

Planning & Development Report to  
Regular Meeting of Council  
2019 February 04

ISC: UNRESTRICTED  
C2019-0066

## Report on Intermunicipal Interface Policy Plan at Range Road 284 – Municipal Boundary between The City of Calgary and The City of Chestermere (POL2017-0012).

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### EXECUTIVE SUMMARY

The purpose of this report is to confirm with Council the vision, timeline, and implementation strategies for the Intermunicipal Interface Policy project, as outlined in this report and as approved by the Calgary-Chestermere Intermunicipal Committee. As per the Committee's direction, the policy project is being jointly developed by The City of Calgary (Calgary) and The City of Chestermere (Chestermere).

The proposed work will bring forward statutory policy to provide a shared vision and development direction for the lands along and around Range Road 284 (RR284) which, after annexation occurred in 2009, became a common boundary between Calgary and Chestermere.

### ADMINISTRATION RECOMMENDATION:

That the Intergovernmental Affairs Committee recommends that Council:

1. **AFFIRM** the vision for the Intermunicipal Interface Policy project as outlined in Attachment 4 and the implementation strategies for the Intermunicipal Interface Policy project as outlined in Attachment 5 and as previously approved by the Calgary-Chestermere Intermunicipal Committee; and
2. **DIRECT** Administration to complete the Intermunicipal Interface Policy project, in cooperation with the City of Chestermere, and report back to Council through the Intergovernmental Affairs Committee by Q4 2019.

### PREVIOUS COUNCIL DIRECTION

At the 2015 January 12 Combined Meeting, Council approved the *Planning Referral and Dispute Resolution Agreement* (IGA2014-0797) between Chestermere and Calgary. New provisions for enhanced communications, collaborative planning, and dispute resolution were added to better support the intermunicipal working relationship. The revised agreement specifically addressed the intermunicipal interface by identifying an Interface Area within the Circulation Agreement Area. The revised agreement was intended to enhance collaboration between both municipalities and accommodate a cooperative planning process.

At the 2018 December 20 Intergovernmental Affairs Committee (IGA) meeting, Councillor Carra's Verbal Report (VR2018-0121) regarding the Intermunicipal Interface Policy project was adopted and the following direction was provided:

That the Intergovernmental Affairs Committee recommend that Council:

1. Direct Administration, (Planning and Development) to send a report on the Intermunicipal Interface Project to the 2019 February 04 Combined Meeting of Council recommending that Council approve the three directions coming from the 2018 December 07 Calgary-Chestermere Intermunicipal Committee: to affirm the vision, confirm the timeline, and accept the implementation strategies; and

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2. Direct Administration (Transportation), to begin discussions with Chestermere Administration to explore the possibility of transit service between Calgary and Chestermere and report back to IGA with an update on discussions in Q4 2019.

This report responds only to the IGA Direction #1 above relating to the Intermunicipal Interface Policy project. A separate report led by Transportation in response to IGA Direction #2 above regarding discussions on the intermunicipal transit service will be forthcoming by Q4 2019.

### **BACKGROUND**

The Intermunicipal Interface Policy project is a joint policy project undertaken by Calgary and Chestermere following the Calgary-Chestermere Intermunicipal Committee (IMC) direction. Both Administrations have been working collaboratively since 2015 on developing planning principles for their common boundary, referred to as The Interface Area. As shown in Attachment 1, lands to the west of RR284 are generally within Calgary's jurisdiction, with some lands near the intersection of RR284 with Trans-Canada Highway (HW1), and Peigan Trail located within Rocky View County's jurisdiction. Lands to the east are within Chestermere's jurisdiction.

The areas within Calgary's jurisdiction are generally contained in the Belvedere Area Structure Plan (ASP) boundary and are intended as residential areas. Quarter sections south of the Belvedere ASP have no local area plan. Lands north of the Belvedere ASP are within Rocky View County's jurisdiction and are identified within the Conrich ASP as business and industrial areas. In Chestermere, the impacted lands are within the Waterbridge Master ASP and are generally identified as residential areas.

