



PLANNING & DEVELOPMENT SERVICES

TO: Council

DATE: January 8, 2019 **DIVISION:** 1

FILE: 1011-534 **APPLICATION:** N/A

SUBJECT: Terms of Reference – Bragg Creek Hamlet Expansion Strategy

¹POLICY DIRECTION:

Council approved the Greater Bragg Creek Area Structure Plan in 2007. The ASP encourages expansion of the hamlet boundary to include the properties located just south of the hamlet once a funding commitment and a timetable for development of municipal water and wastewater systems are available for the hamlet expansion area. This project has been scheduled for inclusion on the 2019 work plan, in accordance with the criteria of Council Policy 322: Area Structure Plan Priority Policy.

EXECUTIVE SUMMARY:

The Greater Bragg Creek Area Structure Plan (ASP) was adopted in 2007 to guide future land use, subdivision, and development in the hamlet of Bragg Creek (the hamlet) and its surrounding area. The purpose of this report is to present Council with a Terms of Reference to guide the preparation of amendments to the Greater Bragg Creek Area Structure Plan for the purposes of creating a Hamlet Expansion Strategy, as per the policies of the existing ASP and the direction of the Hamlet of Bragg Creek Revitalization Plan.

The Terms of Reference were originally removed from Council’s agenda on November 27, 2018 pending satisfaction of the following resolution:

MOVED by Deputy Reeve Schule that Administration be directed to schedule a County Manager workshop to discuss the Area Structure Plan review and preparation process by the end of January, 2019.

A County Manager workshop was subsequently held on December 4, 2018 and an item regarding the Area Structure Plan review and preparation process was discussed.

The Greater Bragg Creek Area Structure Plan encourages expansion of the hamlet boundary to include the properties located just south of the hamlet once a funding commitment and a timetable for development of municipal water and wastewater systems are available for the hamlet expansion area. Since the adoption of the ASP, a municipal water distribution system and wastewater collection and treatment systems were put in place within the hamlet to provide safe and reliable services to the community.

In the summer of 2013, the major flood in southern Alberta affected the majority of the hamlet. As part of the flood recovery, the Hamlet of Bragg Creek Revitalization Plan (the Revitalization Plan) was adopted by Council to identify opportunities and actions that can be undertaken to achieve the community’s vision for the hamlet, and to revitalize the Bragg Creek area as a dynamic place to live and visit.

The Revitalization Plan indicates that a large portion of the hamlet expansion lands has the potential to accommodate cluster housing as a way to provide diverse housing types to the community. As part of the Revitalization Plan implementation, one of the recommended actions is to determine steps

¹ **Administration Resources**

Johnson Kwan, Planning & Development Services



for allowing future development in the hamlet expansion area as originally intended in the Greater Bragg Creek ASP.

For this reason, Administration is initiating the Hamlet Expansion Strategy in accordance with the Greater Bragg Creek ASP policies and the Revitalization Plan’s implementation strategy.

BACKGROUND:

The Greater Bragg Creek Area Structure Plan (ASP) identifies the properties located just south of the hamlet between Highway 22 and Bragg Creek Provincial Park as hamlet expansion land (see Terms of Reference location map within Appendix ‘A’).

The Greater Bragg Creek ASP (Policies 7.2.5 and 10.1.10) indicates that the County should undertake preparation of a comprehensive land use strategy (Hamlet Expansion Strategy) to accommodate hamlet expansion within the expansion lands once a funding commitment and a timetable for development of municipal water and wastewater systems to service the hamlet expansion area are available. Those systems are now in place in the hamlet, and the potential service extensions to the hamlet expansion area are currently being investigated. For this reason, Administration is initiating the Hamlet Expansion Strategy.

The Hamlet Expansion Strategy will explore the potential development scenarios and establish a land use strategy for the expansion lands in accordance with the Greater Bragg Creek ASP and other relevant planning policies (i.e.: Interim Growth Plan and the County Plan).

The Hamlet Expansion Strategy will involve public and stakeholder engagement, technical review and studies, policy writing, and development of land use scenarios. Should the proposed Terms of Reference be adopted, the project would be initiated in early 2019.

