



COUNCIL – AGENDA REPORT

Meeting Date: 20 January 2020

Subject: East Points Community Area Structure Plan

Boards Routed Through: Municipal Planning Commission

Date: 19 September 2019

Issue:

Council is being asked to give First and Second Reading to Bylaw 23/2019, being the East Points Community Area Structure Plan (CASP).

Background:

The East Points CASP was identified as a City-initiated and City-funded project to support Council's 2015-2018 Strategic Priorities for well-managed growth and economic prosperity. The lands were identified and targeted for industrial growth in the Airdrie City Plan in 2014 to enable the City to meet its commitment to ensure the provision of a 10 to 20 year planned (CASP) land supply in each major land use category to accommodate medium-term growth. The adoption of the East Points CASP will be the next step in meeting the vision and goals for the City which have been identified in the Airdrie City Plan.

In 2017, Stantec was contracted by the City to prepare the CASP. The plan was prepared with a vision of creating a highly attractive business industrial park which supports the natural environment and encourages sustainable economic growth for the City of Airdrie. A copy of the proposed CASP is attached as Attachment 1.

Site Context

The Plan Area is located in northeast Airdrie including approximately 390 hectares (960 acres) of land and includes all land parcels contained in the following six-quarter sections:

- | | |
|------------------|------------------|
| 1. SE 14-27-29-4 | 4. SE 11-27-29-4 |
| 2. SW 13-27-29-4 | 5. NW 12-27-29-4 |
| 3. NE 11-27-29-4 | 6. SW 12-27-29-4 |

The lands are bounded to the west by the East Lake Industrial and the Gateway industrial developments, to the north by Croxford Estates (a multi-lot residential acreage subdivision) and a farmstead. The southern boundary is bound by Yankee Valley Estates (a structured two-to-four acre lot residential acreage subdivision) and unstructured medium sized residential acreages.

The CASP area is within a post-glacial landscape and has a flat to undulating surface that reflects the topography of the underlying bedrock and other deposits. The lands are predominantly used for agricultural purposes with homesteads located throughout the Plan Area.

Biophysical Features

A Biophysical Inventory was completed to support the planning and development of the CASP lands. A total of sixteen wetlands were identified, eleven of which are classified as Temporary Marshes and five are Seasonal Marshes. Two ephemeral drainages were identified within the Plan Area during desktop review. Ephemeral drainages are described as landforms with no defined channel in which water flows and only occur during and immediately following precipitation. All wetlands and drainage features will require additional field assessment and verification prior to making application to the Province for disturbance under the *Water Act*. Within the plan these features are identified as 'Environmental Study Area' (ESA). These will require further detailed analysis to confirm ecological value and determine if the City will retain them as Environmental Reserve (ER).

Approximately 9.8 ha (24.2 acres) of tree stands were identified in the northeastern corner of the East Points CASP Plan Area. Tree stands are defined as naturally-occurring, isolated areas of forested cover and exclude stands that may have been planted as part of shelterbelts or rural residences. Additional investigation will be required to determine what portions are suitable for development and what portions are to be preserved.

There were no findings of Species of Management Concern or their habitat identified within or near the Plan Area. Notwithstanding, targeted wildlife surveys may be required prior to Neighbourhood Structure Plan (NSP) approval, depending on the findings of the Biophysical Impact Assessment (BIA).

Historical Resources

The CASP Plan Area crosses the Foothills Erratic Train in Sections 12, 13 and 14-27-29-W4. The Airdrie Erratic is one of the richest concentrations of large erratics anywhere in the Foothills Erratics Train, forming a separate arm, just east of the main train. The Airdrie Erratic formation has been designated as a Provincial Historic Resource and is regulated by the Government of Alberta. An application for *Historical Resources Act* Clearance was submitted and reviewed by Alberta Culture and Tourism during the creation of the CASP. The development proposed by the CASP has received conditional approval from Alberta Culture and Tourism.

Development Overview

Land Use Concept

The East Points lands are specifically targeted for industrial growth, but also incorporate open park space, as well as institutional, commercial and residential developments. A copy

of the proposed land use concept is attached as Attachment 2. The development types provided are conceptual and subject to refinement at the NSP stage. The plan anticipates between 5100-6300 jobs within the plan area. A breakdown of the proportion of development types is provided in the table below. Attachment 3 provides an overview of the intent of each of the land uses envisioned for the plan area as well as the type of uses that could be accommodated.

