

Planning & Development Report to
SPC on Planning and Urban Development
2020 February 05

ISC: UNRESTRICTED
PUD2020-0047

**New Policy: Calgary–Chestermere Interface Intermunicipal Development Plan,
POL2017-0012 (Ward 9)**

EXECUTIVE SUMMARY

The purpose of this report is to recommend approval of the *Calgary–Chestermere Interface Intermunicipal Development Plan* (The Plan), which was jointly developed by The City of Calgary (Calgary) and City of Chestermere (Chestermere). The Plan is the result of coordination and collaboration by staff from both municipalities (Project Team). The vision, core ideas and policies in The Plan support an attractive and unique interface between Calgary and Chestermere.

The Plan (Attachment 1) provides for future intermunicipal collaboration and a long-term common vision and framework for development of approximately 102 hectares (252 acres) of lands along the common boundary between Calgary and Chestermere. Specifically, the policy area extends 150 metres east and west of Range Road 284/116 Street E/Conrich Road (Interface Street) between future alignments of 8 Avenue NE and Peigan Trail SE.

The Plan will be considered by Calgary and Chestermere councils. After the respective public hearing at each municipality, The Plan will be submitted to the Calgary Metropolitan Regional Board for approval. Once a decision is rendered, The Plan will return to Calgary and Chestermere councils for final approval. The Calgary Planning Commission provided input on The Plan during a closed session on 2019 December 5. The Plan was also presented to Chestermere Council in a closed session (equivalent to the Committee of the Whole) on 2019 December 17 for their information and input.

The Plan represents a unique approach to Intermunicipal Development Plans. The Plan includes high-level policy to support further collaboration and coordination between Calgary and Chestermere, and to guide the completion of studies required to achieve the vision for the plan area. The Plan also includes detailed policies to allow for consistency in the plan area and to address differences in policies and processes between the two municipalities.

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ADMINISTRATION RECOMMENDATION:

That with respect to Report PUD2020-0047, the following be adopted:

That Council:

1. Hold a Public Hearing at the **2020 February 24** Combined Meeting of Council;
2. Give FIRST READING to **Proposed Bylaw 13P2020**, the proposed Calgary-Chestermere Interface Intermunicipal Development Plan;
3. WITHHOLD second and third readings of **Proposed Bylaw 13P2020** until Calgary-Chestermere Interface Intermunicipal Development Plan has been approved by the Calgary Metropolitan Region Board, then return to Council for SECOND and THIRD READING;
4. Direct Administration to submit the proposed Calgary–Chestermere Interface Intermunicipal Development Plan to the Calgary Metropolitan Region Board for review; and
5. Direct Administration to complete any consequential amendments to the Belvedere Area Structure Plan and the Rocky View/Calgary Intermunicipal Development Plan and report back no later than Q4 2020.

Excerpt from the Minutes of the 2020 February 03 Combined Meeting of Council:

“Moved by Councillor Gondek

Seconded by Councillor Farrell

That pursuant to Section 17(3) of the Procedure Bylaw, 35M2017, as amended, the 2020 February 05 Standing Policy Committee on Planning and Urban Development be cancelled and the report, New Policy: Calgary-Chestermere Interface Intermunicipal Development Plan POL2017-0012 (Ward 9), PUD2020-0047, be forwarded directly to the 2020 February 24 Combined Meeting of Council.

MOTION CARRIED”

PREVIOUS COUNCIL DIRECTION / POLICY

On 2019 October 04, the vision, core ideas and some details of The Plan were shared with the Calgary-Chestermere Intermunicipal Committee which recommended that the Project Team proceed with the approval process.

At the 2019 June 17 Combined Meeting of Council, Council adopted Report IGA2019-0661 which included the following:

“Direct Administration to continue work on the Intermunicipal Interface Policy, in cooperation with The City of Chestermere, and to report back to Council through the SPC on Planning and Urban Development no later than Q1 2020.”

