

**MISCELLANEOUS – EAST STONEY AREA STRUCTURE PLAN  
RESIDUAL WARD 3 – SUB AREA 3V (WARD 3)  
NORTH OF MCKNIGHT BOULEVARD NE AND EAST OF STONEY TRAIL  
BYLAW 23P2017**

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**EXECUTIVE SUMMARY**

The East Stoney Area Structure Plan (ASP) lands contain 95 hectares (235 acres) in the northeast quadrant of the city. The core ideas of the East Stoney ASP are:

- Facilitate conditions to enable citizens from a wide economic and demographic spectrum to access adequate and affordable housing.
- Preserve the wetland complexes in the area.
- Set the framework for a vibrant, mixed-use Neighbourhood Activity Centre.
- Enable the development of a comprehensively designed affordable housing neighbourhood such that residents can walk or cycle to access local goods and services.

The East Stoney ASP is part of the Developer Funded ASP program. Among other City of Calgary source documents, the ASP is to be read in conjunction with the New Community Planning Guidebook (Guidebook), contained within Volume 2 of the Municipal Development Plan (MDP).

**PREVIOUS COUNCIL DIRECTION**

The direction to commence the East Stoney Area Structure Plan was provided through a Notice of Motion (NM2016-09) from Councillor Stevenson on that was approved by Council on 7 March 2016:

WHEREAS there is an EXPLORE application under review by Administration for the development of a comprehensively designed affordable housing community;

AND WHEREAS there is a need to facilitate conditions to enable citizens from a wide economic and demographic spectrum to live within a community;

AND WHEREAS access to adequate and affordable housing in the City of Calgary is a fundamental component of the quality of life in a city, as stated in Part 2, Section 2.3.1 of the Calgary Municipal Development Plan;

AND WHEREAS the subject lands are currently intended to accommodate temporary uses within residual parcels prior to comprehensive development as stated in Section 7.1 of the Rocky View/Calgary Intermunicipal Development Plan;

AND WHEREAS there is presently no local area policy for the lands in question;

AND WHEREAS Section 7.1.2 of the Rocky View/Calgary Intermunicipal Development Plan states that Residual Long-Term Growth Areas, as identified in Map 3, should be planned comprehensively through an Area Structure Plan and/or Regional Context Study with adjacent land within Rocky View County;

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AND WHEREAS this Area Structure Plan will be under the developer funded model;

NOW THEREFORE BE IT RESOLVED that Council direct Administration to enter into an agreement with the landowner to fund the cost of producing an Area Structure Plan for the lands municipally and legally described as 711, 7697, 8393 84 ST NE (SE12-25-29-W4M, NE12-25-12-W4M, SE13-25-29-W4M) and to review concurrently an application for Outline Plan and Land Use Amendment with the development of the Area Structure Plan.

**ADMINISTRATION RECOMMENDATION(S)**

2017 March 09

That Calgary Planning Commission recommends **APPROVAL** of the proposed Policy (East Stoney Area Structure Plan)

**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION**

That Council hold a Public Hearing on Bylaw 23P2017; and

1. **ADOPT** the proposed East Stoney Area Structure Plan, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 23P2017.

**REASON(S) FOR RECOMMENDATION:**

Administration recommends approval of the East Stoney ASP as it principally responds to the direction from Council to create an Area Structure Plan for this Plan Area.

The East Stoney ASP advances the following MDP goals (Key Directions for Land Use and Mobility):

