim Growth Plan (IGP) and the IREF. • CMRB Administration finds IREF Application 2021-13 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, Stantec 	

1.0 Background

Rocky View County has submitted an Interim Regional Evaluation Framework (IREF) application for an amendment to the Bearspaw Area Structure Plan. The purpose of the amendments is to provide for the Ascension Conceptual Scheme (the Conceptual Scheme or the Plan), Rocky View County Bylaw C-7991-2020. The Conceptual Scheme is being appended into the existing Bearspaw Area Structure Plan.

The Bearspaw ASP amendment was submitted to the CMRB through IREF under Section 4.1(c) which requires municipalities to refer “All amendments to MDPs, IDPs, ARPs and ASPs proposing employment areas and/or 50 or more new dwelling units” to the Board. The Bearspaw ASP amendment, which provides for the Ascension Conceptual Scheme, is a framework for the development of approximately 883 residential dwelling units and a retail/commercial area that is approximately 19 hectares (48 acres) in size.

CMRB Administration notified CMRB members of IREF Application 2021-13 on July 16, 2021.

2.0 Third Party Evaluation

CMRB Administration retained Stantec to evaluate the application with respect to the IREF requirements. The Stantec evaluation (attached) reviewed the proposed Bearspaw ASP amendment to provide for the Ascension Conceptual Scheme in relation to the objectives of the IGP and the evaluation criteria of the IREF. Stantec found IREF Application 2021-13 to be generally consistent with the objectives of the IGP and IREF.

3.0 CMRB Administration Comments

3.1 Consistency with the IGP and IREF

As outlined in Rocky View County’s submission and the third-party review, and in consideration of its own review of IREF 2021-13 application materials, CMRB Administration finds IREF Application 2021-13 to be generally consistent with the objectives of the IGP and IREF.

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 immediately adjacent to the City of Calgary municipal boundary.

IREF Application 2021-13 is consistent with the requirements of Policy 3.2.2.

- The Applicant invited residents to participate in two open houses held in spring 2017 prior to the submission of the plan to the County.

- Rocky View County circulated the Conceptual Scheme to the City of Calgary during both the first circulation process in mid-2017 and again during the recirculation in late-2020.
- Several meetings took place between Rocky View County, the City of Calgary and the applicant regarding various elements of the Conceptual Scheme, particularly with respect to transportation and servicing.
- Several meetings took place between the County, City, Alberta Transportation to gain consensus on the population, growth and traffic assumptions used in the Transportation Impact Assessment.

In a letter provided by City of Calgary Administration to Rocky View County, the City of Calgary notes that it “does not support the Conceptual Scheme due to the potential significant transportation, servicing, and stormwater impacts that could cause detriment to The City of Calgary.” For more detailed information about the City of Calgary’s concerns, please refer to pages 186 to 192 of the Rocky View County Council Report dated June 1, 2021 submitted as part of the 2021-13 IREF application.

Rocky View County has amended the Conceptual Scheme in reference to the City of Calgary’s concerns (see pages 3 to 4 of the IREF Alignment Statement submitted by Rocky View County):

- Additional policies were added to Section 6.7 of the Conceptual Scheme to address boundary interface considerations.
- Additional detail on the function, timing and funding of the transportation network were included in Section 7 of the Conceptual Scheme, including policies 7.1.1, 7.1.2 and 7.1.3.
- Policy 8.1.10 was added to address concerns over impacts to the Bearspaw Reservoir.
- Policy 12.1.2 was added to address matters of cost sharing: *“Prior to subdivision approval, the County, in consultation with The City of Calgary, shall review the impacts to The City of Calgary’s infrastructure and services. If material impacts are found, a cost sharing agreement and/or alternative appropriate mechanisms shall be in place prior to subdivision to address those impacts.”*

4.0 Recommendation

That the Board **APPROVE** IREF Application 2021-13, the Rocky View County Bearspaw Area Structure Plan amendment to provide for the Ascension Conceptual Scheme, with the following advisement:

1. As stated in policy 3.1.12.1 of the Board-approved Growth Plan, “Area Structure Plans and Area Redevelopment Plans and amendments to Area Structure Plans and Area Redevelopment Plans submitted to the CMRB after approval of the Growth Plan by the Board and before the Growth Plan is approved by the Minister shall be brought into alignment with the Growth Plan within one year of approval of the Growth Plan by the Board.”

