

# Background and Planning Evaluation

## 1.0 Background

In 2020 July, Rocky View County Council approved a Terms of Reference for an applicant-led Area Structure Plan (ASP) for approximately 886 hectares (2,190 acres) of land within Rocky View County (the County). The County was notified in September 2021 of a request by the City of Calgary to proceed with plans to initiate annexation for lands in southeastern Rocky View County, including the former Shepard Industrial Area.

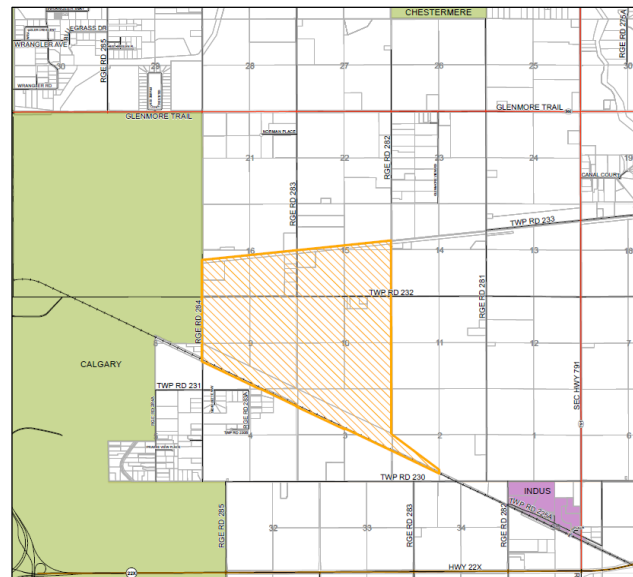
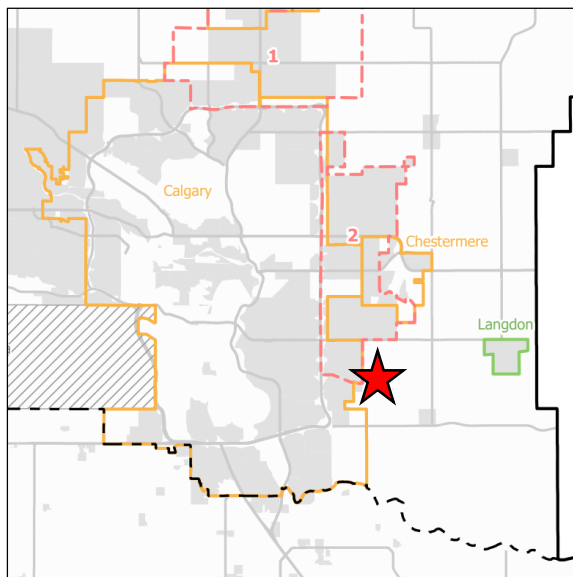
In 2021 Fall, the County and The City agreed to apply a collaborative framework, pausing the annexation process. In 2023 January, both parties announced their intent to work on a comprehensive new industrial corridor within the County. As a result, work on the Prairie Gateway ASP began with the intent to develop a new industrial corridor that builds upon the opportunity provided by the merger of Canadian Pacific and Kansas City Southern railways. The merger of the two rail operators in 2023 April created a transnational railway connecting Canada, the U.S.A, and Mexico, thereby strengthening the Canada-Mexico Trade Corridor.

Through the collaborative planning process the Prairie Gateway ASP lands are intended to remain within Rocky View County jurisdiction.

## 2.0 Site Context

The Prairie Gateway ASP encompasses approximately 886 hectares (2,190 acres) of land immediately east of Range Road 284; north of the Canadian Pacific Kansas City (CPKC) mainline; south of the abandoned rail right-of-way and active utility corridor, approximately 1.5 kilometres north of Township Road 232; west of Range Road 282; and includes a triangular parcel of land bordering the CPKC Mainline to the southeast.

### Location Maps



### 3.0 Planning Evaluation

The Prairie Gateway ASP is the result of a collaborative effort between Rocky View County and the City of Calgary to support greater opportunities for regional economic growth, shared servicing infrastructure, and intermunicipal cooperation. The Prairie Gateway ASP incorporates the strategic objectives of each municipality’s Municipal Development Plan (MDP) and will guide the development of the lands by outlining policies for new development and infrastructure improvements. In addition, the Prairie Gateway ASP sets out a shared vision and understanding between the municipalities to facilitate the development of a world-class logistics park.