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At the 2019 May 27 Combined Meeting of Council, Council postponed Report IGA2019-0661 as follows:

“That the Agenda for today's Meeting be amended, by bringing forward and postponing Item 7.16 Update on the Calgary-Chestermere Intermunicipal Interface Policy Project at Range Road 284 – Municipal Boundary between The City of Calgary and The City of Chestermere (POL2017-0012), IGA2019-0661 to the 2019 June 17 Combined Meeting of Council.”

At the 2019 February 04 Combined Meeting of Council, Council referred Report C2019-0066 back to Administration as follows:

“That the Agenda for today's Meeting be amended, by bringing forward and referring Item 11.2.1, Report on Intermunicipal Interface Policy Plan at Range Road 284 – Municipal Boundary between The City of Calgary and The City of Chestermere (POL2017-0012), C2019-0066 to the Administration to work with their counterparts in Chestermere and for further consultation with stakeholders and to return to Council no later than 2019 Q2.”

The Plan was included in the 2017, 2018 and 2019 Council-approved policy workplans. The project started in 2017 July, and during the policy work the Project Team provided regular joint updates to the Calgary-Chestermere Intermunicipal Committee. After an update to the Calgary-Chestermere Intermunicipal Committee at their 2018 December 07 meeting, committee members directed the Project Team to confirm the vision, timelines and implementation strategies with both councils.

BACKGROUND

Following annexations of lands from Rocky View County to Calgary in 2007 and Chestermere in 2009, the Interface Street became the common boundary between the two municipalities. A few years later, the Calgary-Chestermere Intermunicipal Committee directed staff from Calgary and Chestermere to complete a set of guidelines to guide development with intent of preventing a tunnel-like interface. The draft Memorandum of Understanding (MOU) was completed in 2015 with intent of creating a vibrant and unique interface. Enforcing the MOU was challenging, and in 2017 it was decided by staff from Calgary and Chestermere, in coordination with the Calgary-Chestermere Intermunicipal Committee, that a statutory policy was appropriate.

Calgary and Chestermere started the policy work in 2017 and have jointly developed The Plan. The Technical Advisory Committee consisted of subject matter experts from both municipalities and was co-led by planners from each municipality (Project Team). The Plan is the result of cooperation, coordination and compromises made by the Project Team.

During the development of The Plan and between 2018 and 2019, five outline plans were approved for lands partially within the policy area (four in Chestermere and one in Calgary). The Plan, when approved, could inspire and encourage amendments to those approved outline plans (mostly to lot layout) to better align with the vision for the area. Amendments to approved outline plans are encouraged by the Project Team and are at the discretion of developers and landowners and could be implemented during future subdivision applications. Calgary and

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Chestermere will work with developers and landowners who wish to consider amendments to their approved outline plans.

The Plan will be considered by Calgary and Chestermere councils. The Chestermere Council gave first reading to The Plan on 2020 January 21, with the purpose of scheduling the date for the public hearing and second reading. The public hearing and first reading with Calgary Council are scheduled for 2020 March 16. The public hearing and second reading with Chestermere Council are scheduled for 2020 March 17. By the end of March, The Plan will be submitted to the Calgary Metropolitan Regional Board for approval. Pending approval by the Calgary Metropolitan Regional Board, The Plan will return to Calgary and Chestermere councils for final readings.

Site Context

The plan area is approximately 102 hectares (252 acres). It extends 150 metres east and west of the Interface Street, measuring approximately 4.85 kilometres between the future alignments of 8 Avenue NE and Peigan Trail SE (see attachment 2). There are approximately 20 privately-owned titled parcels of varied sizes in the plan area. the majority of parcels are undeveloped and used for agricultural purposes although a private school/church, country residential cluster and a couple of parcels devoted to industrial/commercial uses are located in the plan area.