BUDGET IMPLICATIONS:

The Bragg Creek Hamlet Expansion Strategy ASP amendments project was budgeted for in 2018. Subject to year-end, Administration would recommend this budget be carried forward to 2019.

OPTIONS:

- Option #1: THAT the Bragg Creek Hamlet Expansion Strategy Terms of Reference be approved as presented in Appendix ‘A’.
- Option #2: THAT alternative direction be provided.

Respectfully submitted,

Concurrence,

“Sherry Baers”

“Al Hoggan”

Executive Director
Community Development Services

Chief Administrative Officer

JKwan/rp

APPENDICES:

APPENDIX ‘A’: Terms of Reference



Bragg Creek Hamlet Expansion Strategy

Terms of Reference

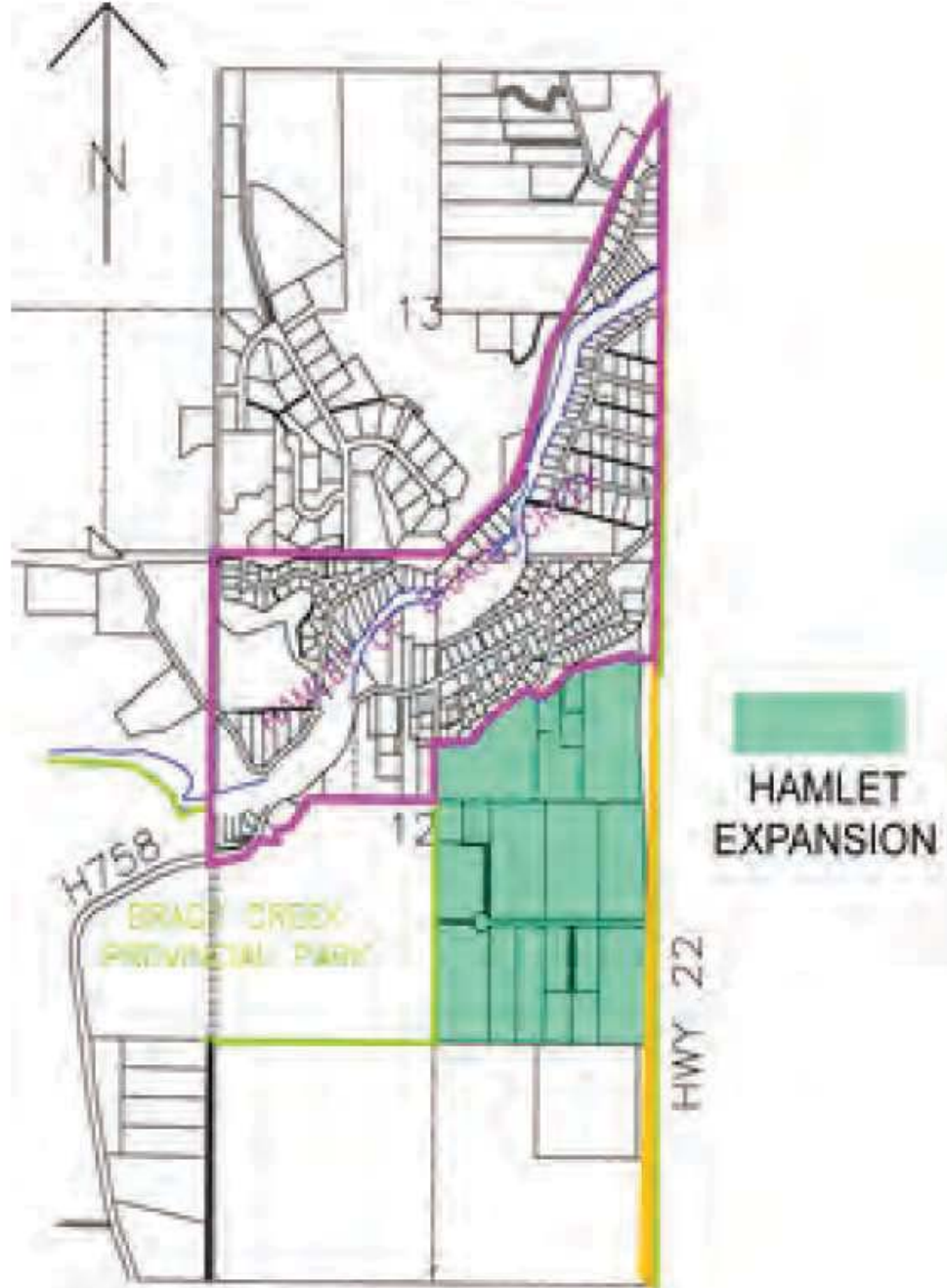
TOR #1011-534

Introduction

- 1 The hamlet of Bragg Creek (the hamlet) is located approximately 30 km southwest of the city of Calgary. The County's Municipal Development Plan (the County Plan) supports the development of the hamlet as a small rural community with basic services in accordance with the local plan.
- 2 The Greater Bragg Creek Area Structure Plan (ASP) is the local plan that was adopted in 2007 to guide future land use, subdivision, and development in the hamlet and its surrounding area.
- 3 At the time, development in the hamlet of Bragg Creek was restrained due to geotechnical conditions that do not support effective use of private sewage treatment systems, and shallow, untreated water wells upon which most hamlet residents rely.