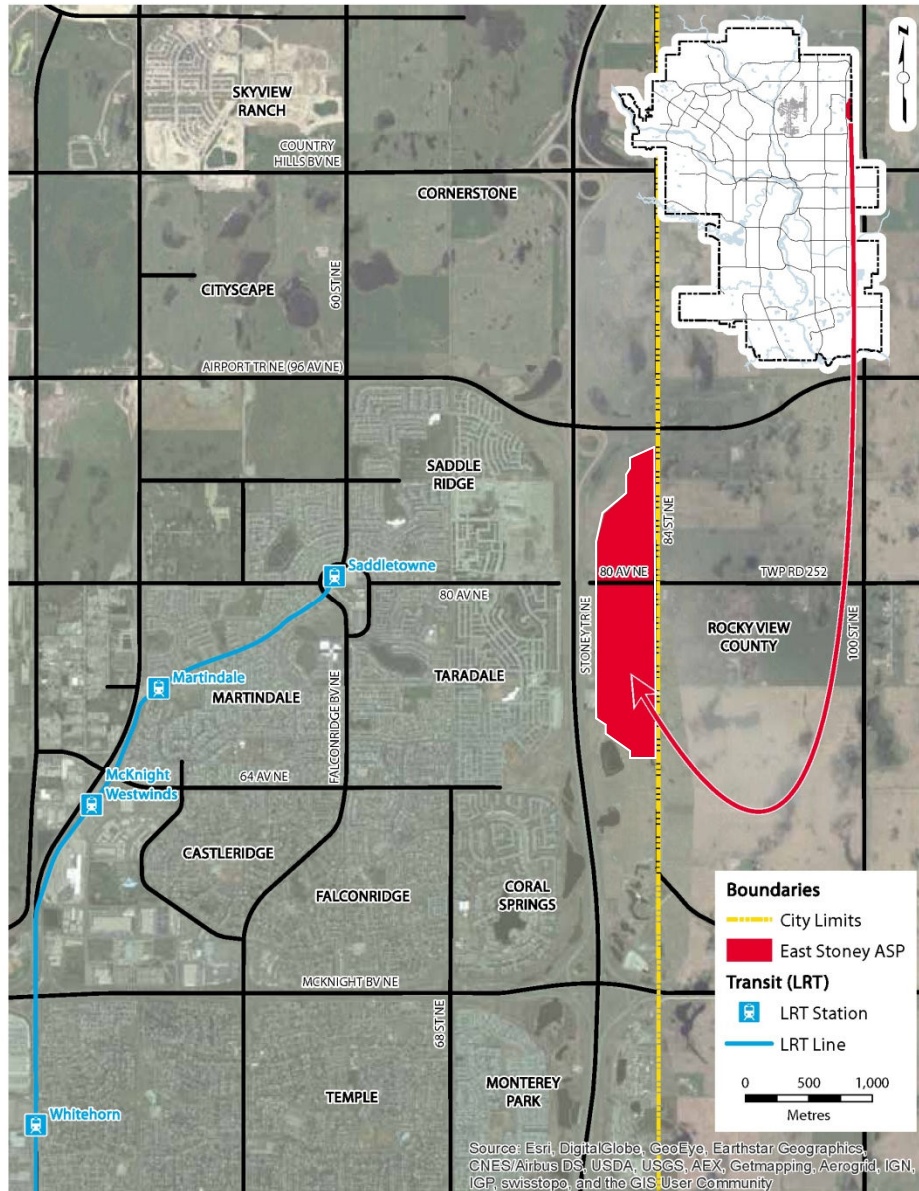
4. Link land use decisions to transit.
5. Increase mobility choices.
7. Create complete streets.
8. Optimize infrastructure.

**ATTACHMENT**

1. Proposed Bylaw 23P2017
2. Proposed East Stoney Area Structure Plan Document (Schedule A of Bylaw 23P2017)

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LOCATION MAPS



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**ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION**

Recommend that Council **ADOPT**, by bylaw, the proposed East Stoney Area Structure Plan (APPENDIX I).

**Moved by: S. Keating**  
Absent: L. Juan

**Carried: 4 – 3**  
Opposed: D. Leighton, R. Wright  
and C. Friesen

Reasons for Opposition from Mr. Wright:

- The geography of the ASP makes it very difficult to create healthy, complete communities. The emphasis on affordable housing/manufactured housing has the potential to create an instant second class residential area, without the typical services such as transportation/transit, parks etc.

Reasons for Opposition from Mr. Leighton:

- I strongly oppose this Area Structure Plan because:
  - a. The justification for this is “Affordable Housing”, however, affordability is undefined and is not required by the ASP;
  - b. This is a poor location for affordable housing, far from employment, education and services and without City transit, or even basic fire protection;
  - c. This conflicts with the Rockyview/Calgary Intermunicipal Development Plan which identifies this as a “residual” (orphan) site suitable only for temporary uses; and requiring the it “should be planned comprehensively through an ASP and/or Regional Context Study with adjacent land in Rocky View County;
  - d. The only reasons given in the planning report for their recommendation are:
    - i) Council directed Administration to prepare an ASP; and
    - ii) It “advances” four MDP goals.
- In my opinion it does not meet the identified four goals, much less the eight goals of the MDP. This will produce the opposite of a “complete community”.