### **Site Context**

The plan boundary includes 1,036 hectares (2,560 acres or 16 quarter sections) of land located along and around RR284 which, after the 2009 annexation, became a common boundary between Calgary and Chestermere. The policy area lies between HW1 to the north, Peigan Trail to the south, and a half section east and west of RR284. The intersection of RR284 and HW1 is planned as a full interchange and the alignment of the future Peigan Trail will create a major intersection with RR284.

Currently, the majority of the lands are for agricultural use and include natural features such as large and small wetlands, natural drainage waterways and treed areas. There is a small country residential development in the north part of the policy area located within Calgary's jurisdiction.

### **Calgary-Chestermere Intermunicipal Committee (IMC) Direction History**

The IMC is a Committee which includes two elected officials appointed from each municipality and provides the opportunity for discussion, issue resolution, and greater intermunicipal

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cooperation. As outlined below, the IMC direction to Calgary and Chestermere Administrations to jointly work on the Intermunicipal Interface Policy project has evolved overtime.

In 2014, Chestermere approved the Waterbridge Master ASP for areas to the east of RR284, and progressed work on two other ASPs along RR284. The IMC expressed concerns that the existing *City of Calgary Surface Transportation Noise Policy* would trigger sound attenuation walls along RR284, which could create an unengaging tunnel-like effect along the first urban-to-urban interface in the region. The Committee directed both Administrations to undertake interface planning with the goal of improving the interface area.

In 2015, a Memorandum of Understanding (MOU) which is included in Attachment 2, was jointly drafted to provide development direction for The Interface Area and a common understanding to inform comments related to intermunicipal circulations. In 2016, there was concern that the non-statutory status of the MOU would create enforcement challenges. As a result, the IMC further directed both Administrations to explore ways to create statutory policy specific to the area, based on the MOU.

In 2017, following Administrations' recommendation to create a statutory policy along RR284, letters of commitment were exchanged, confirming each municipality's promise to jointly advance the Intermunicipal Interface Policy project. The project was included in the City of Calgary Community Planning's 2017 work plan. The Project Charter (charter) was completed, signed by both municipalities and the project's Technical Advisory Committee (TAC) was created to include representatives from both municipalities. The charter confirms the vision outlined in the MOU stating that "both municipalities desire to create an attractive, high quality, comfortable and functional interface along the street. The goals of the Interface Area are to create a place where people want to be, make connections that link pedestrians and cyclists, allow for transitions between municipalities, and support each municipality's unique identity."

To date, a significant amount of work has been completed. However, the policy project has experienced resource challenges and delays and has been further impacted by Chestermere having a new Council. This situation triggered the need to confirm through IMC that both municipalities are still committed to the project and that the vision, the project timeline and the implementation strategies are still supported.

During the 2018 December 7 meeting, the IMC supported the request and directed both Administrations to request their respective Council's support. As such, each Administration is presenting a report to their respective Councils in 2019 February. Chestermere's Administration will report to their Council at the 2019 February 5 meeting.

On 2018 December 20, Calgary Administration attended the Intergovernmental Affairs (IGA) meeting at which Councillor Carra's verbal report was adopted and the Committee provided direction for Administration to send a report to Council on the Intermunicipal Interface Policy as detailed earlier in this document.

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### ***Outline Plans and Land Use Amendment applications along RR284***

In 2017 and 2018, a number of outline plans with respective land use amendment applications along RR284 were approved by Chestermere, and the location of these outline plans are shown in Attachment 3. The approved outline plans cover approximately 75 percent of the Interface Area within Chestermere's jurisdiction, and 37.5 percent of the total policy area. In order to conform to the proposed Intermunicipal Interface Policy vision, amendments to those outline plans would be required to avoid having parcels backing or siding onto the interface, and to remove service roads proposed between the residential uses and the interface. Chestermere confirmed at the IMC meeting on 2018 December 07 that the approved outline plans are generally flexible and that there is room for negotiating and implementing changes.