- 4 In the following years, the hamlet experienced little development, and the hamlet's population remained static as reflected in the 2006 and 2013 municipal censuses.
- 5 In the summer of 2013, the major flood in southern Alberta affected the majority of the hamlet. As part of the flood recovery, a municipal water distribution system and wastewater collection and treatment systems were put in place within the hamlet to provide safe and reliable services to the community.
- 6 In December 2015, the Hamlet of Bragg Creek Revitalization Plan (the Revitalization Plan) was adopted by Council to identify opportunities and actions that can be undertaken to achieve the community's vision for the hamlet, and to revitalize the Bragg Creek area as a dynamic place to live and visit after the flood in summer of 2013.
- 7 The Revitalization Plan indicates that a large portion of the hamlet expansion lands has the potential to accommodate cluster housing as a way to provide diverse housing types to the community.
- 8 As part of the Revitalization Plan implementation, one of the recommended actions is to determine steps for allowing future development in the hamlet expansion area as originally intended in the Greater Bragg Creek ASP.
- 9 The Greater Bragg Creek ASP encourages expansion of the hamlet boundary to include the properties located just south of the hamlet, between Highway 22 and Bragg Creek Provincial Park (see Figure 1).
- 10 The study area consists of 20 parcels and is approximately 86.66 hectares (214.41 acres) in size (see Figure 2).

