

Background and Previous Council Direction

The purpose of this attachment is to provide a summary of the background and previous Council decisions related to this report.

Background and Introduction to Relevant Terms:

This report and its recommendation rely upon a number of terms and constructs used in The City of Calgary's new community development processes.

What is a Growth Management Overlay?

The Growth Management Overlay policy tool emerged from a period of evolving approaches to decision making around local area planning, land use approvals, and City capital and operating servicing for new community development.

In the 2000s, Area Structure Plans were the key mechanism for Council to signal priorities for investment in growth, in the context of an overall Municipal Development Plan target of 5 years supply of serviced land with infrastructure in place (sanitary, water, stormwater, transportation, and emergency services), and a target of 15 years supply of planned land (land with an approved Area Structure Plan, which may or may not yet be serviced with infrastructure). Council's decisions to initiate Area Structure Plans were closely watched by developers, and once initiated, City departments would reorient to identify investments and funding that would support growth in these Area Structure Plans. Budget decisions for new community growth were not closely watched, as they mirrored the decisions made to initiate (or not) Area Structure Plans.

By 2012, the amount of serviced land capacity was not keeping pace with an expanding planned land capacity, and in order to manage the initiation of new communities with limited funding capacity, the Growth Management Overlay regulatory mechanism was introduced. The Growth Management Overlay identified those areas in Area Structure Plans that were not yet serviced or budgeted to be serviced by City infrastructure, and restricted development approvals in these areas on the basis of being premature without clarity on when required City investments would be made. Three Area Structure Plans were approved under this model – Keystone Hills (2012), South Shepard (2012), and Belvedere (2013).

In 2013, through report C2013-0057, Council made several decisions that would shift the role of Area Structure Plans in the new community growth process. Primary among these was to initiate and complete multiple plans, now funded directly by benefitting developers, which then would provide the necessary information for Administration to prioritize growth investments among all of them at budget time. The premise was that a more strategic growth pattern could be realized by investing in the most efficient areas among the larger portfolio of available Area Structure Plans. Therefore the existence of an Area Structure Plan no longer meant that The City would automatically add necessary investments to budgets, but rather the now larger portfolio of approved Area Structure Plans would provide the candidates for which The City would prioritize within its financial capacity. The Growth Management Overlay, then, was to be used to identify areas that had comprehensive planning completed but had not yet been prioritized for growth.

How is a Growth Management Overlay removed? What is a new community business case?

Beginning in 2018 and continuing into the present, the process to remove a Growth Management Overlay requires the submission of business case as part of a bi-annual evaluation process associated with the beginning and mid-point of The City's four year service plan and budget cycle. When a business case is approved by Council, capital and operating investments required to initiate growth are added to The City's budgets and the Growth Management Overlay can be removed by an amendment to the relevant Area Structure Plan. With the removal of the Growth Management Overlay, land use decisions can be considered and made by Council, and the area proceeds directly into the subdivision, construction, and finally occupancy stages of the development process.

What is an outline plan?

An outline plan is a type of plan established by The City of Calgary to bridge the process between high level policy documents (e.g. area structure plans) and the planning applications that follow (e.g. subdivision, land use designation and development permit). It is not a statutory plan. Council, through the Calgary Planning Commission Bylaw 28P95, has delegated responsibility to the Calgary Planning Commission for decisions on outline plan applications. Outline plans show a detailed subdivision arrangement, including all land uses and mobility networks. It also provides a venue for the resolution of complex land use, open space, servicing, and transportation issues. Once approved, an outline plan forms the basic concept for the subsequent subdivisions.

What is a land use redesignation?

A land use redesignation is the statutory mechanism for changing the uses (permitted and discretionary) available to an area. Council holds the decision-making authority for land use redesignation applications; they are approved by bylaw.

How are an outline plan and a land use redesignation related in the new community context?

It is typical for applicants in new community areas to submit an outline plan and land use redesignation application together. The two applications jointly address the planning, engineering, and legal issues required to demonstrate adherence with relevant policy and standards before an area is ready for urban development.

However, as discussed above, the two have different decision points. Furthermore, approval of both are typically required before development can occur, and particularly land use approval prior to development is important from a statutory perspective, as described in the Municipal Government Act.

What is The City's process for reviewing an outline plan/land use redesignation application?

Administration (specifically, the Development Application Review Team) reviews the applications and presents the outline plan recommendation to Calgary Planning Commission for decision. The team also presents the land use recommendation to the Calgary Planning Commission, who then make a recommendation to Council.