In 2018, Calgary received the Open Gate TwinHills Cyber City outline plan and land use application. The application which is still under review, proposes to redesignate lands along RR284 as Industrial Business (I-B) District to host a server-farm which will house computer servers in warehouse-type buildings. The Intermunicipal Interface Policy project team has expressed concerns as the proposal does not meet the proposed vision for the area nor align with current policy (Belvedere ASP). Discussions with the landowner and applicant are taking place with the intent of receiving amended plans that better align with the proposed vision for the area.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The Intermunicipal Interface Policy is intended to provide long range planning direction for the Interface Area between Calgary and Chestermere to create an attractive, high quality, and safe and functional street for all users.

#### ***Planning Considerations***

The Intermunicipal Interface Policy project offers the opportunity to further the vision and provide direction to transform a boundary road with vacant land on both sides into an active, and unique street that celebrates the two municipalities. The sub-sections below include details on the Intermunicipal Interface Policy project vision, implementation strategies and timelines.

##### *The Vision*

The vision includes principles that will shape the future policy and identifies distinct areas along RR284. Each of these areas will have unique characteristics and host a variety of land uses, densities and amenities. Details on the vision for the area are included in Attachment 4.

##### *Implementation Strategies*

The final policy will become a statutory plan and guide development for the area upon approval by both Councils. Administrations have been using the MOU in discussions with developers and will use the Council-affirmed vision to guide development for the area.

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As detailed in Attachment 5, a number of approved or proposed outline plans for the area require amendments to align with the vision. Administration, in cooperation with Chestermere, will work with local developers to implement the changes needed for all approved and recently submitted outline plans within the policy area to align with the vision for the common boundary along and around RR284.

### *Project timeline*

The project team has completed important tasks and reached important project milestones. A few tasks however are pending and are subject to Council's decision on the recommendations outlined in this report. Both Administrations are confident that all remaining tasks can be completed in order to report back through IGA by Q3 2019, and subsequently to Council by Q4 2019.

### ***Transportation Network***

Trans-Canada Highway (HW1), located at the north end of the policy area, is classified as a level 1 Primary Highway and is within Alberta Transportation jurisdiction. The intersection of HW1 and RR284, referred to as 116 Street SE in the Calgary Transportation Plan (CTP), is planned as a full interchange. Peigan Trail located at the south end is classified as an arterial roadway, and is within Calgary's jurisdiction west of 100 Street SE and Rocky View County's jurisdiction east of 100 Street SE.

There are three major east-west connector roadways that support regional and local needs: Memorial Drive, 17 Avenue SE and Peigan Trail. In the CTP, 17 Avenue SE is classified as a future parkway and is considered part of the Primary Transit Network. It is planned as a livable street that will support vibrant, walkable and transit-oriented communities in the area and the character is expected to continue within Chestermere jurisdiction. Memorial Drive, which connects east Calgary with City Centre is planned to extend east of Stoney via a flyover. There is a full interchange at Stoney Trail and Peigan Trail, the latter is a two-lane rural roadway east of Stoney Trail and ends by the city limits. The extension and upgrade of these two major arterial roads is crucial to the future transportation network of the area.

The major north-south connectors by the policy area are 100 Street SE (Calgary), RR284 (interface) and Rainbow Road (Chestermere). The CTP classifies 100 Street SE and RR284 as future arterial roadways.

Together, these east-west and north-south networks will support the transportation needs of the area.

### *Public Transit*

The MAX Purple, which is a Bus Rapid Transit (BRT) service, serves Calgary communities along 17 Avenue SE up to the East Hills commercial development located east of Stoney Trail. The 17 Avenue SE road-right-of-way accounts for a dedicated transit lane in support of a future

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transition from BRT laneway to Light Rail Train (LRT) service. During the 2018 December 07 meeting, the IMC also directed Administrations to explore options for extending the MAX Purple service to Chestermere. This direction is out of scope of the policy work and will be addressed through a separate report.

### *Active Modes*

The 17 Avenue SE road right-of-way accounts for different modes of transportation including pedestrian, bikes, transit and vehicles. To support a multi-modal street and meet the local and regional needs, the policy team has done preliminary work and identified the potential road right-of-way for RR284 as 40 metres. Twenty metres of road right-of-way exist within Chestermere, and the additional 20 metres is expected to be provided within the Calgary boundary.