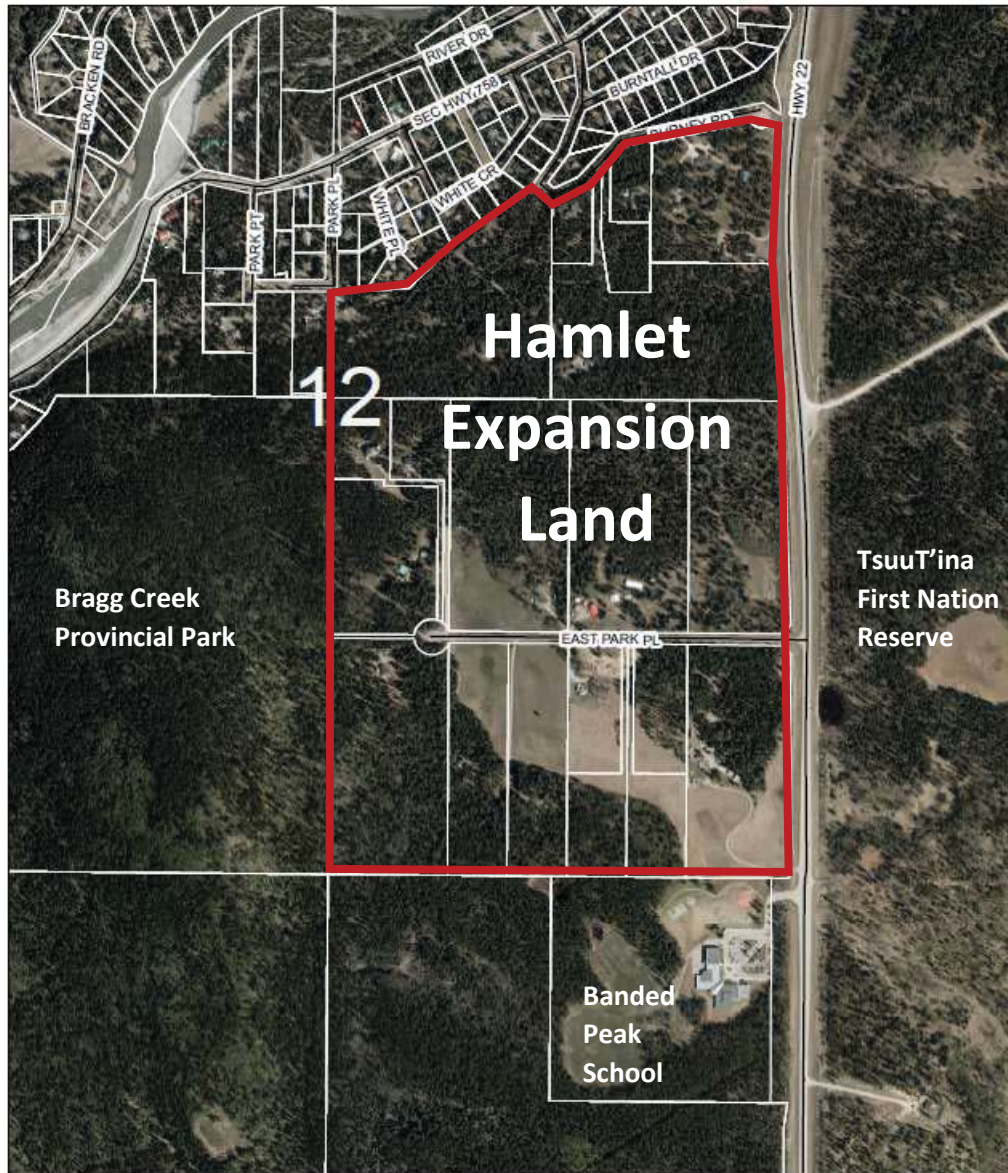
Bragg Creek Hamlet Expansion Strategy

Figure 1 – Lands for Hamlet of Bragg Creek Expansion



Bragg Creek Hamlet Expansion Strategy

Figure 2 – Hamlet Expansion Land 2018 Aerial Photo



- 11 The Greater Bragg Creek ASP (Policy 7.2.5 and 10.1.10) indicates that the County should undertake preparation of a comprehensive land use strategy (Hamlet Expansion Strategy) to accommodate hamlet expansion within these lands once a funding commitment and a timetable for development of municipal water and wastewater systems to service the hamlet expansion area are available.
- 12 The municipal water and wastewater systems are now in place in the hamlet, and the potential service extensions to the hamlet expansion area are currently being investigated. For this reason, Administration is initiating the Hamlet Expansion Strategy in accordance with the Greater Bragg Creek ASP policies and the Revitalization Plan's implementation strategy.



Bragg Creek Hamlet Expansion Strategy

Goals

- 13 The goal of the Hamlet Expansion Strategy is to explore the potential development scenarios in the expansion area and establish a land use strategy for the expansion lands in accordance with the Greater Bragg Creek ASP and other relevant planning policies.
- 14 Contributing to Hamlet Expansion Strategy would be:
 - (1) Community and stakeholders input;
 - (2) Baseline technical studies;
 - (3) Growth projections;
 - (4) Compatibility and integration with the surrounding area (e.g. interface with Bragg Creek Provincial Park, connection to the existing hamlet, consideration for TsuuT'ina First Nation Reserve); and
 - (5) Directions and intent of higher order documents (e.g. the Interim Growth Plan and the County Plan).
- 15 The Hamlet Expansion Strategy will be a set of amendments to be adopted as part of the Greater Bragg Creek Area Structure Plan and prepared in accordance with the *Municipal Government Act*.