Amendments to Rocky View County/City of Calgary Intermunicipal Development Plan (IDP) as well as to The City’s MDP are required to support the success of the Prairie Gateway ASP.

#### Prairie Gateway ASP Land Use Strategy

Figure 1: Land Use Strategy



#### Rail Served Policy Area

The Rail Served Policy Area applies to all lands south of Township Road 232 and north of the CPKC mainline. The focus of the Rail Served Policy Area is the development of a rail served industrial park, which includes CPKC’s Mainline and adjacent lands. To ensure compatibility between uses and flexibility in site design, applicable policies emphasize the importance of heavy and large-scale industrial uses that would benefit from direct access to rail infrastructure and provide for variability in track layout and parcel size.

The policies of the Prairie Gateway ASP recognize the overriding design consideration for the Rail Served Policy Area as it pertains to track geometry, which has minimal ability to adjust for terrain and natural features. Overall, track geometry will maximize opportunities for rail served development by using efficient lead lines and the least amount of spur lines to service the greatest number of businesses.

The Rail Served Policy Area includes a parcel currently owned by CPKC, identified in Figure 1: Land Use Strategy as Railway Land. The intent of these lands is to include a future transload facility and supplemental rail infrastructure to facilitate rail served development, which, once developed, will fall under federal jurisdiction.

### Land Use

The lands are intended to be primarily industrial with supporting commercial development. The land use strategy creates a flexible framework that includes the characteristics of a typical industrial park, but with a focus on rail-served industrial development. Rail-served development is defined as industrial development that contains rail infrastructure, such as a spur line, within the parcel and directly utilizes the rail infrastructure.

Rail-served development provides for significant efficiencies in getting goods to market cheaper, faster, and more reliably. To promote and protect opportunities for rail-served development, the Prairie Gateway ASP designates the lands south of Township Road 232 and north of the CPKC mainline as a special Rail-Served Policy Area. As the lands within the Prairie Gateway ASP act as a gateway between The City and the County, Township Road 232 has been designated as a corridor that promotes development that supports the larger industrial park (such as commercial uses) and creates opportunities for placemaking. Utilizing Township Road 232 as a boundary, policy direction for lands to the north and south identifies how specific uses will interact with one another on a site-by-site basis.

While commercial uses may be located throughout the plan area, commercial uses must be compatible with the adjacent industrial uses and not impact rail served development opportunities. Given the potential land use conflicts associated with large-scale rail served development and rail related industrial development; commercial uses are not intended to attract a customer base from beyond the Prairie Gateway ASP area. Large-scale commercial uses (1,800 square metres or larger) such as car dealerships, grocery stores, hotels, and large format retail typically cater to a regional customer base and attract traffic from surrounding residential areas. To reduce the potential conflicts between this commercial traffic, rail-served development, and associated truck and rail traffic; large-scale commercial uses are restricted within the plan area.

### Power Generation

Rail-served development within the Prairie Gateway ASP is anticipated to require a significant amount of power. As such, policies have been included to encourage the creation of a district energy system and for developments to evaluate the potential for rooftop solar for microgeneration.

In addition to the potential for district energy and onsite generation, directly to the east of the plan area is an approved solar farm that encompasses approximately 326.93 hectares (807.88 acres) of land within the County. Development Permit (PRDP20214577) was approved by the County on February 21, 2023 for the development of a solar farm consisting of approximately 500,400 solar panels with a maximum capacity of 150 megawatts.