### *Required studies*

Preliminary discussion has identified the need to complete an east regional transportation study to understand the impacts and requirements for the area. The study will be jointly undertaken by both Administrations in support of the policy project. To understand the requirements and impact for the extension of Memorial Drive in the broader context, a functional planning study is also necessary, however is outside of the scope of this policy project.

## **Stakeholder Engagement, Research and Communication**

The details of the MOU and proposed vision for the area were communicated to affected landowners and developers by each Administration, as part of development enquiries and/or outline plan and land use processes. Discussions with stakeholders, including land owners and developers for the area, Rocky View County as well as Alberta Transportation will take place once the vision is affirmed by both Councils.

High level project information can be found on both municipalities' websites.

## **Strategic Alignment**

### ***Provincial Policies***

*South Saskatchewan Regional Plan (2014)*

The Intermunicipal Interface Policy area is within the "City, Town" area as identified by the *South Saskatchewan Regional Plan*. The Intermunicipal Interface Policy vision is generally consistent with the *South Saskatchewan Regional Plan* as it supports making more efficient use of land than would otherwise occur.

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*Interim Growth Plan (2018)*

The *Interim Growth Plan* (IGP) guides the planning and decision-making process to support the long term economic prosperity and quality of life for all citizens of the Calgary Metropolitan Region. Any statutory plan amendments resulting from the Intermunicipal Interface Policy project will conform to the Calgary Metropolitan Region IGP and the processes set out in the Interim Regional Evaluation Framework. The Intermunicipal Interface Policy Project supports alignment to region-wide policies in IGP to demonstrate collaboration to coordinate land-use and infrastructure planning.

***Intermunicipal Policies***

*The Planning Referral and Dispute Resolution Agreement between Chestermere and Calgary (2014)*

Both Councils approved this joint agreement to support the mutual referral of planning applications, policy plans, and studies to share information on our respective planning and development activities based on a prescribed circulation area. The agreement includes provisions for a dispute resolution protocol, enhanced communications and identifies an Interface Area where greater collaboration is desired and broader input is encouraged in the formation of concept plans. The Intermunicipal Policy area aligns with the Interface Area identified in the agreement.

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

The Intermunicipal Interface project contains areas to the west of RR284 which are within the *Rocky View County/City of Calgary Intermunicipal Development Plan* (IDP). The IDP requires mutual circulation of applications and coordination on Intermunicipal issues, as such Rocky View County will be contacted once the vision has been confirmed.

***City of Calgary Policies***

*Municipal Development Plan (MDP) (2009)*

The Intermunicipal Interface Policy area is generally located in the 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. The vision for the Intermunicipal Interface Policy is consistent with the policies in the MDP.

*East Regional Context Study (2009)*

The area to the west of RR284 within the City of Calgary boundaries and within the Intermunicipal Interface Policy area is located within the “Residential” area, the predominant

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land use in these areas shall be residential. The 17 Avenue SE area is located within a “Mixed Use” area. Anticipated development in these areas includes residential. The Intermunicipal Interface Policy vision is generally consistent with the *East Regional Context Study*.

### *Belvedere Area Structure Plan (2013)*

The three quarter sections extending north from 17 Avenue SE and one quarter section extending south from 17 Avenue SE within the Intermunicipal Interface Policy area are within a “Neighbourhood Area” as per the Belvedere 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.

### **City of Chestermere Policies**

#### *Municipal Development Plan (2016)*

The area to the east of RR284 is located within a “Residential Neighbourhood” area. The intersection of RR284 and the Chestermere Boulevard (17 Avenue SE) is within a “Mixed-Use Commercial: Corridor” area and “Mixed-Use Commercial: Centre” area.

#### *Gateway Area Structure Plan (2016)*

The two quarter sections to the north and two quarter sections to the south of Chestermere Boulevard are within a “Low Density Residential Area”. Higher intensity residential areas extend east along certain roads from RR284, and a “Mixed Use (Commercial/Residential)” area is located two quarter sections to the north of Chestermere Boulevard.