2. As stated in Policy 3.1.12.2 of the Board-approved Growth Plan, “If a member municipality determines that a Regionally Significant amendment is required to bring an Existing Area Structure Plan or an Existing Area Redevelopment Plan into alignment with the Growth Plan, the amendment shall be referred to the Board for approval through Regional Evaluation Framework.”

This IREF approval recommendation for 2021-13 does not remove or supersede the requirement for the Rocky View County Bearspaw Area Structure Plan amendment to provide for the Ascension Conceptual Scheme to comply with policies 3.1.12.1 and 3.1.12.2 of the Growth Plan by May 21, 2022.

July 28, 2021

Attention: Jordon Copping, Chief Officer

Calgary Metropolitan Region Board

305, 602 11 Ave SW

Calgary, Alberta T2R 1J8

Dear Mr. Copping:

Reference: IREF# 2021-13 for Bearspaw Area Structure Plan Amendment (to append the Ascension Conceptual Scheme into the ASP) in Rocky View County.

Please find attached the third-party evaluation of the Bearspaw Area Structure Plan Amendment (to append the Ascension Conceptual Scheme into the ASP).

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



Stephen Oliver CD, MA, RPP, MCIP
Senior Planner

Mobile: 519-574-4002

Stantec Consulting Ltd.
200-325 25 Street SE
Calgary AB T2A 7H8 CA

Calgary Metropolitan Region Board Interim Regional Evaluation Framework	
Member Municipality	Rocky View County
Application Name	the Bearspaw Area Structure Plan Amendment (to append the Ascension Conceptual Scheme into the ASP)
IREF Number	2021-13
Type of Application	Amendment
Municipality Bylaw #	Bylaw_C_7991_2020
Date of Application	July 12, 2021
Date of Third-Party Review Report	July 29, 2021
Findings	
That the Bearspaw Area Structure Plan Amendment (to append the Ascension Conceptual Scheme into the ASP) is Consistent with the Interim Regional Evaluation Framework MSL: 091/18.	
Summary of Review	
<ul style="list-style-type: none"> • An application to adopt a new statutory plan, Bearspaw Area Structure Plan Amendment (to append the Ascension Conceptual Scheme into the ASP), was submitted by Rocky View County ("RVC") to the Calgary Metropolitan Region Board ("CMRB") for an IREF review and evaluation. • The application is generally located on Highway 1A on the border of Rocky View County and the City of Calgary between rural residential developments to the North, East, West and South. • The purpose of the application was to establish a Conceptual Scheme which will provide a comprehensive statutory framework to guide the development of the area. • The application determined that the development is not an expansion of the settlement area as the Bearspaw ASP had previously identified the subject land as development for Country Residential. The Concept Scheme informs a more efficient development of that ASP within the constraints of that approved policy. • The application proposes approximately 883 new dwelling units (Single Family 61%, Planned lots 5%, Senior's Residential 34%). All the Senior's Residential is part of the mixed employment, commercial lands called "the Market Place". • The application acknowledges that the intermunicipal funding agreement between the City of Calgary and Rocky View County is still pending which will support the application. This is reflected in both the City of Calgary Submission (to RVC) and the RVC submission (to the CMRB). 	



- The Conceptual Scheme leverages existing regional water and transportation infrastructure to support the development.

Review Prepared by



Stephen Oliver CD, MA, RPP, MCIP
Senior Planner

Stantec Consulting Ltd.



3.2 Region-wide Policies	
3.2.1 Principles, Objectives, and Policies	<p>Principle 1: Promote the Integration and Efficient Use of Regional Infrastructure</p> <ul style="list-style-type: none"> • The Conceptual Scheme is located near a major transportation corridor (Highway 1A), with existing supporting transportation corridors (12 Mile Coulee Road). • The Conceptual Scheme connects to the Bearspaw Regional Wastewater Treatment Plant and Blazer Water Treatment Systems to support the development. <p>Principle 2: Protect Water Quality and Promote Water Conservation</p> <ul style="list-style-type: none"> • The Conceptual Scheme provides several core policies which protect or promote water quality in alignment with the Bearspaw-Glenbow Master Drainage Plan. The management of storm water and water treatment will leverage existing infrastructure. <p>Principle 3: Encourage Efficient Growth and Strong and Sustainable Communities</p> <ul style="list-style-type: none"> • The Conceptual Scheme identifies the development of a community providing residential, employment and commercial uses, which will connect existing development between the urban development in Calgary and Rural/Suburban development in RVC as key principles. • The Conceptual Scheme diversifies the land uses available to the surrounding predominantly residential uses. • This Conceptual Scheme provides for the respect of natural features as a key principle which informs both the Conceptual Scheme and future implementation. • This Conceptual Scheme exceeds the development set forth in the Bearspaw Area Structure Plan in efficiency and form.