Basic Assumptions and Circumstances

- 16 A number of basic assumptions and circumstances guiding the planning framework for the area have changed since adoption of the Greater Bragg Creek Area Structure Plan:
 - (1) In October 2013, the County Plan was adopted; it identifies the hamlet of Bragg Creek as a small rural community with basic services.
 - (2) In January 2018, the Calgary Metropolitan Region Board (CMRB) was established as the provincially mandated growth management board in the Calgary region. Rocky View County became a participating municipality of the Calgary Metropolitan Region Board.
 - (a) Under the Calgary Metropolitan Regional Board Regulations (AR190/2017), statutory plans that are to be adopted by a participating municipality must be submitted to the Board for approval.
 - (3) In October 2018, the Interim Growth Plan (IGP) and the Interim Regional Evaluation Framework (IREF) were approved and came into effect. Under the Interim Growth Plan, amendments to existing statutory plans shall be submitted to the Board for review and approval. The Board may approve or reject a statutory plan in accordance with the Regional Evaluation Framework.
 - (4) The 'Bragg Creek Hamlet Expansion Strategy' will be a set of amendments to the Greater Bragg Creek Area Structure Plan. For this reason, the proposed amendments would be subject to the Calgary Metropolitan Regional Board review and approval under the Interim Growth Plan and the Interim Regional Evaluation Framework.



Bragg Creek Hamlet Expansion Strategy

Background

Interim Growth Plan

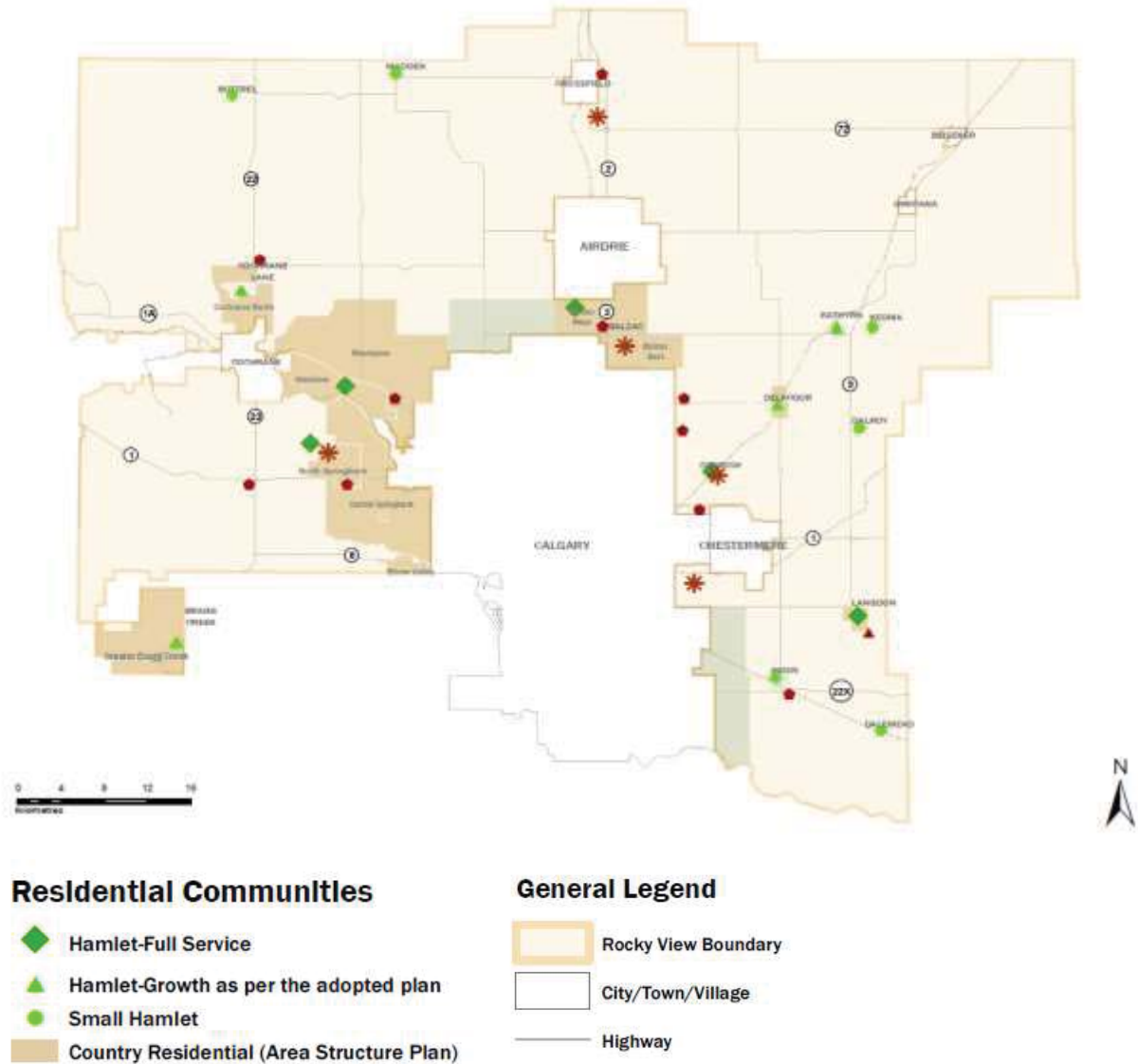
- 17** The Interim Growth Plan (IGP) identifies different types of development that would be subject to the Calgary Metropolitan Region Board review and approval.
- 18** Under the IGP, the hamlet of Bragg Creek is considered a 'Settlement area':
- (1)** *Settlement Areas* means all lands located within the limits of planned areas in cities, towns, villages, hamlets, and other unincorporated urban communities. *Settlement areas* do not include country residential areas.
 - (2)** *Hamlet* means an unincorporated urban community with a generally accepted name and boundary. *Hamlets* are designated by Counties and Municipal Districts, and each designation must specify the hamlet's name and boundaries. Only those unincorporated urban communities recognized by Alberta Municipal Affairs as *hamlets* are recognized as *hamlets* by the Calgary Metropolitan Region Board.
- 19** The IGP (3.4.1.2) indicates that *intensification and infill* in existing *settlement areas* in *hamlets* and other unincorporated urban communities within rural municipalities shall be planned and developed to:
- (1)** Achieve an efficient use of land;
 - (2)** Achieve higher density development in central core areas;
 - (3)** Accommodate residential and/or mixed-use development at a higher density than currently exists;
 - (4)** Provide for a mix of uses including community services and facilities, where appropriate; and
 - (5)** Make efficient and cost-effective use of existing and planned infrastructure through agreements with service providers.

