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TERMS OF REFERENCE  
FOR THE  
SMITH CREEK  
AREA STRUCTURE PLAN

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# 1 Introduction

With an encouraged sense of optimism and cooperation, The Town of Canmore and Three Sisters Mountain Village (TSMV), through QuantumPlace Developments Ltd. (QPD) plan to collaboratively develop the Smith Creek Area Structure Plan (ASP). This process is an opportunity for TSMV, the Town, and the community to have input into a renewed vision for the subject lands.

Through the Working Together Guidelines, the collaborative approach has already begun to incorporate the Canmore community at early stages of the planning process. It has also provided a framework for all parties to develop an understanding of the social, environmental and financial opportunities and constraints and how they affect the planning and policy development for the subject lands. The goal is to have a transparent process that creates a common understanding of the “why” and “how” the draft policy is developed and proposed to Council. The result is that TSMV, the Town and the community will have a better understanding of why or why not a certain outcome could or could not be achieved. As much as possible, we will seek mutually acceptable solutions, but we all acknowledge that this may not always be possible.

By working as a team throughout the development of the ASP, many benefits can be achieved. The ASP process and the end result will be better understood by all stakeholders. The language used to articulate policy can be made clearer to those implementing and reviewing development applications received under the policy.

Most importantly, working together from the start of the ASP process will allow TSMV and the Town to develop a deeper understanding of why conflicts are occurring, what the major “sticking points” are, and find viable solutions that generally work for TSMV, the Town and the community of Canmore. The broader principles that the ASP establishes will help guide a shared vision and ideally result in the resolution or mitigation of concerns sooner and with greater ease.

The intent of this collaborative process is to proactively work through the ASP process to allow both the Town of Canmore and TSMV to:

- Set specific and achievable project goals together;
- Define a clear project scope;
- Engage in a transparent and productive dialogue with each other and the community; and
- Understand all of the questions and concerns brought to the table and work to identify achievable solutions and provide an explanation when a desired outcome is not possible.

This Terms of Reference and the ASP produced from the process provides the Town of Canmore, TSMV, and involved stakeholders with the opportunity to move forward and work together. However, it will require all

parties to come to the table with an open mind and a willingness to engage in solutions focused dialogue. Only when all parties come together proactively, can there be an opportunity to work towards improving the way we develop policies that will shape the way Canmore grows into the future. The focus of the collaborative ASP process involves addressing the opportunities and concerns from multiple perspectives while working towards an outcome that provides the right balance between economic, social, and environmental matters.

## 2 Town of Canmore Policy Context

The Smith Creek ASP will be developed in alignment with the Town of Canmore Municipal Development Plan, the 1998 Settlement Agreement, and other Town policies applicable to the Smith Creek lands. The Municipal Development Plan is currently being reviewed by the Town of Canmore and the Smith Creek ASP will be developed to align with policies in the updated MDP and provide a clear vision for the development of the Smith Creek lands. While the specific policies of the proposed Municipal Development Plan are unknown, it is anticipated that the Municipal Development Plan will be completed shortly and the ASP work being done will align with the updated Plan. Following the adoption of the Smith Creek ASP, the Town's Land Use Bylaw will be required to be amended to accommodate the proposed uses prior to any development.

In 2004, the Town of Canmore approved both the Resort Centre and Stewart Creek ASP's. The Resort Centre ASP provides for approximately 1,330 to 2,525 resort accommodation units and a range of 90,000 to 150,000 sq. ft. of gross floor area (GFA) of commercial space in the resort core with the predominant uses in the form of health/medical wellness and spa facilities within a 50-70 hectare area. The Stewart Creek ASP provides for a maximum of 925 residential units and allocates 350,000 sq. ft. of commercial/mixed use space over 12 hectares. Approximately 340 of these residential units have been approved/constructed to date.