Reasons for Opposition from Mr. Friesen:

- I did not support this Area Structure Plan because there were too many aspects of the plan that were not based on sound planning principles. There may be good political and even financial reasons for the plan but a number of planning issues primarily around the notion of ‘complete community’ are raised by the plan but not well resolved.
- First, the east boundary of the plan area is a road and the plan is very long north/south. It appears that the plan area has not been prepared in conjunction with a complementing plan in the adjacent County. If the east boundary were a shore line or a cliff it might be understandable. It is not good planning practice to create a community based on an artificial boundary like a road or municipal boundary which will not be clearly perceived by residents. Integrating the plan with the land in the

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adjacent County should be done in a way that would lead to a more 'complete community'.

- Second, the first statement in the Executive Summary betrays a planning mistake. To facilitate citizens from a wide spectrum to access affordable housing seems to be inherently contradictory. I expect citizens looking for affordable housing are actually a fairly narrow spectrum economically. To push them to a far corner of the city separated by Stony Trail from potential adjacent communities creates a number of problems. Certainly this is not a 'complete community' if its purpose is affordable housing. The best way to provide affordable/attainable/low cost/etc. housing is throughout the city at the finest grain possible. That is why secondary suites are almost always a good idea.
- The issue of gated communities was raised during Commission which could be considered the mirror of what seems to be planned here. The issue is not the gate of course but the configuration and nature of the community. Both extremes reinforce cultures of entitlement and disadvantage which are divisions in society we should avoid through good planning and political leadership.
- There is also the issue of transportation. Those looking for affordable housing are also most likely to want bus or LRT access which doesn't seem readily available. It seems a bit incomplete to plan for walking or cycling to access local services but not have a variety of convenient ways out of the community to find work or participate in other activities.
- In summary, the plan presents a number of problems regarding good planning to the extent that I could not support its approval.

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**PLANNING EVALUATION**

**SITE CONTEXT**

The East Stoney Plan Area comprises 95 hectares (235 acres) along the northeast boundary of Calgary, bordering Rocky View County. Located east of Stoney Trail NE, the Plan Area is bounded on the south by 64 Avenue NE, on the north at 96 Avenue NE (Airport Trail NE), and the east by 84 Street NE. The existing communities of Saddleridge, Taradale, Martindale, and Coral Springs are located west of the Plan Area.

Adjacent to the east Plan boundary are existing country residential and agricultural uses located in Rocky View County. The Conrich ASP is located southeast of the Plan Area and consists of future industrial uses. County Council recently directed County planning staff to undertake work on the OMNI ASP. Both County plans are shown on the location map on page 3 of this report.

**LEGISLATION & POLICY**

The hierarchy of plans that impact the East Stoney ASP are as follows:	<b>Adopted</b>
• South Saskatchewan Regional Plan	(2014)
• Rocky View County / City of Calgary Intermunicipal Development Plan	(2012)
• Municipal Development Plan; including:	(2009)
○ New Community Planning Guidebook	(2013)
• Calgary Transportation Plan	(2010)

The New Community Planning Guidebook contains many policies that previously were only found in individual ASPs. Those policies are now consolidated in the Guidebook and should be considered integral to interpreting the proposed East Stoney ASP. The intent is for regular updates to the Guidebook so that emerging development practices for suburban areas can be captured by modifying a single document rather than multiple ASPs at various stages of implementation.

Approving the East Stoney ASP has capital and operating budget impacts, with municipal infrastructure and services required to enable development to commence servicing of planned lands.

**PROPOSED USE OF LAND**

The East Stoney ASP envisions predominantly residential land uses and associated support commercial uses. The size of the Plan Area (approximately 235 acres) and population projections (5000 residents and 750 jobs) are more consistent with a complete neighbourhood with the elements of a complete community provided by the adjacent communities of Saddle Ridge and Taradale. The spine of the neighborhood will be a central north-south collector street, complemented by a gridded transportation network and multi-use pathway connections. The focal point of the neighborhood will be located towards the south end of the Plan Area, where a

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Neighbourhood Activity Centre, Joint Use Site, and Community Association Site will be clustered. Meeting MDP Intensity Thresholds and Density Targets is a key feature of the Plan, and is expected to be achieved over a buildout timeline of approximately 10 years.