Natural features in the plan area include wetlands, natural drainage courses and a significant tree stand. A high-voltage power transmission line and its 40 metre right-of-way, and an abandoned sour gas pipeline are located to the south of 17 Avenue SE/Chestermere Boulevard.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The Plan refines and aligns the strategic objectives and policies of higher level plans and legislations as detailed in the Strategic Alignment section of this report. The Plan supports intermunicipal collaboration and coordination as well as guides development along the Interface Street. The Plan should be read in conjunction with municipal policies and plans.

Planning Considerations

Policy Overview

Policies found in The Plan support the long-term common vision for the area, which is that the plan area will become an attractive, unique, high-quality and vibrant residential corridor with three mixed-use Nodes and gathering areas near natural features. The plan area will offer a pleasant pedestrian experience and will be well connected for local and regional transportation by various travel modes.

The values and core ideas of The Plan are:

- Working together;
- Acknowledging uniqueness;
- Creating an attractive and active pedestrian experience;

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- Creating vibrant mixed-use nodes;
- Creating a well-connected street; and
- Protecting and integrating nature.

The Plan has been structured to support the vision and the integration of the Interface Street with the regional networks. The Land Use Concept, Mobility, Open Space and Streetscape Element sections contain detailed policies to guide future development in the plan area, support the regional transportation network, protect natural features, encourage an environmentally conscious plan area and allow for a consistent and pleasant public realm.

The Intermunicipal Collaboration section includes high-level policies to support and guide further collaboration and coordination between the two municipalities and to guide forthcoming tasks (i.e. the completion of a functional study to define technical details for the Interface Street).

Land Use

The plan area is organized into three Character Areas: The Nodes, The Residential Corridor and The Transition. These Character Areas have unique characteristics and consistent land uses. The Plan includes general policies that apply to the plan area to allow for a consistent street layout, compatibility of uses along the Interface Street, to support all travel modes (walking, cycling, and driving) and protect natural features. The streetscape elements will enhance the pedestrian experience and visually unify the plan area.

As density targets, floor area ratio and land uses are defined differently in each municipality, the maximum building height is used to define the intensity of each Character Area.

Character Area 1: The Nodes

The Nodes are areas that contain higher intensity mixed-use development with at-grade active uses to enhance and support a pleasant pedestrian experience and foster social interaction in the plan area. These areas are expected to have wider sidewalks, publicly-accessible open spaces, be landscaped and integrate existing natural features in the overall design.

There are three Nodes in the plan area and they are located at major intersections of the Interface Street with the future alignment of Memorial Drive NE (The Gateway Node); 17 Avenue SE/Chestermere Boulevard (The Heart Node); and, the power transmission line and its right-of-way (The Greenway Node).

Character Area 2: The Residential Corridors

These areas are located between the Nodes and will primarily contain low-rise residential uses including detached, semi-detached, duplex, townhomes, rowhouses, secondary suites and live-work units.

Character Area 3: The Transition

This area is located north of the Gateway Node and will allow for a smooth transition between the Interface Street and the planned interchange at Highway 1. This area will host single-use or mixed-use buildings including commercial and low-impact industrial uses.

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Transportation Networks

North of the plan area and to support the regional mobility corridors, a full-interchange is planned at the intersection of Highway 1 and the Interface Street, yet full details are not yet available. The draft design and the planned location of this interchange shows that the Interface Street would jog west. Due to spacing requirements, some lands may become functionally isolated from their jurisdiction and The Plan includes high-level policies to address this potential challenge.

The Interface Street will serve as an important north-south corridor through Chestermere, Calgary and Rocky View County. It will serve as both a through route and a destination by providing safe and efficient mobility for through traffic, balanced community access and multi-modal connectivity needs of the adjacent neighbourhoods in Calgary and Chestermere.

The Interface Street is currently classified as an arterial street in Calgary and a regional connector in Chestermere. The Plan anticipates that the Interface Street will be a 36-metre-wide, four-lane divided street that will provide strong connections to adjacent land uses with potential for on-street parking and regular multi-modal access between both municipalities. To achieve the vision of The Plan and reflect the Interface Street's unique function, a modified street classification will be created through a future functional study. The timeline and funds for the study are currently unknown.