<p>3.2.2</p> <p>Demonstrate collaboration to coordinate with other member municipalities</p>	<ul style="list-style-type: none"> • The Conceptual Scheme is located directly adjacent to the City of Calgary. • The submission includes a letter from the City of Calgary Planning Department dated May 12, 2021 as demonstration of this engagement. Through this letter the City of Calgary indicated that are unable to support the Conceptual Scheme, identifying the following reasons: <ul style="list-style-type: none"> ○ Transportation impacts, where the City has identified both “down-stream impacts” and specific design concerns for the intersections on Crowchild Tr/ 12 Mile Coulee Rd. ○ Source Water protection and Stormwater management, where additional information is being requested on both these matters with specific concerns about degraded water quality. ○ Sharing of costs between RVC and the City of Calgary; where the City has identified several infrastructure components which may have need for upgrades prior to the development and a cost-sharing provision has not been included in the Concept Scheme. ○ Inconsistency with Bearspaw ASP, where the City identifies that the Concept Scheme deviates from the ASP in both Type and Scale, in both bases proposing higher intensity development. • This letter states that the City of Calgary determines that the appropriate consultation between RVC and the City on the Concept Scheme has not occurred and that the Scheme does not align with the Interim Growth Plan. • The IREF evaluation framework submitted with the application addresses many of the City’s concerns directly, including: <ul style="list-style-type: none"> ○ What policies were changed as a result of inter-municipal collaboration. ○ A commitment to continue to refine the transportation impacts and design. ○ A commitment to establish a subsequent agreement for cost-sharing of regional facilities and infrastructure.
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<p>3.2.3 Water, wetlands and stormwater</p>	<ul style="list-style-type: none"> • Section 8.1 of the Conceptual Scheme provides policy direction for the management of Stormwater. A particular emphasis has been identified on the use of Low Impact Development (LID) and other conservation methods. • The management of Stormwater is established to be in accordance with Alberta Environment, including the acknowledge proximity of the Bearspaw Reservoir.
<p>3.3 Flood Prone Areas</p>	
<p>3.3.1 Development in the floodways</p>	<ul style="list-style-type: none"> • The proposed Conceptual Scheme does not appear to include any development in the floodways.

<p>3.3.2 Flood protection in flood fringe areas</p>	<ul style="list-style-type: none"> The proposed Conceptual Scheme does not appear to include any development in the flood fringe areas.
<p>3.4 Development Types</p>	
<p>3.4.1 Intensification and Infill Development</p>	
<p>3.4.1.1 Intensification and Infill in existing settlement areas in cities, towns, and villages</p>	<ul style="list-style-type: none"> The proposed Conceptual Scheme is not in an existing settlement area.

<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"> The proposed Conceptual Scheme is not in an existing settlement area.
<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 area of Concept Scheme is identified in the Bearspaw ASP as Country Residential and requires a Concept Scheme to define further development. This development ASP indicates that the Concept Scheme will establish 'rules and regulations' for country residential. The Bearspaw ASP, which was approved in 1993, does not align with the policy direction regarding residential development established in the IREF. This is especially true with the emphasis on the efficient use of land and mix of uses. The mixture of uses from the IREF are more accurately represented in the presented Concept Scheme. The application identifies that the location is bound by rural development to the North and South and City of Calgary to the East. The Conceptual Scheme aims to provide a mixture of commercial and employment uses as a 'rural node', which is not represented by the ASP, but is more consistent with the intent of the IREF. The development area is established in a contiguous manner directly on the border of the City of Calgary with direct access to the existing infrastructure and facilities. The Concept Scheme Policy 12.1.2 sets the direction for establishing an intermunicipal agreement on community services.



