

DEVELOPER FUNDED AREA STRUCTURE PLANS

EXECUTIVE SUMMARY

Council directed Administration to complete six Area Structure Plans (ASPs) by the end of 2015. Council identified two ASPs as an initial Pilot Project for developer funded ASPs with the remaining four to be completed subsequently. There was no specific direction given to the order of the remaining four ASPs; however, Council did indicate that consideration should be given to the growth management framework. This report provides direction for:

- Administration to amend Map 2 – Growth and Change of the Municipal Development Plan to include the four ASPs;
- Council to reconsider its previous direction (LPT2007-062) in order to allow an ASP for Southwest Regional Policy Plan Cells A and B (Providence) to proceed; and
- The order of the remaining four ASPs.

ADMINISTRATION RECOMMENDATION(S)

That the SPC on Planning and Urban Development recommends that Council:

1. Reconsider its decision contained in the minutes from the 2008 January 29 Special Strategic Planning Meeting of Council with respect to the Providence ASP contained in the Option 3 2008 Modified Work Program.
2. Direct Administration to amend Map 2 of the Municipal Development Plan to include: West Regional Context Study Cell B; North Regional Context Study Cell H; North Regional Context Study Cell D and west half of Cell C; and Southwest Regional Policy Plan Cells A and B, and report back to Council through Calgary Planning Commission no later than the end of Q3 2014 in accordance with Attachment 1.

RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DELVELOPMENT, DATED 2014 FEBRUARY 12:

That the Administration Recommendations contained in Report PUD2014-0076 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2013 December 02, Council approved report C2013-0753 Developer Funded Area Structure Plans Pilot Project Report, which directed “Administration to report back to Council within 12 months with an evaluation of the Pilot Project, as per the 2012 December 03 Motion Arising with respect to PUD2012-0670.”

On 2013 March 18 Council approved C2013-0057 New Area Structure Plan Process to direct Administration to undertake Developer Funded Area Structure Plans.

On 2012 December 03 Council approved the Land Use Planning & Policy 2013 Corporate Work Program PUD2012-0670, including direction for Administration to commence work on the two new ASPs no later than the beginning of Q4 2013.

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A subsequent Motion Arising with respect to Report PUD2012-0670, Moved by Alderman Stevenson, Seconded by Alderman Jones, was adopted. The Motion Arising directed Administration to investigate a number of items, including, "A pilot project to fund the two ASPs within the LUPP 2013 Corporate Work Program under a developer-funded ASP program (the "Pilot Project")."

Additionally, the Motion Arising directed Administration to implement the Pilot Project and report back to Council within 12 months with an evaluation of the Pilot Project; and bring a report to Council no later than 2013 November on the following:

- The progress of the Pilot Project
- Plan on how The City will complete the remaining ASPs set out in the Preliminary Growth Management Implementation Schedule Table 1 by 2015 December 31.

On 2008 January 29 at a Special Strategic Planning Meeting, Council filed report LPT2007-062 and adopted Option 3, Modified Work Program, which included the following direction:

- Complete the transportation modeling (technical) of the Providence ASP, but do not commence any further work or accept any applications for the Providence until the SW ring road between Glenmore Trail and 22X is under construction.

BACKGROUND

The first two ASPs (Rangeview ASP and Cornerstone ASP) under the developer-funded model began in the fall of 2013 and are proceeding on time. As per Council direction, an additional four ASPs will be completed by 2015 December. Report C2013-0753 Developer Funded Area Structure Plans Pilot Project Report identified that the next two ASPs will commence in Q3 2014, and the final two ASPs will commence in Q1 2015. (Attachment 1)

INVESTIGATION: ALTERNATIVES AND ANALYSIS

While it was implicit in Council's direction that the sequencing of ASPs align with the Growth Management Framework, there was no explicit direction given as to the order that the four remaining ASPs would be undertaken.

The timeframe to complete the four ASPs is relatively short with all six ASPs to be completed by the end of 2015 (Attachment 2). While each ASP will have a formal start time, work in advance will be required, specifically:

- **Funding Agreements:** While considerable work was undertaken to develop a standard template for the funding agreement for the initial two ASPs, some lead time is required to adapt the Funding Agreement to the next two ASPs and engage with landowners to address any unique circumstances for these planning areas. This process will begin prior to the ASPs' official start date. Landowners, and in particular the ASP funders, will be consulted with early in 2014 to begin work on the Funding Agreement for each ASP.
- **Background Studies:** Due to the condensed timelines for the ASPs, it is necessary for some pre-work to begin prior to the actual start of the ASPs. This pre-work is used to develop the land use concept on the ASP and includes a biophysical inventory analysis during the 2014 field work season.

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Further, Section 5.2.7 of the MDP states that, "City Council shall make the decision to begin preparation of a Local Area Plan by amending the Growth and Change Map of the MDP (Map 2)." As such, an amendment to the MDP is needed to initiate the four ASPs.