The Plan anticipates future construction, maintenance and operation of the Interface Street to be a shared responsibility between the two municipalities. The Plan provides guidance to develop agreements for the efficient staging and construction, maintenance and operations of the street. Upgrades and construction of the Interface Street would be funded and constructed by adjacent landowners in conjunction with their developments, as stated in current legislation.

Transit

The plan area is not currently serviced by transit. Future intermunicipal bus rapid transit (BRT) will run along 17 Avenue SE linking Calgary and Chestermere across the Interface Street. Calgary and Chestermere will explore opportunities for providing local transit routes to link to the BRT stations and the plan area, especially with the Nodes.

Environmental

An ecological inventory submitted with the Calgary's Belvedere Area Structure Plan, and Biophysical Impact Assessments submitted with outline plans in Calgary and Chestermere were reviewed and informed the policies included in The Plan. Available information identified several significant wetlands within or near the plan area, in addition to a drainage corridor which connects the wetlands, and a tree stand located in Chestermere.

The Plan strives for retention of these natural features and to incorporate them into the plan area design. The wetland at the corner of the Interface Street and 17 Avenue SE/Chestermere Boulevard is crown claimed and Calgary's wetland policy dictates that a 30m setback be protected around the water body bed and shore. It is intended that this wetland will become the key natural feature of the plan area.

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Open Space Network

Open spaces in the plan area are intended to be inclusive, universally accessible, and provide natural, multi-seasonal passive recreation and gathering opportunities. Incorporating and linking natural features and pathways in both municipalities is an important objective for the open space network.

Utilities and Servicing

The intent of the servicing policies in The Plan is that both municipalities will work cooperatively to accommodate sanitary, water and stormwater easements and rights-of-way, and collaborate with each other on stormwater management solutions, when necessary.

Servicing for the plan area is covered under the existing Master Servicing Agreement (MSA) between Calgary and Chestermere. The MSA identifies the criteria around Calgary supplying potable water and providing wastewater treatment to Chestermere.

A portion of the plan area is within the City of Calgary's Belvedere Area Structure Plan (ASP) lands. The Belvedere ASP identifies a future servicing strategy for lands west of the Interface Street and identifies the studies and technical analysis that must be completed at land use amendment and outline plan stage.

Stormwater management of the plan area will be achieved through the construction of future stormwater ponds and trunks. Costs associated with water distribution, sanitary collection, and stormwater conveyance/treatment networks, will be borne by the developer. Calgary is a partner of the Cooperative Stormwater Management Initiative (CSMI), and post-development stormwater runoff generated by development in the plan area must align with the CSMI strategy.

Intermunicipal Collaboration

The Plan builds on existing agreements between Calgary and Chestermere regarding circulation of planning applications, and dispute resolutions. It also provides high-level policies to strengthen future collaboration and coordination between Calgary and Chestermere, and with other stakeholders when required.

In addition, The Plan provides guidance on matters required to support the vision for the area including the completion of forthcoming tasks such as the Interface Street naming, servicing, completion of a functional study to define technical details and final street alignment for the Interface Street, and others.

Growth Management

The Project Team acknowledge that utility and transportation capital infrastructure will be required to service the plan area. For Calgary the financial impact is unknown as this capital infrastructure is not included in the One Calgary 2019-2022 Service Plans and Budgets or in the current Off-site Levy Bylaw. A full financial analysis will be completed for The Plan at the time of business case submission to understand the financial impact of development to Calgary.

In the Belvedere ASP, Map 4: Growth and Management Overlay, the policy area is generally in the growth management overlay area, and growth management policies as approved by Council

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apply. In 2018 September 10, Calgary Council removed the growth management overlay to support growth in 14 new communities (Bylaw 70P2018) including portions of the plan area where the outline plan for the new community of TwinHills was approved in Q2 2019.