<p>3.4.2.2 Expansion of settlement areas with 500 or greater new dwelling units</p>	<ul style="list-style-type: none"> • The Concept Scheme proposes approximately 883 new dwelling units (Single Family 61%, Planned lots 5%, Senior’s Residential 34%). • While the Bearspaw ASP does not provide direction for commercial and employment land uses in the Concept Scheme area, the Concept Scheme does provide those uses in alignment with the policies of the IGP. • The Concept Scheme includes development of an appropriately scaled node and connects to existing infrastructure in both the City of Calgary and surrounding development. • It is notable that the 300-unit seniors’ residential unit, which is suggested in policy, is located in the Market Place mixed use node, and therefore has no land allocated to that purpose. Depending on the implementation of that development it may radically affect the density metrics and mix of uses in the Concept Scheme. The policy identifies that no residential development would be a drop from 3.76 UPA to 2.49 UPA.
<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"> • The applicant states here that the development meets policies 3.4.2.1 & 3.4.2.2. It is worth noting however that the rationale provided in the 3.4.2.1 provides sufficient rationale to meet the objective in this policy area; through stating that the development is not an expansion of the settlement area, rather as it was already designated as a development area in the Bearspaw ASP. The Bearspaw ASP does not provide the mixture of land uses or land efficiency intended by the IREF which the Concept Scheme subsequently aims to achieve. • It should be considered that if this Concept Scheme is determined to be an expansion of the settlement area, subsequent rationale may be necessary under this section.

3.4.3 New Freestanding Settlement Areas	
<p>3.4.3.1 New freestanding settlement areas</p>	<ul style="list-style-type: none"> • The Conceptual Scheme does not propose a new freestanding settlement area.
<p>3.4.3.2 New freestanding settlement areas with 500 or greater new dwelling units</p>	<ul style="list-style-type: none"> • The Conceptual Scheme does not propose a new freestanding settlement area.



<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 Conceptual Scheme does not propose a new freestanding settlement area.
<p>3.4.4 Country Residential Development</p>	
<p>3.4.4 Country Residential Development</p>	<ul style="list-style-type: none"> • The Concept Scheme proposes a development of 883 dwelling units. <ul style="list-style-type: none"> ○ The Concept Scheme responds to policies 3.2.1, 3.2.2 and 3.2.3 of the IGP as discussed above. In these responses it remains worthy of discussion if the criteria of 3.2.3 was fully and comprehensively achieved. ○ The Concept Scheme does not interact with the Flood Prone Areas.

3.4.5 Employment Areas	
<p>3.4.5.1 New employment areas</p>	<ul style="list-style-type: none"> • The Concept Scheme provides for the development of commercial and employment lands on the south east of the area. This area accounts for 20% of the developable area of the Concept Scheme. • The Market Place is detailed to include a mixture of commercial and employment uses in addition to a 300-unit seniors' facility. • The Concept Scheme sites the Market Place with access to 12 MILE Coulee RD (via Blueridge Rise) and access to Highway 1A. It is located to leverage existing regional infrastructure through the transportation network.
<p>3.4.5.2 Connections to transit stations and corridors</p>	<ul style="list-style-type: none"> • The Concept Scheme is located approximately 2km from the Tuscany LRT transit station. The nature of the pathways and roadway in the area make the LRT station difficult to access from the area on foot. It has been noted as an intermunicipal connection and therefore micro-transit, transit or other transportation services could provide connection. • Highway 1A is identified as supporting future private intermunicipal transit service which could be integrated into the Concept Scheme area. Policy 7.2.7 dictates that roads should be constructed with future transit in mind.



3.5 Regional Corridors	
<p>3.5.1.1 Mobility Corridors</p>	<ul style="list-style-type: none"> • Mobility Corridors have been identified within the Concept Scheme as figure 13. • The Concept Scheme leverages the existing transportation network established through Highway 1A, 12 Mile Coulee Rd and Bearspaw Road. • Section 7.1 of the Concept Scheme cites that a TIA was completed in 2017 and updated in 2020. The Concept Scheme acknowledges, some permanent upgrades to the transportation network will be required through the development, with interim improvements identified for the intersection of Highway 1A and 12 Mile Coulee Road. • Reference policy 3.2.2 the City of Calgary has cited some specific concerns relating to the incorporation of this Conceptual Scheme within existing infrastructure.
<p>3.5.2.1 Transmission Corridors</p>	<ul style="list-style-type: none"> • The Conceptual Scheme is directly adjacent to a Regional Power Transmission corridor. The ROW is not within the Conceptual Scheme area. • The Conceptual Scheme is directly adjacent to an intermunicipal water transmission corridor. The Conceptual Scheme does not connect to the regional water service on the west side. The Conceptual Scheme will access water through the Bearspaw Regional Wastewater Treatment Plant. Section 9 of the Conceptual Scheme outlines those policies as they relate to water servicing.