The proposed use of land in the ASP includes:

<b>Proposed Use of Land</b>	<b>Reason(s)</b>
Neighbourhood Area	Provides a degree of flexibility for a variety of residential densities and non-residential support uses.
Neighbourhood Activity Centre (NAC)	MDP prescribed – to have a NAC in each Neighbourhood with multi-residential, non-residential and open space components.
Joint Use Site (JUS)	Provides a location for an elementary or junior/middle school as well as public recreation and neighbourhood uses.
Community Association (CA) Site	Provides a location for Community Association uses.
Environmental Open Space (EOS)	Significant natural areas exist in the vicinity of East Stoney and further study is required to determine which will be preserved at Outline Plan / Land Use Amendment stage
Green Corridor	Connect natural areas through a variety of ecological corridors and also provide places for people to walk and cycle in a natural environment.
Regional Pathway	Provides cycling and walking connections within the Plan Area and to surrounding communities.
Utilities	Providing sustainable, cost-effective services for water, sanitary and stormwater management.
Streets	Providing an adaptive grid network that improves public realm, enhances livable streets to accommodate all modes of transportation.

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## **TRANSPORTATION NETWORKS**

### Transit

This area is currently not served by any transit routes. Calgary Transit adds service or introduces new routes when ridership warrants it and budget is available. As a result, transit service introduction to new communities is balanced with service increases in existing communities including addressing ridership growth or introducing evening and weekend service.

### Roads and Streets

The Plan Area will benefit from proximity to the provincial highway network. The plan area has access to the rest of the road network in Calgary via 84 Street NE, McKnight Boulevard NE and Country Hills Boulevard NE which connect to Stoney Trail, plus a future eastward extension of Airport Trail Ne (96 Avenue NE) and 64 Avenue NE flyover of Stoney Trail NE.

Currently, 84 Street NE is a two-lane, rural cross-section gravel road between McKnight Boulevard NE and Country Hills Boulevard NE, formerly under the jurisdiction of Rocky View County. To accommodate additional traffic on 84 Street NE, it will be necessary to upgrade to a paved road consistent with City standards. Portions of the 84 Street NE alignment are in Rocky View County, where the alignment diverts at its intersections with McKnight Boulevard NE and County Hills Boulevard NE.

Eighty-fourth Street NE will be subject to a joint study between the City and Rocky View County to determine road classification, long term alignment at intersections with major east-west roads, right-of-way and access management. The study is scheduled for 2017.

Upgrades to boundary roads are typically funded and constructed by adjacent landowners in conjunction with their development. However if other development has not occurred along this section of 84 Street NE, it may be necessary to advance upgrades of contiguous sections of the road to support development in the East Stoney ASP area.

The long term transportation plans for this area include completion of the interchange of Stoney Trail and Airport Trail NE (96 Avenue NE) to accommodate all movements plus an eastward extension of Airport Trail into Rocky View County. Sixty-fourth Avenue NE will also be extended eastward over Stoney Trail as a flyover. These future projects provide opportunities for better connections for active modes, transit and vehicle travel. The City is collecting contributions for these improvements through the Transportation Off-Site levies for development. However these projects are not included in the City's current budget or 10-year capital plan.



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**UTILITIES & SERVICING**

Water Servicing

The Plan Area is located within the North Hill Pressure Zone. Water servicing of the lands within the Plan Area will be achieved through an extension of the existing water distribution network west of the Transportation Utility Corridor (TUC), with all expenses borne by the developer. A minimum of 2 water distribution mains crossing the TUC will be required to service the Plan Area. No capital costs for water servicing have been identified for this project.

Sanitary Servicing

To service all developable lands within the Plan Area, a developer-funded lift station will be required, will be designed to City of Calgary standards, and will be approved by The City of Calgary's Water Resources Business Unit. Sanitary servicing of the lands within the Plan Area will be achieved through extensions of the existing sanitary collection network west of the Transportation Utility Corridor, with all expenses borne by the developer. A developer-funded sanitary forcemain from the proposed lift station will be connected into the existing sanitary network between Saddlebrook Common NE and Airport Trail NE (96 Avenue NE). The detailed sanitary collection network and TUC crossing location will be identified and further evaluated at the Outline Plan/Land Use Amendment stage. To service the full build-out of the Plan Area, downstream sanitary trunk upgrades and wastewater treatment plant expansions may be required. No capital costs for sanitary servicing have been identified for this project.