Calgary Planning Commission Review

On 2019 December 05, the Project Team presented The Plan to Calgary Planning Commission in a closed session. The Plan was presented for information and general feedback. Commission members provided valuable input and industry expertise which allowed the Project Team to make improvements to The Plan prior to going to committees and councils.

Comments from commission members include questions related to the approved outlines plans and their relation to The Plan; hierarchy of municipal policies; structure and diverse policy levels included in the plan; and maps and wording clarifications. Comments informed amendments to The Plan, where appropriate. A summary of the comments and suggestions from Commission members along with the Project Team's follow-up to each item is included in Attachment 3 of this report.

Chestermere Council Closed Session Review

On 2019 December 17, The Project Team presented The Plan through a closed session to Chestermere's Council for general feedback. This was done in place of a presentation to the Committee of the Whole (Chestermere review body), due to a scheduling conflict. Through this review, Chestermere Council had no suggested changes to The Plan.

Stakeholder Engagement, Research and Communication

Calgary and Chestermere Outreach

In keeping with Calgary Administration's standard practices, and in coordination with Chestermere, key stakeholders were engaged throughout the development of The Plan. In addition to internal stakeholders' engagement at both municipalities, the Project Team reached out to external stakeholders including landowners and developers in the plan area.

Initially, staff from Calgary and Chestermere had separate discussions with landowners and developers in each jurisdiction. However, to allow for consistency and efficiencies, the Project Team shifted to a more coordinated approach to engaging with stakeholders in early 2018. Calgary and Chestermere coordinated communications with all stakeholders, jointly organized meetings/ sessions with stakeholders, and together prepared/delivered presentations to committees and councils.

Four engagement sessions for developers and landowners happened throughout the policy work to present the project (2019 February), discuss the vision and core ideas (2019 May), communicate the policy approach and further discuss the vision (2019 September), and to discuss and request feedback on the draft document (2019 December). The Project Team also engaged via emails and meetings with other stakeholders, including the Province of Alberta, Rocky View County, and Altalink (as the owner of the power transmission line).

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A project webpage was included in both municipalities' websites and it includes relevant background information, project timeline and details on stakeholders' sessions along with a copy of the proposed policy plan. Stakeholders including Rocky View County, The Province of Alberta and Altalink also received a copy of The Plan.

Comments received from stakeholders helped improve The Plan in areas such as: technical terms were replaced by common language; missing information was included in the maps; and location maps were revised. Stakeholders sought further information on the future studies and approval processes in both municipalities. They expressed that The Plan provides certainty for the plan area.

Strategic Alignment

The Plan is to be read in conjunction with the South Saskatchewan Regional Plan, and the Calgary Metropolitan Growth Plan. Within the Calgary context, the plan area is within the Rocky View County/City of Calgary Intermunicipal Development Plan and the Belvedere Area Structure Plan. Amendments to these plans might be needed and could be completed once The Plan is adopted by both councils.

Municipal Government Act

The Municipal Government Act (MGA) provides the legal framework for two neighbouring municipalities to create an Intermunicipal Development Plan which is ultimately approved by the respective councils.

In 2015, the MGA was amended to clarify that in the event of a conflict or inconsistency between an intermunicipal development plan and a municipal development plan, area structure plan or an area redevelopment plan, the intermunicipal development plan prevails to the extent of the conflict or inconsistency (section 638 of the MGA), and also that a municipal development plan must be consistent with any intermunicipal development plan with respect to land that is identified in both the municipal development plan and the intermunicipal development plan (section 632(4) of the MGA).

South Saskatchewan Regional Plan (2014)

The plan area is within the "City, Town" area as identified on Scheduled C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. While the SSRP makes no specific reference to the plan area, The Plan is consistent with policies on Land Use Patterns.

