

## **Town of Cochrane Council Report**

<b>Meeting:</b>	Regular Council
<b>Meeting Date:</b>	September 25, 2023
<b>Originated By:</b>	Candace Banack, Senior Planner
<b>Title:</b>	Bylaw 17/2023 ~ Rolling Trails Area Redevelopment Plan
<b>Agenda Item:</b>	5a

### **RECOMMENDED ACTION**

That Council give First Reading to Bylaw 17/2023 and establish a Public Hearing for Tuesday October 24, 2023 at 5:30pm.

### **EXECUTIVE SUMMARY**

This report is for a proposed Area Redevelopment Plan within the communities of Rolling Range Estates and Towers Trail. This Area Redevelopment Plan is intending to facilitate the redevelopment of existing acreages into future commercial and residential development as well as park space. This Area Redevelopment Plan has been named the Rolling Trails Area Redevelopment Plan, and it is coming forward for Council’s consideration of First Reading and setting of the Public Hearing date.

### **BACKGROUND**

In June of 2019, the applicants for the Rolling Trails ARP presented the Community Enhancement Evaluation to Council. In October 2019 the formal application was made to the Town. Since that time, the applicants, developer and Town Administration have been working through the application in preparation to bring it before Council for their consideration.

The Plan Area incorporates the existing Towers Trail and Rolling Range communities. Both areas were developed into acreage style development prior to their annexation into the Town in 2004. Since that time, the lands have retained their Urban Holdings District land use, remaining as 41 acreages ranging in size from 1.8 to 19.9 acres as well as two Public Service Town owned parcels, one Environmental Reserve parcel and one Municipal Reserve parcel.

Under the Urban Holdings District, the minimum lot area is listed as they existed at the time of the adoption of the Land Use Bylaw, meaning that rezonings or subdivisions were not permitted until an Area Structure Plan was adopted for the lands and that a Neighbourhood Plan may also be required prior to changes to the properties. A Developer group has assembled some land holdings within the Plan area and began the drafting of the ARP. An ARP is considered to be at the same statutory level as an ASP, however it is intended for areas proposed to redevelop as opposed to greenfield sites. Section 634 of the Municipal Government Act describes the purpose of Area Redevelopment Plans:

- 634(1) A council may
  - (a) designate an area of the municipality as a redevelopment area for the purpose of any or all of the following:
    - (i) preserving or improving land and buildings in the area;
    - (ii) rehabilitating buildings in the area;
    - (iii) removing buildings from the area;
    - (iv) constructing or replacing buildings in the area;

- (v) establishing, improving or relocating roads, public utilities or other services in the area;
- (vi) facilitating any other development in the area,

The main components of the draft Plan are as follows:

### **Neighbourhood Areas**

The Plan identifies four future Neighbourhood Areas, each which would require a Neighbourhood Plan prior to proceeding to the next stages of development. These Neighbourhood Areas are based on geographical location as well as land ownership and phasing abilities based on servicing connections.

Neighbourhood Area 1 is centrally located on the north side of the existing Rolling Range Drive. It includes two approximately 20 acre acreage parcels, one Town owned Municipal Reserve parcel and the existing Altalink substation site. It is proposed that this area would be developed as commercial mixed use adjacent to Highway 22 with a flex area that could be developed as additional mixed use commercial or residential depending on market demands at the time of development as well as the development and programming of the existing 16 acre MR parcel.

Neighbourhood Area 2 is within the southwest corner of the Plan area, south the Rolling Range Drive and west of Rolling Range Estates. This area is being proposed as lower density residential of 8 units per acre or below.

Neighbourhood Area 3 is the southeast corner of the Plan area, adjacent to Highway 22. This area is proposed as a higher density residential area with densities of 8 units per acre or above.

Neighbourhood Area 4 is the northern portion of the Plan area. This area is proposed as a mix of higher and lower density residential and also contains proposed open space due to the slopes on the northern edge of Towers Trail.

The Neighbourhood Areas will combine to achieve the required density of 19.8 units per hectare or 8 units per acre.

### **Transportation & Connectivity**

The ARP relies on the use of the existing access location into the community from Highway 22 and Towers Trail as well as the existing internal roads of the community, all of which will require upgrades to be brought to urban development standards as the development progresses. Additional internal roads will be determined during the future Neighbourhood Plan development.