Order of Four Remaining Developer Funded ASPs

It is not anticipated that the completion time of the ASPs will hold up any applications for development. Based on growth management criteria (Attachment 3) and land supply, Administration recommends the ASPs be completed in the following order:

ASPs commencing at the start of 2014 Q3:

1. West Regional Context Study (RCS) Cell B.

West RCS Cell B provides planned land in the northwest, an area that currently has no residential land supply. The West RCS Cell B lands, while not providing significant population and jobs, can be developed with relatively low infrastructure costs. The area is contiguous to existing development and enables some significant natural areas to be planned within The City's open space strategy.

The West RCS Cell B area scores 2.50 out of 5 on the MDP Alignment Score which is third among the five residential planning areas (the first two being the ones currently being planned) slated for the developer funded ASPs.

2. North RCS Cell H

The North RCS Cell H provides for a balance of employment and residential lands in an area that ranks high on the City Funded Cost criteria and provides employment and industrial lands within close proximity to residential development. This area provides a unique opportunity to undertake an ASP that is unlike other predominantly residential ASPs and it is expected that there will be considerable learning to be had from this process that can be applied in future planning work.

North RCS Cell H area scores 2.03 out of 5 on the MDP Alignment Score which is ranked the highest of industrial areas without an ASPs.

ASPs commencing start of 2015 Q1:

3. North RCS Cell D and west half of Cell C

North RCS Cell D and west half of C has limited servicing, with the exception of some lands adjacent to existing development to the south. This area is considerable in size and may have a number of unique issues to address through the planning process. Lands in this area are not immediately needed from a planned land supply perspective as there is a considerable amount of planned land within the Keystone Hills ASP.

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The North RCS Cell D and west half of Cell C scores 2.29 out of 5 on the MDP Alignment Score which is twenty-third out of twenty-four among the developing areas. Significant infrastructure costs coupled with other nearby areas that are already planned and are at various stages of development, indicate that commencing policy planning in 2015 will not limit development timing.

4. Southwest Regional Policy Plan Cells A and B (also known as Providence)

An ASP was started in 2007 but due to significant transportation constraints, Council placed further work on hold. At a Special Strategic Planning Meeting of Council on 2008 January 29, Council specifically directed Administration to “Complete the transportation modelling (technical) of the Providence (ASP), but do not commence any further work or accept any applications for the Providence until the SW ring road between Glenmore Trail and 22X is under construction”.

Council’s direction to commence work on six developer funded ASPs recognizes that the ‘gate’ for new development no longer rests solely with the adoption of the ASP (as was the case when this direction was approved), but now also includes the commitment of funds for infrastructure. Delaying the ASP is no longer the only mechanism to determine the timing of development. An ASP is one step toward development occurring, however, the commitment toward infrastructure funding and the construction of the ring road will also need to be addressed prior to approving Land Use/Outline Plan applications. For this reason, Administration recommends proceeding with the ASP and reconsidering Council’s previous direction in LPT2007-62.

The Providence area scores 1.98 out of 5 on the MDP Alignment Score which is last among the developing areas. Significant infrastructure costs coupled with transportation issues in the southwest indicate that this area has no immediate development potential and can wait for planning to commence in 2015.

Stakeholder Engagement, Research and Communication

Stakeholder engagement for the sequencing of growth areas has occurred primarily through the growth management discussions and analysis that has been undertaken.

Strategic Alignment

The ASPs recommended in this report will align with strategic policy including the MDP and the Calgary Transportation Plan. The ASPs will use the New Community Guidebook as the basis for completing the ASPs in a more streamlined and simplified manner.

Social, Environmental, Economic (External)

Social

Although landowners are directly funding Administration to develop the ASPs, the Funding Agreements ensure that the work is carried out in a manner that respects both the independence of Administration and Council, and that public engagement occurs according to established Administrative practice.

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Environmental

New and collaborative ways of developing land use concepts in ASPs have been undertaken in the first two Pilot Project ASPs, resulting in innovative solutions that address the environment. It is expected that the four remaining ASPs will continue to utilize innovative techniques to develop land use concepts and policies that response to the natural environment.

Economic (External)

The addition of four more ASPs will add a significant amount of planned land to The City's inventory by the end of 2015. Development of this land will be dependent on funding for infrastructure.

Financial Capacity

Current and Future Operating Budget:

There are no operating budget implications directly associated with the sequencing of the remaining four ASPs as outlined in this report.

Current and Future Capital Budget:

There are no capital costs associated directly with this report.

Risk Assessment

A full risk assessment of developer funded ASPs was conducted as part of the 2013 March 18 report on the New Area Structure Plan Process (C2013-057).

REASON(S) FOR RECOMMENDATION(S):

This report outlines a sequence for the four remaining ASPs that aligns with the Growth Management Framework. A subsequent amendment to the MDP is required to add these ASPs to Map 2, and this will allow work on each ASP to commence at an appropriate time. Council will also need to reconsider its previous direction in order to allow the ASP for Southwest Regional Policy Plan Cells A and B (Providence) to proceed.

ATTACHMENT(S)

1. Map 1: Four Remaining Area Structure Plans to be Completed
2. Timeline for Four Remaining Area Structure Plans
3. Growth Management Evaluation of Four ASP Areas