Interim Calgary Metropolitan Region Growth Plan and the Interim Regional Evaluation Framework (2018)

The Calgary Metropolitan Region Board (CMRB) prepared and approved the Interim Calgary Metropolitan Growth Plan and the Interim Regional Evaluation Framework. The Interim Growth Plan provides planning direction and guidance on certain areas of regional significance related to population and employment growth, land use, infrastructure and services. The Plan builds on

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the principles of the Interim Growth Plan by means of promoting efficient use of land, regional infrastructure and intermunicipal collaboration.

The Interim Regional Evaluation Framework provides municipalities with criteria to determine when new municipal statutory plans and amendments to existing statutory plans shall be submitted to the CMRB for approval. The Plan will be circulated to the CMRB following Calgary Council first reading and Chestermere Council second reading. After a decision by the CMRB is rendered, The Plan will return to Calgary Council for second and third reading and Chestermere council for third reading.

Rocky View County/City of Calgary Intermunicipal Development Plan (2012)

The plan area is also part of the Rocky View County/City of Calgary Intermunicipal Development Plan (IDP). This IDP requires mutual circulation of applications and coordination on Intermunicipal issues. Rocky View County has been a stakeholder during the policy work.

Municipal Development Plan (2009)

The plan area is generally located in the Municipal Development Plan (MDP) area identified as “Residential: Developing - Planned Greenfield Area with Area Structure Plan” which is characterized by low density residential uses, smaller pockets of multifamily and retail uses. Portions of the Intermunicipal Interface Policy area are in the “Residential: Developing - Future Greenfield” area. Areas along 17 Avenue SE are identified as an Urban Main Street which provide for high level of residential and employment intensification.

Belvedere Area Structure Plan (2009)

The three quarter sections extending north from 17 Avenue SE and one quarter section extending south from 17 Avenue SE are within the “Neighbourhood Area” as per the Belvedere Area Structure Plan (ASP). This area is intended primarily for residential uses. In addition, a portion of 17 Avenue SE is within an “Urban Corridor” area. This area is intended for high density, employment and local commercial uses.

Social, Environmental, Economic (external)

Social

The Plan will create a vibrant, diverse, inclusive, consistent and unique interface area between Calgary and Chestermere where all people can live, work and recreate. The vision seeks to provide opportunities for a wide range of housing types as well as enhancing the east/west pedestrian connections between both municipalities to foster cross-municipality social integration and connectivity.

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Economic

The Plan seeks to create economic nodes strategically located at important intersections, where mixed-use development could support a live/work/play lifestyle which creates opportunities for local businesses to thrive.

Environmental

The Plan encourages the protection of natural features and their integration into the overall design. The Plan aims for public open spaces to be designed near the natural features to create destination points linked through the pathway system and sidewalks. Policies in The Plan encourage the use of renewable energy and stormwater best management practices. The Plan supports Calgary's Climate Resilience Strategy.

Financial Capacity

Current and Future Operating Budget:

There will be impacts to future operating budgets as development progresses. These impacts will be brought forward to Council as part of the comprehensive growth strategy and budget process.

Current and Future Capital Budget:

Future utility and transportation capital investment will be required to facilitate the buildout of The Plan. The future capital budget impact will be brought forward to Council as part of the comprehensive growth strategy and budget process.

One-time budget will be required to complete the studies identified in The Plan (i.e. Transportation Functional Study).

Risk Assessment

There is a risk that the vision for the area will not be fully realized if amendments to the approved outline plans are not considered. Calgary and Chestermere will work with developers and landowners to encourage changes or to allow for development that better align with the policies in The Plan.

There are no other risks associated with the adoption of The Plan as recommended.

REASON(S) FOR RECOMMENDATION(S):

The Calgary–Chestermere Interface Intermunicipal Development Plan reflects the collaborative and coordinated work between The City of Calgary and City of Chestermere, provides a long-term common vision and framework for development in the plan area and supports a vibrant, unique and active interface.

ATTACHMENT(S)

1. **Proposed Bylaw 13P2020**

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2. Location Map of the Calgary—Chestermere Interface Plan Area
3. Calgary Planning Commission Review and Administration Follow-up
4. **Public Submission**