Land Use	Hectares (Ha)	Percentage of Plan Area
Industrial	233.25	58%
Institutional	10.41	3%
Service Commercial	7.68	2%
Residential	59.53	15%
Park/Flex	28.56	7%
Environmental Study Areas	36.32	9%
Major Road	25.61	6%

Industrial Uses

Industrial uses make up 58% of the Plan Area and are further classified into heavy, medium and light industrial uses based on potential impact on adjacent lands. Light industrial uses are considered the least impactful with no nuisance factors being created or apparent from the outside. Within the Plan Area the light industrial uses are located on the periphery of the Plan Area and function as a transition zone between more impactful land uses. Twenty-two percent of the Plan Area will accommodate light industrial type uses. Medium industrial uses provide for uses that carry out only a portion of their operations outdoors or require outdoor storage areas. Eleven percent of the Plan Area will accommodate medium industrial uses. Heavy Industrial uses provide for uses that due to their appearance, noise, odor, risk to toxic emissions, or fire and explosion hazards are incompatible with other land uses. Approximately 26% of the Plan Area is intended to accommodate heavy industrial uses. Heavy Industrial uses are located within the interior of the plan area, adjacent to existing heavy industrial uses in East Lake and as far away as possible from the proposed and existing residential uses.

Service Commercial Uses

Service Commercial uses make up approximately 2% of the Plan Area and are located along Veterans Boulevard (Highway 567) to provide easy access and exposure, as well as to function as an eastern gateway on Veterans Boulevard.

Park and Open Space

The plan includes two park sites that will provide active and passive uses for the nearby residents and the larger community of Airdrie. A passive park approximately 8 hectares (15 acres) in size will be located in the north of the Plan Area incorporating the existing glacial

erratics. This passive park site will serve as the 'City Level Open Space Node' called for in that general area of the city by the Great Places Plan (2016). Open spaces that are designed to host city level events or provide passive recreational opportunities for everyone in the city constitutes city level open space nodes. An active park approximately 8 hectares (20 acres) in size will be located in the southwest of the Plan Area and will potentially contain an adult baseball diamond complex. This park site will serve as the 'Neighbourhood Level Open Space Node' called for in that general area of the city in the Great Places Plan (2016). Park sites will be provided as Municipal Reserve (MR), Environmental Reserve (ER) or a combination of MR and ER.

Institutional Uses

Institutional uses provide for buildings and structures used for education, health, religious and welfare activities that serve the social well-being of the community. Institutional uses are proposed in the north of the Plan Area. This area presents an opportunity to enhance the variety of amenities and employment opportunities while acting as a transition between non-residential and residential uses. In addition, a Park / Institutional Flex Site is proposed in the south. The type of uses that may be accommodated on the Park / Institutional Flex Site include recreational or institutional uses.

Residential Uses

Residential uses are proposed along the southern boundary adjacent to existing acreage residential uses. The residential area will provide a transitional land use between the employment uses and existing communities in the south.

Transition and Interface Areas

The Plan Area features a number of unique land uses which require the application of special policies and planning principles to ensure compatibility between land uses. The plan recognizes the following interface areas; Industrial – Residential Transition Area located in the north and south boundary of the Plan Area; Veterans Boulevard Interface; Urban/Rural Interface and the existing industrial East Lake Industrial site. Specific policies will be created at NSP stage to further refine the transition and interface areas.

Interim Uses

This plan recognizes that due to the servicing availability and external market dependent factors, the full build-out of the lands within the Plan Area will not occur for some time (i.e. over 10 years). Accordingly, interim uses will be allowed, to give landowners the provisional opportunity to develop their lands while they await servicing. Interim uses will be allowed on all land uses except for those areas identified as Park, Glacial Park or Environmental / Historical Study Areas.

Technical Requirements and Proposed Sequencing

The following describes the technical support for the land use concept in the East Points CASP. Sequencing depends on both the proposed land use concept as well as the technical constraints, as outlined below:

Transportation

There are three key roadway corridors in the Plan Area, these are Veterans Boulevard (Hwy 567), East Lake Hill and Range Road 291. Veterans Boulevard is intended to be a four lane roadway providing right-in / right-out access/egress to the Plan Area. East Lake Hill which currently serves the East Lake Industrial area and truncates at the plan boundary, will be extended through the site and will connect with Range Road 292 - a future skeletal road outside the Plan Area. East Lake Hill will also serve as a boundary between industrial and residential uses in the south. Range Road 291 is intended to be an arterial road. The paved portion of Range Road 291 south of East Lake Hill will either be reduced or a different road cross section will be applied, to further discourage truck traffic from going south through the residential areas, including Yankee Valley Estates.

The CASP also supports effective pedestrian and cycling infrastructure to encourage travelers to choose these active modes wherever possible. Regional pathways will provide connectivity within the Plan Area and with neighbouring communities. The Transportation Impact Assessment (TIA) prepared in support the land use concept provides the recommended roadway classifications and the number of lanes for roadways within the CASP area, based on anticipated daily traffic.