County Plan

- 20** The County Plan identifies Bragg Creek as a 'Hamlet – Growth as per the adopted plan' (see Figure 2 – County Plan Managing Growth Map).

Bragg Creek Hamlet Expansion Strategy

Figure 2 - County Plan Managing Growth Map



Greater Bragg Creek Area Structure Plan

- 21** The Greater Bragg Creek Area Structure Plan (ASP) consists of a number of goals and policies that guides the Hamlet Expansion Strategy. The ASP amendments will be prepared in a manner that meets the goals and intent of the ASP.
- 22** The ASP (Policy 7.2.5) also specifies that the Hamlet Expansion Strategy:
 - (1)** Should accommodate an appropriate range of residential and institutional land uses within the hamlet expansion lands;



Bragg Creek Hamlet Expansion Strategy

- (2) Should provide for an appropriately staged transition from country residential to hamlet land uses in accordance with the logical extension of transportation and utility services;
- (3) Should establish controls for the rate of development of the hamlet expansion lands. These controls should identify appropriate development phasing and conditions that should exist prior to development proceeding in a subsequent phases;
- (4) Should accommodate the logical extension of transportation connections into the hamlet expansion lands (both from the hamlet and Highway 22);
- (5) Should accommodate extension of utility services and open space connections from the hamlet into the hamlet expansion lands;
- (6) Should accommodate appropriate transitioning and buffering between the hamlet expansion lands and the Bragg Creek Provincial Park; and
- (7) Shall be developed through a process of public consultation to ensure all community issues have been addressed.

Envisioned ASP Amendments to Date

- 23 Mapping amendments for the expansion lands in the Greater Bragg Creek ASP would consider land use strategy, environmental protection, open space connectivity, transportation network, and servicing (water, wastewater, and stormwater) that reflects the public and stakeholders' input and the results of the technical studies.
- 24 Policy amendments for the expansion lands in the Greater Bragg Creek ASP would:
 - (1) Confirm and update the community's vision for the hamlet expansion area;
 - (2) Align policies with higher order planning documents such as the Interim Growth Plan and the County Plan;
 - (3) Re-evaluate the land use scenario for the expansion lands to promote the development of a full-service hamlet with a mix of residential and non-residential uses, which connects to the existing hamlet;
 - (4) Update technical policies to reflect new and revised studies; and
 - (5) Address existing policy gaps in the ASP.