Stormwater Servicing

Infrastructure pertaining to stormwater drainage will be identified through a Master Drainage Plan/Staged Master Drainage Plan report, currently being prepared for the Plan Area (with completion anticipated for Q3-2017). As a result, no capital budgeting estimates are available for stormwater drainage at this time.

**ENVIRONMENTAL ISSUES**

There are no significant environmental issues in the Plan Area that would prevent development. Section 10.0 of the East Stoney ASP describes the Biophysical Background Information.

**ENVIRONMENTAL SUSTAINABILITY**

The Environmental Open Space (EOS) Study Area shown in the proposed East Stoney ASP identifies natural features for further study at the Outline Plan/Land Use Amendment stage. A Biophysical Impact Assessment was submitted for the Plan Area that contributed to delineation of the Environmental Open Space Study Area. Only portions of the EOS Study Area will be retained as open space in accordance with the Provincial and Municipal policies in place at the Outline Plan/Land Use Amendment stage.

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The policies of the ASP and its guiding documents encourage environmentally sustainable development. This includes development of complete “neighbourhoods” and preservation of key environmental features.

### **GROWTH MANAGEMENT**

The East Stoney ASP area emerged as a growth candidate in mid 2016, and as such has not been analyzed in detail in corporate capital planning and budgeting exercises. None of the City capital expenses required for this area have been included in Action Plan (2015-2018) or in City departments’ 10 Year Capital Plans (2015-2024). That said, it was asserted by the funding partners early in the ASP process that the required leading infrastructure (sanitary, storm, water, fire and transportation servicing) might all fall in the category of developer funded infrastructure (as opposed to City funded infrastructure) and therefore not require City capital funding to move forward.

As well, none of the City operating expenses require for this area have been included in Action Plan (2015-2018). While no significant complete community infrastructure (e.g., library, recreation centre, parks) was identified through the development of the ASP, there will be additional demand (and potentially additional costs) on regional complete community infrastructure.

Administration’s analysis has concluded that no City capital costs for sanitary and water servicing have been identified. Additionally, no City transportation costs are considered necessary prior to commencement of development. Emergency response service (via the Calgary Fire Department) is the key remaining leading infrastructure issue for this area, as the area falls outside of the Council approved 7 minute standard. The development area is not large enough to support the capital and operating costs required for an emergency response station, therefore, the solution discussed by Administration would be for a developer funded overpass or underpass to provide access at 80 Avenue NE and across Stoney Trail. This would allow for 7 minute coverage to be provided to new residents. There are unresolved issues with this solution, including network function and securing rights of way on the west side of Stoney Trail NE. As a result of lack of emergency response coverage, a Growth Management Overlay has been included in the Area Structure Plan, similar to what has been used in other recently approved ASPs.

Funding for unfunded capital and operating costs will be assessed through The City’s budget processes, or potentially through the Growth Management Analysis (Business Case) work currently ongoing through the Industry/City Work Plan. Both of these would occur in advance of a recommendation to remove the Growth Management Overlay.

Amendments to the Growth Management Overlay (Map 7) through an ASP amendment can occur when the required leading infrastructure is included in approved City budgets, or a Growth Management Analysis submission is received that addresses, to the satisfaction of The City, the means of coordinating development with the funding and financing of municipal services.

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Further guidance in this respect can be found in the Guidebook.

**PUBLIC ENGAGEMENT**

Two public information sessions were held for this ASP, one on 26 July 2016 and the second on 26 October, 2016. The first information session was a “listen and learn” format, where the public had the opportunity to review and provide feedback on two possible land use concepts. The second information session was an “inform and communicate” format, where the public reviewed the revised land use concept, supporting maps, graphics, and discussed with City staff.

A project webpage was launched in April 2016, with over 1200 page views to date. The webpage was used to explain the process, timelines, and engagement opportunities available for this project. It also served as a hub for supporting information and resource links.

APPENDIX III has a summary of the engagement process.