## Utilities

Figure 2: Water Servicing

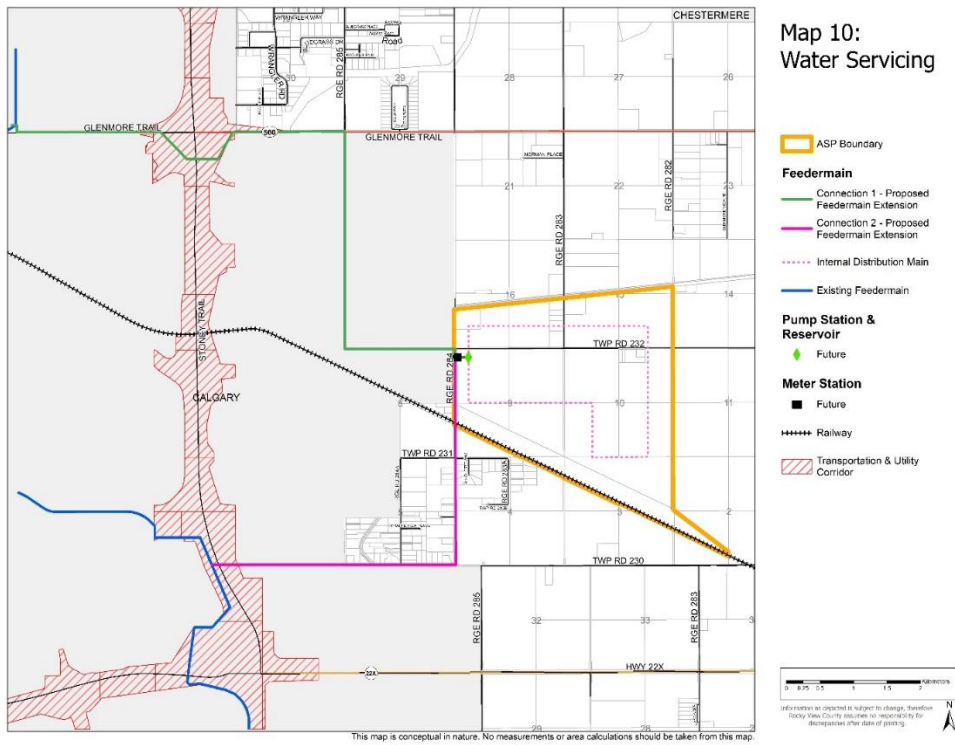
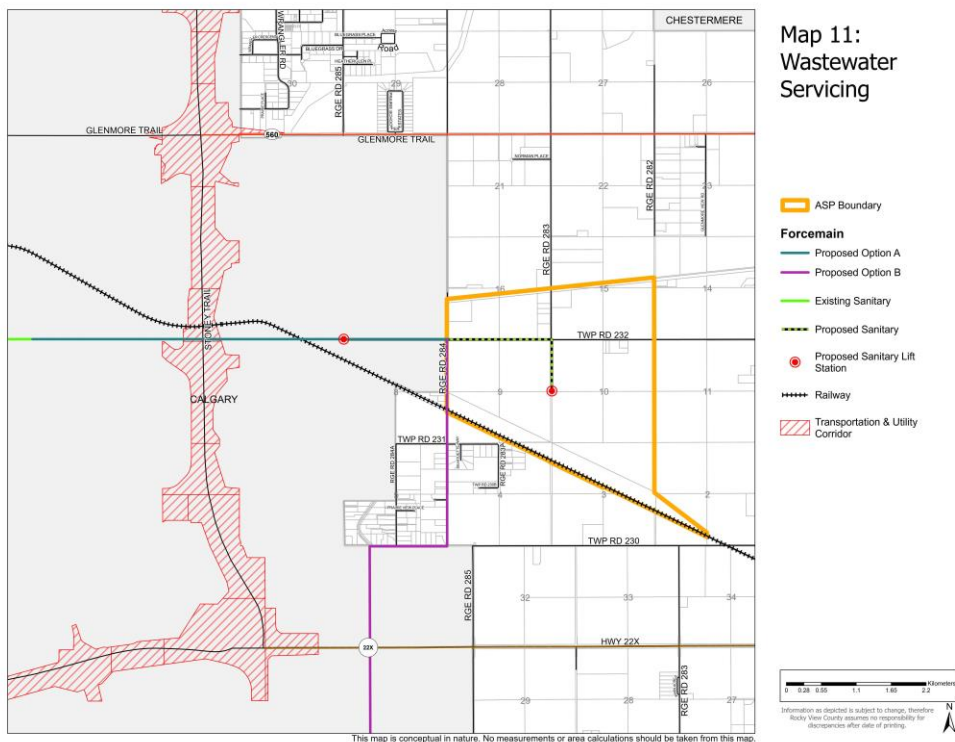