#### *Waterford Area Structure Plan (2016)*

Portions to the south of Chestermere Boulevard are within a “Low Density Residential” area and “Medium Density Residential” area. Further southern portions are within “High Density Residential” area and a “Village Centre” area.

#### *Waterbridge Master Area Structure Plan (2014)*

The area to the east of RR284 is within a “Residential Area”. Chestermere Boulevard area is within a “Mixed Use Corridor” area and “Town Centre” area.

### **Rocky View County Policies**

#### *Conrich Area Structure Plan (2015)*

The northwest quarter section of the Intermunicipal Interface Policy area is located within a “Highway Business/Industrial” area.

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### *Janet Area Structure Plan (2014)*

The southwest quarter section of the Intermunicipal Interface Policy area is located within a “Special policy” area, and an “Industrial” area.

### *County Plan (2013)*

The northwest and southwest quarter section of the Intermunicipal Interface Policy area are located within the *County Plan* area and are within “Highway Business Area” and a “Regional Business Centre” areas respectively.

### **Social, Environmental, Economic (External)**

The Intermunicipal Interface Policy vision will be the foundation for the policy document. The final plan, when approved by both Councils, will guide development in Calgary and Chestermere along RR284 towards creating a high-quality interface area.

#### ***Social***

The proposed vision provides opportunities for a wide range of housing types along the interface area as well as enhances the east/west connections between both municipalities to foster cross-municipality social integration and connectivity.

#### ***Environmental***

The vision focuses on protecting natural features such as wetlands and treed areas, where possible, and allowing for an efficient use of land and resources. Opportunities for renewable energy options as well as other technologies to promote sustainable development will be explored as part of the plan development, where appropriate.

#### ***Economic***

The vision seeks to enable the creation of economic nodes strategically located in important intersections, where mixed-use development could support a live/work/play lifestyle.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

Policy work is currently sufficiently funded, through to 2019 Q3, in our current operating budget. Future budget considerations (ie: potential infrastructure implications) will be determined at a later date.

#### ***Current and Future Capital Budget:***

There are no known impacts to the current and future capital budgets. Impact to current and future capital budgets will be assessed as part of the policy development.

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### Risk Assessment

Support from both the Chestermere and Calgary Council is required for the Intermunicipal Interface Policy project to be advanced and completed. Without this policy to guide development along RR284, there is a risk that the area will not develop into an engaging environment, and that the opportunity to create a unique and attractive urban-to-urban interface between the two municipalities will be missed.

Without the support from both Councils and resulting statutory policy, approved and under review outline plans will go ahead as planned. This may result in rear and side yard fences, high security fences, service roads, and other undesirable elements fronting onto the Interface Area. Furthermore, the opportunity to create strategically located nodes along the interface will be lost.

The Calgary Metropolitan Regional Board (CMRB), through the Interim Growth Plan and the Interim Regional Evaluation Framework, is undertaking regional transportation and utility studies to inform the future 2021 Growth Plan and Servicing Plan. There are two study areas identified: north and south. The North Regional Transportation Study, which includes the policy area, will be completed by Q1 2019. The South Regional Transportation Study, which also includes the policy area, is underway and is expected to be completed by Q1 2020. The results of the regional studies may identify the need to expand the scope for the Intermunicipal Interface Policy project's transportation study. The project team will assess the situation once the north study results are completed in Q1 2019.

### REASON(S) FOR RECOMMENDATION(S):

Calgary and Chestermere have been working since 2015 on developing joint planning policy for their common boundary along Range Road 284. Both Administrations desire to transition this rural road into an urban street and create an interface area that is attractive, high quality, safe and functional for all users.

A statutory policy document will provide long range planning direction for development along the interface area and will celebrate the unique identity for each municipality.

### ATTACHMENT(S)

1. Attachment 1 – Policy area map
2. Attachment 2 – Memorandum of Understanding
3. Attachment 3 – Approved and proposed outline plans and land uses in the policy area
4. Attachment 4 – Intermunicipal Interface Policy Vision
5. Attachment 5 – Intermunicipal Interface Policy Implementation Strategies