Servicing Concept

The City's Utility Master Plan 2016 (UMP) identifies a limited amount of servicing capacity available to accommodate limited development within the Plan Area. Significant upgrades to City infrastructure will be required to allow for the full build out of the Plan Area. The City's UMP identifies upgrades to existing infrastructure to allow for the utilization of existing latent servicing capacity to accommodate approximately one to two quarter sections of development within the Plan Area. The UMP identifies new infrastructure which will allow for the development of the remaining lands within the Plan Area. Presently, the City of Airdrie does not have the financial capacity to invest in the new infrastructure. Strategies for the funding and financing of the new infrastructure are being explored with the development industry. The CASP establishes locations and sizes for servicing connections to support the intended development. The Stormwater Plan prepared in support of the land use concept provides direction on the required infrastructure for the proposed development. The required size of the stormwater ponds reflects the City's adherence to the Nose Creek Watershed Partnership and the adopted Nose Creek Watershed Plan (NWCP).

Phasing and Sequencing

The phasing plan ensures that development within the plan area occurs in a flexible but logical sequence, making best use of the existing latent servicing capacity. The lands will be developed in three phases, with the first phase of development slated to occur along and adjacent to East Lake Road, making use of existing servicing connections. Subsequent phases will emphasize the industrial and employment lands until such a time that servicing has reached capacity. The future residential phase(s) will only be commenced once the servicing capacity for all of the industrial uses has been reached or 80% of the plan area has been built out, whichever occurs first. The residential uses are slated to occur in the final phases to achieve two objectives, which are: prioritizing non-residential development; and establishing the industrial land uses prior to any potential use conflict with residential uses.

Planning Review

Airdrie City Plan

The Plan Area is identified as 'General Industrial' within the Future Growth Areas Map (see Attachment 4) of the Airdrie City Plan (MDP). The proposed CASP is in general alignment with the adopted policies and land use concept. The CASP allows the City to meet several planning objectives, including adequate land supply of all major land uses, contiguous urban expansion and efficient use of infrastructure.

12 Thousand Acres Plan

The 12 Thousand Acres Plan (12K Plan) was endorsed by Council in 2018 and is considered the City's growth management plan. The table below demonstrates how the proposed East Points CASP aligns with 12K Plan goals.

12K Plan Goal	12K Plan specific to the East Points CASP lands	East Points CASP alignment with 12K Plan
Provide general direction on land uses for the annexed area	The 12K Plan identifies the lands as 'employment' with an interim use corridor and a commercial overlay along Veterans Boulevard.	The East Points CASP is in keeping with the general land use identified in the 12K Plan.
Outline future Community Area Structure Plan (CASP) boundaries	The 12K Plan identifies the East Points CASP boundary as including the four additional quarter sections east of the Plan Area.	The East Points CASP Plan Area covers a portion of the ultimate East Points CASP plan boundary. An application to expand the existing CASP boundary to include the remaining lands will be required to accommodate development east of the Plan Area.
Determine the sequencing for when lands within the post annexation boundary will be available for development	The 12K Plan anticipates population growth to the 80,000 mark for the western portion of the Plan Area and the remainder at the 160,000 population mark.	The CASP envisions community build out in the first phase over a 5 to 6 year time frame. The development of the remaining lands will be dependent on servicing availability.

Stakeholder Engagement

The project team hosted a series of public engagement events through the plan preparation process. Both external and internal stakeholders were given multiple opportunities to provide feedback throughout the plan preparation process. Specifically, a visioning open house was held at the start of the project, another held to review three options for land use concept, a

third to review the selected land use concept and a fourth to review the completed document. A summary of the public engagement is included in the CASP as Attachment 5.

In keeping with policy direction of the Airdrie/Rocky View County Intermunicipal Development Plan (IDP), Administration circulated the proposed plan and supporting technical documents to Rocky View County for review. County Administration confirmed that they have no objection to the plan and the technical studies prepared in support of the plan.

In accordance with the *Municipal Government Act* (MGA), Council will be required to forward the CASP to the Calgary Metropolitan Regional Board (CMRB) for approval between first and third reading of Bylaw No. B-23/2019. CMRB member municipalities will have an opportunity to review the plan from a regional perspective at that stage.