ASP Amendments' Goals

- 25 In addition to the goals already listed in the Greater Bragg Creek ASP, the Hamlet Expansion Strategy should also take into account a number of goals:
 - (1) Intent to develop the hamlet expansion area as a distinct and attractive community;
 - (2) Be supported by growth projections, desired growth size, and limitations of servicing;



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- (3) Achieve a logical extension of growth patterns, including vehicular and pedestrian transportation infrastructure;
- (4) Explore appropriate methods to infill existing development;
- (5) Explore the use of alternate forms of development, such as compact and/or cluster housing;
- (6) Demonstrate sensitivity and respect for key environmental and natural features;
- (7) Allow the County the ability to achieve rational growth directions, cost effective utilization of resources, and fiscal accountability;
- (8) Achieve effective public consultation in a fair, open, considerate and equitable manner;
- (9) Alignment with other planning documents; and
- (10) Other achievable goals identified by the public.

ASP Amendments' Objectives

- 26** The objectives for the ASP Hamlet Expansion review should be achievable, based on existing studies and additional work as described in the following subsections:

Land Use

- (1) To develop a land use strategy for the Hamlet Expansion Lands;
- (2) To establish a development sequence for future subdivision and development of the expansion lands; and
- (3) To determine appropriate integration and transition policies for adjacent land uses;

Servicing

- (4) To identify land carrying capacities and servicing options that may be available for existing and future development of the expansion lands;
- (5) To identify current and planned transportation infrastructure under both Provincial and County jurisdiction to determine future transportation needs and opportunities;
- (6) To identify possible pedestrian and other non-vehicular linkages to ensure the development of a cohesive community; and
- (7) To identify other required physical services.

Physical Environment

- (8) To identify key environmental and natural features within the area and suggest methods to uphold their form and function; and
- (9) To identify physical constraints to future development that may limit connectivity of land uses, such as steep slopes within the study area;



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Local Amenities

- (10) To identify desired and achievable amenities;

Institutional Development

- (11) To further explore the potential for the institutional development identified in the Greater Bragg Creek ASP, with reference to the existing establishments (e.g.: Bragg Creek Community Centre and Banded Peak School);

Phasing

- (12) To explore phasing to accommodate growth projections, and to implement an appropriate mechanism for phasing growth;
- (13) To describe the existing development within the study area and adjacent lands;
- (14) To discover where development opportunities and constraints may exist; and
- (15) To determine the fiscal impact of the proposed land uses;

Other

- (16) To establish a framework for monitoring the long-term effectiveness of the Plan; and
- (17) To meet the intent and direction of the Interim Growth Plan, the County Plan, the Greater Bragg Creek Area Structure Plan and other relevant policy frameworks.

Enabling Legislation

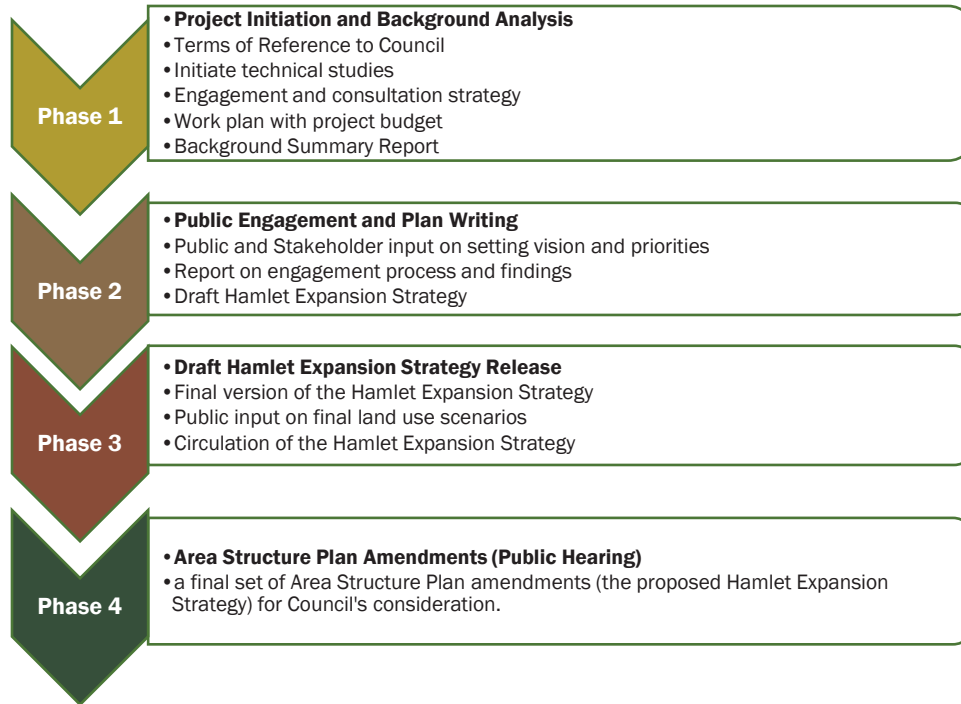
- 27 The *Municipal Government Act (MGA), Revised Statutes of Alberta, 2000, Chapter M-26, as amended*, enables Council to adopt an area structure plan for the purpose of establishing a framework to guide subsequent subdivision and development within a defined area. In accordance with the MGA, the Greater Bragg Creek Area Structure Plan must describe, provide notification, and be consistent with the Act.