Figure 3: Wastewater Servicing



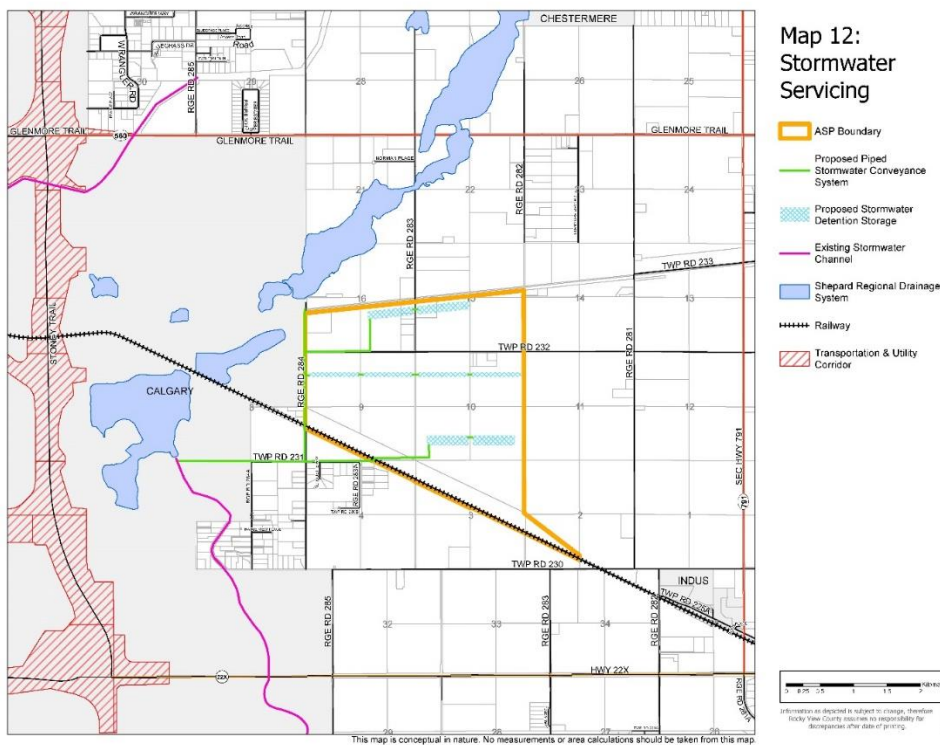
The provision of utility services to the Prairie Gateway ASP Area will be a collaborative effort between The City, the County, and the developer(s). Water and wastewater servicing for the Prairie Gateway ASP Area will be provided by The City, subject to Council approval. The water and wastewater networks are designed to serve anticipated development needs, ensuring that demand is met at full build-out.

The City's water system falls within the Ogden water pressure zone and will be looped to maintain flows and provide system redundancy. If necessary, a supplemental water distribution system providing non-potable water or water for a high-demand user beyond the regional water network's capacity may be permitted. Details of this in consideration of actual development proposals in the future will be evaluated at the development permit stage.

Sanitary flows will be conveyed through a combination of sewer gravity mains and pressurized force mains to a central lift station. The centralized lift station will convey the wastewater flow to the existing City of Calgary wastewater sewer network.