How has the ability to submit and make decisions on outline plans in Growth Management Overlay areas evolved?

Between 2012 and 2020, 11 Area Structure Plans were approved for new community areas and all initially included Growth Management Overlays.

The first three approved plans, Keystone Hills Area Structure Plan (15P2012), Belvedere Area Structure Plan (2P2013) and South Shepard Area Structure Plan (10P2013), refer to the Corporate Framework for Growth and Change for guidance on Growth Management Overlay removal. These three Area Structure Plans are silent on outline plans, with specific wording requiring Growth Management Overlay removal (once City investments are budgeted for) prior to land use approval by Council. As a result, outline plans within Growth Management Overlay areas under these Area Structure Plans can currently be approved through Calgary Planning Commission as the approving authority. The most recent outline plan to be approved in this way was in Livingston within the Keystone Hills Area Structure Plan in summer 2021 under CPC2021-1063 (LOC2020-0159). Conditions were added to the approval concerning outstanding growth management and funding considerations (refer to Table 1).

All subsequent plans approved since 2014 refer to the New Community Planning Guidebook, which was added as Volume 2, Part 1 to the Municipal Development Plan (PUD2014-0053) to be a guiding document for new communities. The New Community Planning Guidebook provides specific direction for the decision-making process for outline plan/land use redesignation applications within Growth Management Overlay areas in the Urban Growth Policies (Section 4.3). Originally, the New Community Planning Guidebook policy did not allow acceptance of outline plan/land use redesignation applications for an area prior to removal of the Growth Management Overlay. The New Community Planning Guidebook was amended in 2017 under Bylaw 31P2017 (C2017-0595) to allow for the acceptance of these applications in Growth Management Overlay areas, but not for approval of applications prior to Growth Management Overlay removal (refer Figure 1 and 2).

This results in an inconsistency with some outline plans within Growth Management Overlay areas being eligible for approval while others are not (see Table 1). The proposed amendment will provide a streamlined and consistent process for all outline plan applications across all Area Structure Plans with Growth Management Overlays to be eligible for approval through Calgary Planning Commission.