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APPENDIX I

PROPOSED EAST STONEY AREA STRUCTURE PLAN

[www.calgary.ca/eaststoneypsp](http://www.calgary.ca/eaststoneypsp)

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**APPENDIX II**

**INFRASTRUCTURE COSTS**

Infrastructure Facilities	In 10-year Capital Plan*	In 4-year Capital Budget*	Estimated Capital Costs**	Estimated Annual Operating Costs**	Complete Community Infrastructure vs. Core Infrastructure***
<b>Utility Servicing</b>					
Water	No	No	\$0.0	\$0.3	Core
Sanitary	No	No	\$0.0	\$0.3	Core
Storm <sup>1</sup>	No	No	tbd	tbd	Core
<b>Transportation (Roads and Transit)<sup>2</sup></b>					
Transit (Local Bus)	No	No	\$2.2	\$2.2	Core
Transportation	No	No	\$90.0	\$0.0	Complete
Pedestrian, Cycle, Streets	na	na	na	na	na <sup>3</sup>
<b>Community Services</b>					
Emergency Response Service <sup>4</sup>	No	No	\$0.0 <sup>4</sup>	tbd <sup>4</sup>	Core
Police Service <sup>5</sup>	No	No	\$30.0	\$17.8	Complete
Library	na	na	\$0.0	\$0.0	Complete
Operations Workplace Centre	No	No	\$2.3	\$0.8	Complete
<b>Waste &amp; Recycling Services<sup>6</sup></b>					
Residential Waste Collection	No	No	\$0.1	\$0.1	Complete
Blue Cart Recycling Fee	No	No	\$0.1	\$0.1	Complete
Waste Management Charge	No	No	na	\$0.1	Complete
Green Cart Organics Fee (To start in 2017)	No	No	\$0.1	\$0.1	Complete
<b>Parks and Recreation</b>					
Wetlands, Open Space Regional Pathways	No	No	\$0.0	tbd	Complete

All costs shown in Millions

- \* 2015-2024 Capital Plan and 2015-2018 Capital Budget
- \*\* Costs shown in 2017 dollars. Operating cost estimates include operation and maintenance staff only.
- \*\*\* Core infrastructure is considered necessary to allow occupancy. Complete Community infrastructure is considered necessary to bring full City services to citizens and realize the vision of the East Stoney ASP.

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1. Estimated drainage capital costs to be determined upon completion of an approved Master Drainage Plan.
2. Transportation and Transit Capital Includes:
  - a. \$30M for 64 Avenue NE flyover
  - b. \$60M for Airport Trail NE (96 Avenue NE) Stoney Trail Interchange completion  
*Some costs outside city limits are expected but not part of the City of Calgary (not included in table)*
3. These costs are typically borne by the developer.
4. The 7 minute Emergency Response coverage is not available in the plan area. As the Calgary Fire Department has determined that the ultimate population base is not sufficient to support the capital and operating expense for an Emergency Response Station, the proposed solution is a developer funded underpass or overpass across Stoney Trail at 80 Avenue NE. Fire coverage is an unresolved growth management issue.
5. Police costs, including future district office locations, are still to be determined. Growth has operating and capital cost implications for Police. Until funding is available, this area can be serviced from existing district offices.
6. No additional infrastructure is required to service this area. Providing Blue Cart recycling, Waste Management, Residential waste collection and Green Cart organics service will require an increase in Waste & Recycling Services operating and capital budgets. Estimating new homes and year of occupancy is critical for budgeting and the successful funding of these services. Currently these services are funded through a mix of taxes and self-supported user fees.

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**APPENDIX III**

**EAST STONEY ENGAGEMENT REPORT**



**Communications & Engagement Report**  
East Stoney Area Structure Plan

**Communications and engagement goals and objectives**

- Inform landowners and adjacent communities of the area structure plan and ensure they have accurate information about the planning process and status.
- Set realistic expectations about how stakeholder input will be used and how the area structure plan will be created.
- Educate the public on larger planning principles that apply to the subject site and to planned new communities (i.e. Complete Streets, complete communities), the planning process and the Municipal Development Plan.
- Gather input from stakeholders and respond to concerns or questions.

**Communication and engagement activities and results**

***Public/Stakeholder Education:***

A mail out was conducted by the Project Manager in April 2016 to notify area landowners, residents, businesses, nearby community associations and other stakeholders about this project.

A project webpage ([www.calgary.ca/eaststoneyp](http://www.calgary.ca/eaststoneyp)) was launched in April 2016. There have been 1229 page views since April 2016. The webpage was used to explain the process, timelines and engagement opportunities available for this project. It also served as a hub for supporting information and resource links.