During the development of the ARP, Alberta Transportation requested that the applicant complete an update to the Highway 22 Functional Study south of the Bow River to support the proposal to continue using an at grade intersection with added traffic lights and turn lane upgrades at the existing intersection location of Highway 22 and Rolling Range Drive to service the ARP area. The study was accepted by Alberta Transportation.

In addition to the Functional Study update, the applicant also completed a Traffic Impact Analysis to identify what transportation upgrades may be required to support the expected traffic that would be generated from the development. In addition, should the ARP be approved, additional details would be determined at the Neighbourhood Plan stage and further TIA work would be done with each subdivision to determine when transportation upgrades are required.

The ARP has also identified pathway connections that will connect into Fireside, provide for future connections to the lands on the east side of Highway 22 and alongside Towers Trail to George Fox Trail. When selecting the alignment for the proposed pathways, the applicants worked with Bike Cochrane to select routes that were more pleasurable than directly alongside Highway 22.

Transit suitability is also addressed in the ARP, with the majority of the detailed route and stop locations being identified in the future Neighbourhood Plans.

### **Parks & Amenities**

The ARP area does include an existing 16 acre, Town owned Municipal Reserve parcel in the west central portion of the plan area, adjacent to Towers Trail. This MR parcel was dedicated as the MR owing at time of the subdivision of Towers Trail in the 1970's. At that time, this area was under the jurisdiction of Rocky View County and they owned this MR parcel until the Town annexed the lands in 2004. To date this parcel has not been developed and the ARP is proposing to collect funds from each parcel as they develop to help fund the development of the park, as typically the developer completes this task as they develop a community. The details of the park amenities will be determined during the Neighbourhood Plan and subdivision process.

In the case of the Rolling Range area, all of the subdivisions that exist were completed while the lands were under the jurisdiction of Rocky View County. During the subdivision of all but six of the acreages in Rolling Range, Rocky View County collected cash in lieu of land for Municipal Reserve. As MR can only be collected one time, during the redevelopment of this area, the Town may only request roughly an additional 5 acres throughout the plan area as MR. In order to ensure open space and connectivity still exist within the plan area, there will be a reliance on pipeline and power transmission line right of ways to provide pathway connections.

### **Wetlands & Natural Areas**

Additional open space will be provided in the form of Environmental Reserve along the sloping lands at the north end of the plan area as well as adjacent to any wetlands identified to be preserved.

To support the ARP, a high level Ecological Inventory was completed that identified 48 wetlands that occur within or intersect with the ARP boundary. Based on initial, high level assessments of these wetlands, it has been identified that two wetlands would qualify as being Aquatic Environmentally Significant Areas which will be retained. One of these wetlands is located within the central portion of the Rolling Range community and the other is just to the southeast of the plan area, primarily within the Highway 22 right of way.

Typically, a Biophysical Impact Assessment accompanies an ASP or ARP application which speaks to wetland classification and health. In the case of the Rolling Trails development, having

43 lots included made the necessary landowner consents to enter all properties to do an in depth BIA was a challenge. Accordingly, it was agreed that the higher level Ecological Inventory would be accepted in this case and that the BIA has been made a requirement of each of the Neighbourhood Plans, so the number of wetlands deemed to be of a value to retain may change as more detailed information is available.

### **Servicing & Phasing**

Water and sanitary connections will be made to existing mains and trunk lines in adjacent lands. A sanitary lift station may be necessary once detailed design work is completed at the Neighbourhood Plan stage.

Stormwater is expected to be managed through two ultimate ponds and the use of interim ponds as needed as phasing progresses.

Phasing is expected to be based on land ownership, desire to develop and the extension of the servicing needed for each phase. It is expected however that pending ARP, Neighbourhood Plan, Land Use and subdivision approval, the first area to develop would likely be the mixed use site at the existing entrance to Rolling Trails off of Highway 22.

### **Policy Direction**

The lands were annexed into the Town of Cochrane in 2004. The current Municipal Development Plan was adopted in 2008. The MDP identifies the Rolling Trails lands as "Area C" and follows:

#### **8.4.11 Area C**

Land Use Concept

(a) The Area C lands, designated as such on Map 1: Area Plans in Effect, shall be a comprehensively designed residential community with commercial and industrial uses in proximity to Highway 22.

Additional related policies in the MDP speaking to the town wide phasing of development include:

#### **8.3.5 Development Phasing**

(a) Development in new development areas shall be phased to minimize carrying costs and to use existing infrastructure efficiently. Development of lands separated from existing built-up areas will only be considered when more efficient growth options are not available and where required infrastructure and community facilities are provided to the satisfaction of the Town.