Figure 1: Approvals Continuum

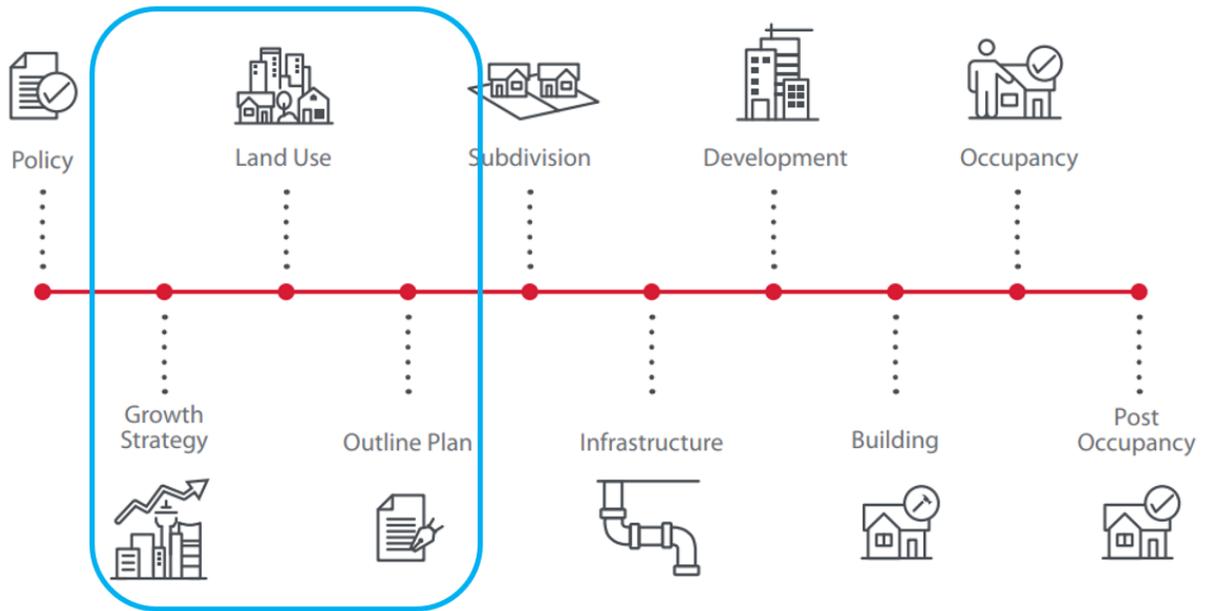


Figure 2: Impact on the Approvals Continuum

Current Process



Process, if Amended

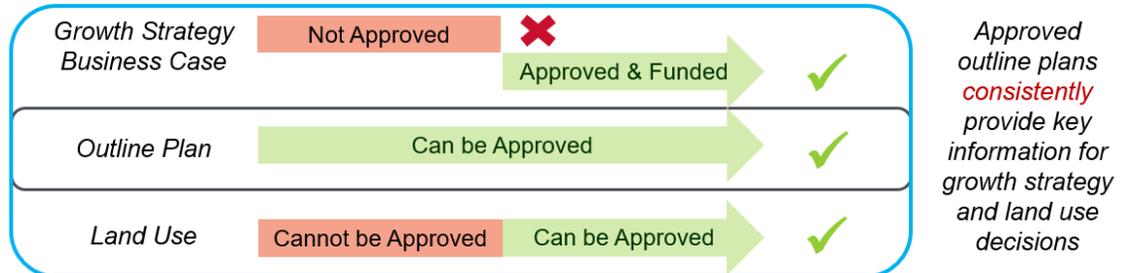


Table 1: Current Availability of Acceptance and Approval for Outline Plans

Area Structure Plans within Growth Management Areas	Year of approval	Allows for the <i>acceptance</i> of outline plans where a Growth Management Overlay is still in place	Allows for the <i>approval</i> of outline plans where a Growth Management Overlay is still in place
Keystone Hills Area Structure Plan	2012	✓	✓
Belvedere Area Structure Plan	2013	✓	✓
South Shepard Area Structure Plan	2013	✓	✓
Rangeview Area Structure Plan	2014	✓	✗
Glacier Ridge Area Structure Plan	2015	✓	✗
Nose Creek Area Structure Plan	2015	✓	✗
Haskayne Area Structure Plan	2015	✓	✗
East Stoney Area Structure Plan	2017	✓	✗
West View Area Structure Plan	2019	✓	✗
Ricardo Ranch Area Structure Plan	2019	✓	✗
Providence Area Structure Plan	2020	✓	✗

Previous Council Direction

DATE	REPORT NUMBER	DIRECTION/DESCRIPTION
2020 July 27	PUD2020-0272	Providence Area Structure Plan (Post 2014 Approval Plan) *
2020 February 24	PUD2019-0548	West View Area Structure Plan (Post 2014 Approval Plan) *
2019 November 18	PUD2019-0692	Ricardo Ranch Area Structure Plan (Post 2014 Approval Plan) *
2017 May 23	CPC2017-159	East Stoney Area Structure Plan Urban Growth Policies included in the Plan and does not allow approval of outline plans
2017 June 06	PFC2017-0480	The New Communities Planning Guidebook, Part 2 of the Municipal Development Plan Amendment to allow acceptance (but not approval) of outline plan/ land use within Growth management Overlay areas.
2015 December 08	CPC2015-221	Glacier Ridge Area Structure Plan (Post 2014 Approval Plan) *

2015 December 07	CPC2015-218	Nose Creek Area Structure Plan (Post 2014 Approval Plan) *
2015 July 28	CPC2015-126	Haskayne Area Structure Plan (Post 2014 Approval Plan) *
2014 September 08	CPC2014-110	Rangeview Area Structure Plan (Post 2014 Approval Plan) *
2014 February 11	PUD2014-0053	The New Communities Planning Guidebook added as Volume 2, Part 1 to the Municipal Development Plan and growth management policies outlined under Section 4.3 with policy not allowing acceptance of outline plan/land use applications
2013 March 18	C2013-0057	New Area Structure Plan Process Introduction of developer-funded plans and continued application of Growth Management Overlay
2013 May 06	CPC2013-047	South Shepard Area Structure Plan (Pre 2014 Approval Plan) **
2013 April 09	CPC2013-038	Belvedere Area Structure Plan (Pre 2014 Approval Plan) **
2012 July 16	CPC2012-041	Keystone Area Structure Plan Growth management policies within the Area Structure Plan and silent on outline plans (Pre 2014 Approval Plan) **

* Growth management policies refer to the New Community Planning Guidebook for direction on the approval of outline plans.

** Growth management policies are fully contained within the Area Structure Plan and are silent on outline plans