An email list was also created to notify those interested in project updates and engagement opportunities. Communications were sent at each milestone of the project.

***Engagement Opportunities:***

After consulting with the Engage Resource Unit (ERU), it was determined that this project had a low level of impact and complexity.

Two public information sessions were held, one on July 26, 2016 and one on October 26, 2016. The first information session was a "listen and learn" format, where the public had the opportunity to review and provide feedback on two possible land use concepts. The second information session was an "inform and communicate" format, where the public reviewed and discussed the revised land use concept and supporting maps and graphics with City staff. A total of 24 people attended the first information session and 6 people attended the second, suggesting a low level of interest in this project, as anticipated.

***Promotion of Engagement Opportunities:***

Bold Signs were used to advertise both information sessions and were placed at high traffic areas in the surrounding communities for two weeks prior to each event. Project milestones were advertised through the project webpage and emails to stakeholders.

***Reporting Back on Engagement:***

The webpage was the main method of reporting back to the public through regular updates. These updates were also sent out via email from the Project Manager to stakeholders.

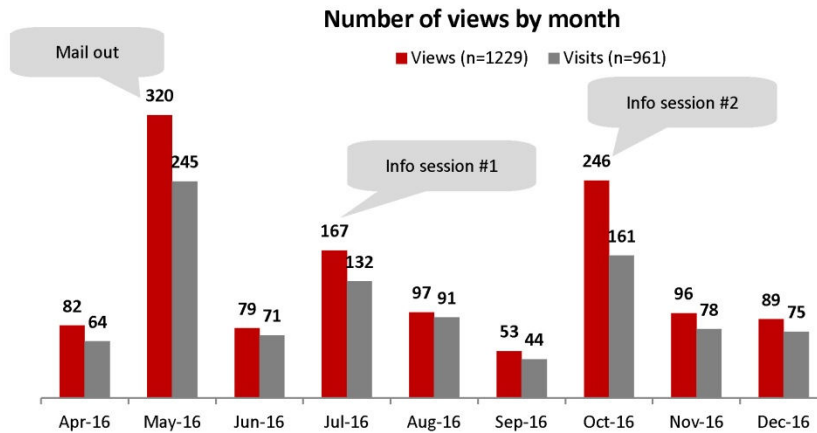
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Communications & Engagement Report  
 East Stoney Area Structure Plan

**Evaluation**

- Total webpage views are consistent with other Community Planning projects of this scale.
- With respect to public engagement, the scope of this project was small and media interest was not anticipated.
- Attendance at information sessions was low, which was anticipated by the Engage Resource Unit based on the level of risk assigned to this project.
- There was limited public interested in the project and most engagement was conducted with a select stakeholder group.
- Participants in the engagement process understood how they could get involved in this project.



- A view is anytime someone reaches a website directly
- A visit is anytime someone reaches a website through an external referrer (e.g. Google)



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APPENDIX IV  
LETTERS RECEIVED



February 22, 2017

Mr. Ian Cope, Secretary  
Calgary Planning Commission  
City of Calgary  
Box 2100, Station M, #8073  
Calgary, Alberta  
T2P 2M5

Dear Mr. Cope,

**Re: East Stoney Area Structure Plan (ASP)**

On March 9<sup>th</sup>, 2017 the East Stoney ASP will be presented to Calgary Planning Commission for consideration and recommendation to City Council. Pacific Investments, as representative of "PCOT" (the majority landowner in the ASP) is pleased to submit this letter in general support of the policy.

Pacific Investments, and its consultant team, have been an active participant in this developer-funded ASP process. We have worked collaboratively with the lead planner, Mr. Morgan Huber, and the rest of the team for many months and are pleased that the project is on-time and on-budget. Our vision for the development of these lands is to provide affordable housing options to Calgarians, including manufactured homes of various types and lifestyles, which can be achieved through the adoption of the policy. Under current timelines, we target the first phase of the lands to be ready for occupancy by September 2018.

Pacific Investments is pleased with the overall East Stoney ASP document as presented and looks forward to continuing to work with The City of Calgary towards the development of this new community.

Sincerely,

A handwritten signature in blue ink, appearing to read "Dennis Doherty", is written over a horizontal line. The signature is stylized and loops back to the left.

Dennis Doherty  
President

M. Huber / S. Gagnon