## Stormwater Management

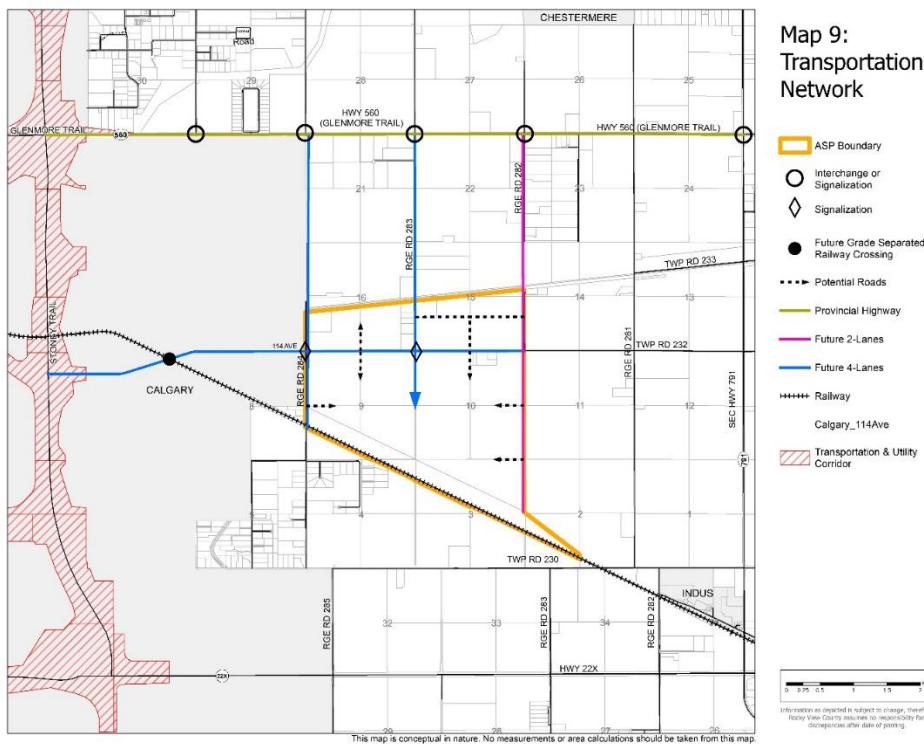
Figure 4: Stormwater Servicing



A Master Drainage Plan was prepared for the Prairie Gateway ASP, which identified three main stormwater catchment areas (north, central, and south) within the Prairie Gateway ASP lands. A stormwater management facility is proposed in each catchment area that will treat and convey runoff to a proposed storm trunk. The trunk will convey flows south following Range Road 284, and then west along Township Road 231 where it will connect to the Shepard Ditch, ultimately discharging to the Bow River. There are no natural streams or rivers within the Prairie Gateway ASP area, but there are water bodies that have potential to be Crown-Claimed.

## Transportation

Figure 5: Transportation Network



The area is well-connected to the regional transportation network and is an ideal location for a rail served development for the following reasons.

The East Freeway portion of Stoney Trail (Provincial Highway 201) is four kilometres west of the subject lands and can facilitate trucking and goods movement. Stoney Trail facilitates connections to the Trans-Canada Highway, to the Calgary International Airport via Airport Trail, and to the City’s arterial road network, where the largest-scale industrial and commercial uses are located.

The East Freeway portion of Stoney Trail spans from the northeast corner of the ring road on the north end to Highway 22X at the south end. The Province plans to extend the East Freeway beyond its current limit on both the north and south ends, establishing an uninterrupted north-south “bypass” of the City, which is also of the highest order for trucking and goods movement. The East Freeway portion of Stoney Trail and bypass forms part of the CANAMEX corridor, an international shipping corridor connecting Canada, the United States, and Mexico.

### Existing and proposed transportation considerations

Full movement interchanges with Stoney Trail have already been constructed at both Glenmore Trail and 114 Avenue SE (Township Road 232).

The Prairie Gateway ASP lands currently connect to Glenmore Trail/Highway 560 via Range Road 283, with additional connections planned via Range Road 284 (116 Street SE) and Range

Road 282. Range Road 283 will be upgraded to four lanes to enhance the connection of the Prairie Gateway ASP lands to Glenmore Trail/Highway 560.

The 114 Avenue SE corridor provides the shortest route to the East Freeway. To complete the connection of the Prairie Gateway ASP lands to the East Freeway via 114 Avenue SE, a grade-separated crossing of the CPKC mainline between 84 Street SE and 100 Street SE is required. This crossing was previously planned and is being explored for advancement concurrent with the commencement of development in the Rail Served Policy Area.

Within the City, 114 Avenue SE will shift approximately 350 metres south of Township Road 232 to complete the connection with Stoney Trail. This shift in alignment offsets the trucking and goods movement corridor to the south of the existing residences in the Shepard hamlet area, creating a buffer for the homes.