#### **13.3 Framework for Boundary Expansion**

(a) Rural lands surrounding the Town have an intrinsic value that reinforces Cochrane's character and heritage. Therefore, the preservation of these agricultural and rural lands is considered an important planning goal. The Town will promote more efficient and effective use of lands within its boundaries before expanding them.

As no additional planning work has yet occurred on the lands, the MDP policy direction is the only current policy guidance for these lands. The draft ARP is proposing to design a residential community between existing developed areas with commercial and a potential for light industrial development adjacent to Highway 22. The re-development of Rolling Trails would allow for additional development within the existing Town boundaries, thus delaying the need to annex surrounding agricultural lands. The existing policy in place supports the development of the Rolling Trails area and Administration supports the Plan as drafted.

Next Steps Include:

- First Reading of the ARP Bylaw
- Advertisement and Public Hearing for the ARP Bylaw
- Submission of the ARP for Calgary Regional Metropolitan Board review and acceptance
- Council's consideration of Second and Third Readings of the Bylaw
- Future submission of a Neighbourhood Plan for consideration

## **COMMUNICATION / PUBLIC ENGAGEMENT**

A number of public meetings as well as landowner meetings and discussions have been held over the years in relation to the ARP.

Once the developer began having initial conversations with the acreage owners about their intent to develop an ARP, the acreage owners had many questions. In order to facilitate a better understanding of the development and ARP process from the Town perspective, as well as answer their questions, Administration held a meeting with all landowner in the Rolling Trails area in October 2018.

In addition to the Community Enhancement Evaluation presentation to Council in June of 2019, the applicants set up a Rolling Trails website on which they shared information with the Plan area landowners as well as other interested parties, set up newspaper, Facebook and temporary road sign advertising, held individual and group landowner meetings, emailed updates to landowners, met with the adjacent Fireside landowners and completed two Open Houses about the ARP.

Town Administration also formally circulated the draft ARP to plan area landowners, adjacent landowners and required referral agencies. Several of the referral agencies had questions about the development and landowners responded with varying levels of support for the ARP. Some landowners are in favour of the ARP proceeding, others are interested in seeing what happens and what it may mean for them and their land and other landowners are not in favour of the ARP proceeding and wish to see the acreages remain as they are. A group of concerned landowners also formed the Towers Trail and Rolling Range Resident Owners Association and have provided comments on the ARP.

While there are mixed levels of support for the ARP amongst the Plan area landowners, currently the Town does not have any policy regarding the number of landowners that must be in support of a Plan for it to proceed.

Copies of the letters submitted by Plan area landowners and adjacent landowners will be provided with the Public Hearing report.

The draft ARP also was presented to Committee of the Whole where many comments and questions were raised. These will be included within the Public Hearing report.

## **FINANCIAL IMPLICATIONS**

N/A

## **LEGISLATION/AUTHORITY**

Municipal Government Act Part 17  
Town of Cochrane Municipal Development Plan  
Town of Cochrane Land Use Bylaw

## **STRATEGIC ALIGNMENT**

### **Cochrane Strategic Plan Connectivity**

We commit to bringing people together physically and socially.

### **Livability**

We commit to creating a vibrant and active community with connected neighbourhoods.

### **Vibrant Economy**

We commit to creating an atmosphere where the modern economy can thrive.

### **Cochrane Municipal Development Plan**

- Responsible Growth Management
- Environmental Stewardship
- Economic Vitality
- Diversity of Housing
- Community Engagement

### **Cochrane Sustainability Plan**

- Our local economy is healthy and diverse
- Everyone has a roof over their head
- Cochrane is a Complete Community
- Wherever you are in Cochrane, you're close and connected
- There are diverse options for getting around
- There's enough room for everything a community should have

## **OPTIONS / IMPLICATIONS**

### **Option 1: Recommended**

That Council give First Reading to Bylaw 17/2023 and establishes a Public Hearing for Tuesday, October 24, 2023 at 5:30pm.

*Implications: Giving First Reading and establishing a Public Hearing gives all interested parties the opportunity to provide comments on the proposed Area Redevelopment Plan.*

**Option 2:**

That Council refuse Bylaw 17/2023.

*Implications: Failure to give First Reading to Bylaw 17/2023 would defeat the bylaw and would result in the existing acreage housing type to remain in place.*

**ATTACHMENTS**

Bylaw 17/2023  
Area Map  
Draft Rolling Trails Area Redevelopment Plan