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Work Program

28 The Work Program is anticipated to occur in four phases.



Phase 1 – Project Initiation and Background Analysis (Jan 2019 – March 2019)

29 In this phase, the baseline technical studies will be conducted while the project initiation and background analysis take place:

- (1) Confirm goals and objectives of the project and update Terms of Reference;
- (2) Conduct technical studies including, but not limited to, water and wastewater servicing strategy, transportation Impact analysis, and updated master drainage plan;
- (3) Initiate technical studies;
- (4) Develop a public and stakeholder engagement strategy;
- (5) Create a work plan and budget to guide overall project management; and
- (6) Create a Background Report to inform the review of the Area Structure Plan. The timing of the public release of the report will be in accordance with the public engagement strategy.

30 Phase 1 Deliverables:

- (1) Draft technical studies;
- (2) Engagement and consultation strategy;



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- (3) Work plan with project budget; and
- (4) Background report that identifies and summarizes the existing situation and potential issues.

Phase 2 – Public Engagement and Plan Writing (March 2019-July 2019)

- 31** This phase marks the official public launch of the project. It begins with public engagement and finishes with the writing of a draft plan. Public and stakeholder engagement will be conducted as per the engagement plan.
- 32** The preparation of the draft Hamlet Expansion Strategy integrates the community's vision for the area, with:
 - (1) The goals and objectives identified in the Terms of Reference;
 - (2) The results of the technical studies; and
 - (3) Relevant planning documents.
- 33** Phase 2 Deliverables:
 - (1) A report on public and stakeholder input on setting the vision and priorities; and
 - (2) A draft of the Hamlet Expansion Strategy.

Phase 3 – Draft Hamlet Expansion Strategy Release (July –December 2019)

- 34** This phase of the project is the release of the draft ASP amendments with an opportunity for public and agency review. Upon completion of the external review, the Hamlet Expansion Strategy will be amended as required.
- 35** Phase 3 Deliverables:
 - (1) Final version of the Hamlet Expansion Strategy with supporting technical studies;
 - (2) Release of the ASP Amendments (final - proposed) for public input; and
 - (3) Circulation of the Hamlet Expansion Strategy to agencies and adjacent municipalities.

Phase 4 – Area Structure Plan Amendments (Public Hearing) (Jan - March 2020)

- 36** This phase of the project is the public hearing and consideration of the proposed ASP amendments. It is anticipated that the Hamlet Expansion Strategy will be completed in the last quarter of 2019.

Conclusion

- 37** The Greater Bragg Creek ASP identifies the Bragg Creek expansion lands as a suitable location for future residential and institutional development. The Hamlet Expansion Strategy will ensure that proposed development is consistent with higher order planning policies, and that the area is prepared to accommodate future growth where appropriate.



Bragg Creek Hamlet Expansion Strategy



Approval Date	•
Replaces	• n/a
Lead Role	• County Manager
Committee Classification	• Council/Advisory
Last Review Date	• n/a
Next Review Date	•

Reeve

Approval Date