### *Transit*

Opportunities to connect transit service to the Prairie Gateway ASP lands have been identified as a consideration in the area planning. The 114 Avenue SE corridor is the most logical corridor to connect the area to transit. MAX Teal service currently terminates at Douglas Glen but is planned to extend eastward to 68 Street SE along the 114 Avenue SE corridor. The western boundary of the Prairie Gateway ASP lands is approximately five kilometres east of 68 Street SE, making an extension of service along the 114 Avenue SE corridor both straightforward and practical. The Prairie Gateway ASP lands are within a direct five kilometre route of planned MAX service and a direct 10 kilometre route of planned Green Line LRT (Douglas Glen Station). The potential for local transit routing is also present and would likely include routing along 114 Avenue SE, Range Road 284 (116 Street SE) and 130 Avenue SE. The establishment of this type of service may depend on the development of South Shepard ASP to the south and west of Gateway.

### *Active Transportation:*

Active transportation facilities are planned for the public roadways within and connecting to the Prairie Gateway ASP lands. For Range Road 283 and Township Road 232, the intent is to construct three metre-multi-use pathways consistent with current City standards for these types of roadways. Concrete sidewalks will be constructed on the lower classification industrial streets in the area (shown as "Potential Roads" on Map 9 of the draft Prairie Gateway ASP). The rationale for including flexibility regarding the location of local roads in the Prairie Gateway ASP is to ensure the best ability to adapt the local plans (Rocky View Conceptual Scheme) for rail-served uses in the area; the flexibility does not allow for exploration of removing or reducing the quality of active transportation facilities in the area.

The overall buildout of the mobility network in the area will be staged in a logical manner as development proceeds, with Township Road 232, the 114 Avenue SE rail crossing, and improvements to Range Road 283 being the most critical pieces of infrastructure to ensure the early success of the Rail Served Policy Area and the subject lands as a whole.

## **Rocky View County/City of Calgary Intermunicipal Development Plan Amendment**

The proposed amendments to the Intermunicipal Development Plan (IDP) are intended to recognize opportunities to collaborate with Rocky View County. These amendments are designed to foster economic development opportunities, facilitate joint land use, enable planning across the

municipal boundary and align with the strategic objectives of the Prairie Economic Gateway project.

- 1) Revise the goal and add a new objective to Section 3.0 Joint Studies to enable a collaborative approach planning across the municipal boundary to support the Prairie Economic Gateway project. The amendments will also help support The City and Rocky View County if they work on other collaborative planning projects in the future.
- 2) Introduce new policies, 3.2 Collaborative Planning Policies. As a result, collaborative planning projects may be initiated through a mutually agreed Terms of Reference and implemented based on a shared investment, shared services, and shared benefit framework for collaborative planning projects.
- 3) Revise policies and add a new policy under Section 4.0 Key Focus Areas to include collaborative planning and promote the use of a shared investment, shared services, and shared benefit framework in collaborative planning projects.
- 4) Introduce a new focus area, 4.8 Southeast Railway Corridor and relevant policies to achieve a coordinated approach to regional development of the southeast railway corridor, requiring formal agreements to ensure shared investments, services, and benefits, and may extend to future projects in the northern area upon mutual agreement between The City and Rocky View County.
- 5) A revised IPD Map 2, revised IDP Map 4 and a new definition for Collaborative Planning Project reflect the above amendments.

## Municipal Development Plan Amendment

To support the success of the Prairie Gateway ASP, three amendments to the MDP are included.

- 1) Introduce new content to Section 5.2.2 to promote opportunities for joint planning with regional neighbours.

The current MDP policy does not consider the protection and management of Calgary's long-term growth requirements through joint planning exercises with neighbouring municipalities. The proposed change will support ongoing and future intermunicipal planning projects, including the commencement of work on Joint Planning Areas 1 and 2.

- 2) Revise Map 5 Jurisdictional Areas (Volume 1) to remove the Prairie Gateway ASP Area from the *Identified City of Calgary Long-Term Growth Areas*.

Most of the Prairie Gateway ASP Area is located within a portion of the City's identified Long-Term Growth Area intended to accommodate future growth needs for industrial development. The current IDP policy protects the City's identified Long-Term Growth Areas for future growth needs. However, proposed changes to the IDP will remove the area from the identified Growth Corridor and subject the area to new "Collaborative Planning Project" policies. As such, the proposed change will support the implementation of the Prairie Gateway ASP, which subjects the lands for industrial development, as well as reflect the changes included as part of the proposed amendment to the IDP.