Alignment with South Saskatchewan Regional Plan and AirdrieONE:

Overall the CASP aligns with AirdrieONE by contributing to:

- **Balanced Growth** – The City of Airdrie includes a predominance of residential growth. Well managed growth requires a balance of residential and non-residential development.
- **Equitable Tax Base** - The creation of this plan will further Council's strategic goal of advancing non-residential development in Airdrie to more equitably distribute the tax base.
- **Economic Growth** - The East Points CASP will facilitate the creation of much needed industrial lands by setting the framework for future industrial development on these lands. Increasing our industrial land supply will serve to improve the economic prosperity and resiliency of Airdrie by attracting and retaining a broad range of economic opportunities.

The plan recognizes a number of competing objectives; landowners need to maximize value of their land, adjacent residents wish for compatible development and Council's strategic priorities for achieving maximum non-residential development on these lands. Specific advice from the Chief Administrative Officer, Paul Shultz, on the implications of this plan is provided in Attachment 6.

Boards Routed Through:

Land Allocation Committee (LAC)

The City of Airdrie and the school boards operating in Airdrie have established a Reserve Agreement in accordance with the Municipal Government Act. The Reserve Agreement establishes a Land Allocation Committee (LAC) with representatives from each jurisdiction to help identify and address school location and planning issues. In accordance with this agreement, the position of the Land Allocation Committee is presented in association with all statutory documents considered by Municipal Planning Commission (MPC) and Council, including this plan.

LAC notes that the East Points CASP is a primarily industrial/employment development area and that it does not generate sufficient student demand for any elementary, junior or secondary schools.

However, the school boards operating in Airdrie are not provided with funds for land assembly purchases for secondary schools where required within the municipality. The limitations of Municipal Reserve (MR) dedication make it challenging to provide adequate land for high school sites as well as the recreational amenities necessary for the youthful populations in Airdrie's residential communities. The limited amount of non-residential development occurring in Airdrie does not provide adequate cash-in-lieu to acquire adequate lands for high schools within municipal boundaries.

Ultimately, the City of Airdrie considers the land required to facilitate these educational institutions/facilities to be required infrastructure for growth and all Municipal Reserve allocation, or cash-in-lieu, will be reviewed in this context. This includes the Municipal Reserve identified within the East Points CASP. With this in mind, LAC supports the CASP application, as presented.

Municipal Planning Commission

Municipal Planning Commission (MPC) reviewed the East Points CASP and alternatives at the September 19, 2019 MPC meeting. MPC expressed a desire to see more details on servicing for the Plan Area. Administration advised MPC that a Storm Water Management Plan and a Transportation Impact Assessment were being prepared to guide the servicing of these lands. These documents are now complete.

MPC also inquired about the transition between the future non-residential development and the existing residential uses north and south of the Plan Area. Administration highlighted the various aspects of the plan aimed at mitigating potential impact. These include the strategic placement of the storm ponds in the south, the strategic placement of three regional sized parks and the extensive pathways system that will be part of the buffering used to mitigate potential impacts to adjacent and future residential landowners.

Ultimately, MPC voted unanimously to recommend that Council adopt Bylaw 23/2019, being the East Points Community Area Structure Plan (CASP) as presented.

Alternatives/Implications:

Council has three alternatives with respect to the proposed bylaw:

Alternative One: Council can choose to give First and Second Reading to Bylaw No. B-23/2019 as presented.

If given second reading, this CASP will be brought forward to the Calgary Metropolitan Region Board (CMRB) for review and comment prior to returning to Council for third reading.

Alternative Two: That Council tables Bylaw No. B-23/2019 to allow Administration to provide additional information required for a decision or to follow direction from Council

Choosing this option means that Council believes more information should be provided or that certain modifications to the CASP should be made prior to Council giving any readings of the Bylaw.

Alternative Three: Council can choose to defeat Bylaw No. B-23/2019.

Choosing this option means that Council is not supportive of the Bylaw as presented.

Communications Plan:

In keeping with Municipal Government Act requirements and the City of Airdrie Advertising Bylaw, Administration provided notification of the Public Hearing via the “City Connection” section of the local newspaper and the City’s website. In addition, Administration provided plan area landowners and adjacent landowners with direct notification of the Public Hearing via Canada Post. All project stakeholders also received a direct email updating them on status of the project and notifying them of the public hearing.

Recommendation:

That Council gives First and Second Reading to Bylaw No. B-23/2019, being the East Points Community Area Structure Plan.

Gail R. Gibeau
Senior Planner

Presenter:	Gail R. Gibeau
Department:	Planning & Development
Reviewed by:	Stephen Utz, Manager Community Growth & Protective Services and Jamal, Ramjohn, Team Leader, Planning & Development
Attachments:	#1: Bylaw No. B-23/2019 East Points CASP #2: East Points CASP Land Use Concept #3: Land Use Table #4: City Plan Map 2 Future Growth Areas #5: Summary of Public Engagement #6: CAO's advice
Appointment:	N/A