- 3) Revise Map 5 Primary Goods Movement Corridor of the Calgary Transportation Plan to extend the *Supporting Goods Movement Corridor* eastward along 114th Ave SE to the border with Rocky View County.



Given the anticipated scale of industrial development within the Prairie Gateway ASP Area, Township Road 232 is expected to act as the main goods movement corridor within the County, which connects to 114<sup>th</sup> Avenue SE. The impacted portion of 114<sup>th</sup> Avenue SE is already identified as a Truck Route from 24 St SE to City Limits in Truck Route Bylaw 60M90. It is further identified as an unrestricted truck zone and a designated truck route in the Shepard Industrial ASP and South Shepard ASP, respectively. As such, the proposed change would reflect existing conditions imposed by Bylaw 60M90 and existing ASPs within the City.

## 4.0 Legislation and Policy

### South Saskatchewan Regional Plan (2014)

The recommendations in this report consider and align with the policy direction of the [South Saskatchewan Regional Plan](#), which emphasizes coordination between jurisdictions, sustainable development, supporting the growth of the regional economy, and expanding Alberta's presence and role in the global marketplace.

### Growth Plan (2022)

The Prairie Gateway ASP and recommendations in this report align with the policy direction of the Calgary Metropolitan Region Board's [Growth Plan](#) (GP). The Prairie Gateway ASP builds upon the principles of the GP by promoting efficient land use and regional infrastructure, collaborating and coordinating on the planning and development of statutory plans, and leveraging and integrating provincial and federal infrastructure for economic development.

It should be noted that the Prairie Gateway ASP area is not located within a Preferred Growth Area as defined by the GP. However, in accordance with Section 3.1.3.4 of the GP:

*Employment Areas may be considered outside of Preferred Growth Areas in circumstances where:*

- (a) the applicant municipality provides rationale as to why the Employment Area cannot be located within a Preferred Growth Area;*
- (b) the location can provide a transportation network suitable for the scale of the proposed development;*
- (c) the development is compact and makes efficient use of land, infrastructure and services;*
- (d) the applicant municipality has demonstrated collaboration with all municipalities within two kilometres, including consideration of cost and benefit sharing between these adjacent municipalities; and*
- (e) the development has existing or planned services of water, wastewater and/or Stormwater servicing with a preference for the potential for full municipal servicing.*

As noted, the Prairie Gateway ASP has been jointly planned between The City and the County to respond to the merger of Canadian Pacific and Kansas City Southern and the resulting opportunity for a new rail facility in the Calgary Region. As such, the lands are unable to be located within a Preferred Growth Area due to the location and geometry of the CPKC Mainline, which is the driver of rail served development.

Through the implementation of the Prairie Gateway ASP, in addition to maximizing the existing rail infrastructure, other upgrades to existing infrastructure are needed to support the anticipated

scale of development. These include road and intersection improvements, the expansion of water and sanitary infrastructure, and new stormwater management measures.

Development within the Prairie Gateway ASP area will be subject to policies requiring urban site and area design standards to ensure the development is compact and makes efficient use of land, infrastructure, and services. This includes measures such as urban road typologies with sidewalks, curbs, and gutters, as well as transit ready infrastructure to ensure that the transportation network is suitable for the scale of development. Given the variation in anticipated building size and rail requirements, land utilization is expected to be the same or similar to an urban industrial area within identified Preferred Growth Areas. Future subdivisions will be jointly considered by Rocky View County and The City of Calgary to ensure that the collaboration continues into the future.

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

The Rocky View County / City of Calgary Intermunicipal Development Plan supports collaboration between the two municipalities. The proposed amendments to the Intermunicipal Development Plan build on these principles and clarify the approach to the lands.

### **Municipal Development Plan (2009)**

The Prairie Gateway ASP is not located within The City's jurisdiction, but it builds upon its strategic growth objectives and policies encompassing economic growth, sustainable development, the natural environment, stormwater management, and the efficient use of infrastructure. The amendments to the MDP support the success of the Prairie Gateway ASP.