The Stewart Creek and Resort Centre ASPs are being reviewed to ensure their key elements are still aligned with both Town and TSMV direction for the governing areas, but we recognize there are portions that may need to be reexamined as a result of reimagining the vision for TSMV lands. While not the subject of the Smith Creek ASP discussion, the Town, QPD and TSMV are aware that there are outstanding issues related to the incomplete golf course (Three Sisters Resort Golf Course) and the Resort Center. These ASP's may require amendments to better align with the existing market and site constraints and may be undertaken either separately or as a result of the discussion within the Smith Creek area. The scope of these amendments and an indication of if they will even be required, are unknown at this time and are not the subject of this Terms of Reference.

The Smith Creek area (formally known as Sites 7, 8 & 9) does not have an approved ASP at this time. The purpose statement in DC 1-98 alludes to the development of a golf course and a variety of residential units on 88 hectares in Site 7, as well as a maximum of 235,000 sq. ft. of commercial/retail on 11.3 hectares Gross

Developable Area (GDA), plus or minus 10%, in Site 8. Furthermore, DC 1-98 also alludes to the potential of up to 150 visitor accommodation units and a maximum of 7 hectares of highway commercial development on 40 hectares GDA, plus or minus 10%, for Site 9. While stated within the purpose statement of the DC Bylaw, the purpose statement alluded to what was envisioned at that time and may be revisited based on the TSMV vision and direction for the lands and in conversation with the community stakeholders.

As part of the ASP approvals in 2004, the majority of the lands identified as the “Along Valley” and “Across Valley” wildlife corridors, some 176 hectares (434 ac.), have been accepted by the Province as wildlife corridors. The identification of wildlife corridors and habitat patches, and their management which is defined under the *Wildlife Act*, is under the sole jurisdiction of the Province. The Town’s Municipal Development Plan recognizes wildlife corridors as a valid municipal planning issue and requires environmental reviews for development proposed adjacent to wildlife corridors and habitat patches. This requirement will be addressed in an Environmental Study for the Smith Creek ASP.

The Resort Centre and Stewart Creek ASPs both contained specific policies related to the responsibilities and management of the recognized corridors. Additionally, some of the relevant policies from the Resort Centre ASP were incorporated into the 2003 Conservation Easement Agreement between the Province and TSMV for portions of the Along Valley and Across Valley corridors. Within the Smith Creek ASP, environmental policies and commitments that remain unaddressed by TSMV to date will be identified and addressed.

### 3 TOR Approval Process

The goal of the planning process is to create a comprehensive and innovative land use plan that defines the overall development of the property and its integration with the natural landscape and community of Canmore while recognizing the fundamentals of the 1992 NRCB Approval for TSMV. Approval of the Terms of Reference for the ASP is required before TSMV may proceed with the statutory ASP planning process. Canmore Town Council will approve the Terms of Reference by resolution which formalizes the framework for the Smith Creek ASP.

### 4 Vision & Guiding Principles

The vision for the Smith Creek ASP will be developed based on principles that are intended to create vibrant residential neighbourhoods, commercial and industrial development, recreational features, and resort destinations and amenities that integrate into the environment of Canmore. The overall vision will provide the core values for the future development of Smith Creek and set a foundation to create new opportunities for growth and investment while being mindful of the area’s natural environment and unique sense of character.

The key guiding principles are:

- Vibrant mixed use development;
- multi-modal transportation systems;
- interconnected green and public spaces;
- a balance between the built and natural environment;
- innovative approaches to housing that is affordable to moderate incomes
- access to infrastructure (including not just traditional utilities, but the infrastructure of the emerging economy: broadband high-speed internet);
- economically viable commercial nodes sensitive to their surroundings
- fiscally sustainable development that benefits the initial developer, subsequent property owners, and long-term municipal finances
- aesthetically engaging residential housing that is accommodating of a diversity of markets and residents; and
- sustainable urban development

Sustainable urban development means responsible growth and development strategies that are broader in vision and more regional in scale. Placemaking results from a combination of town and developer interests that when combined successfully create a place that is complex, comprising many interdependencies and linkages between economic, social, cultural, environmental, and political components. Sustainable urban development takes these interdependencies and linkages into account to provide sustainable livelihoods (economic prosperity) and community and individual wellbeing for the people who live, work, and play there, while preserving ecological integrity and the resources on which we all depend.

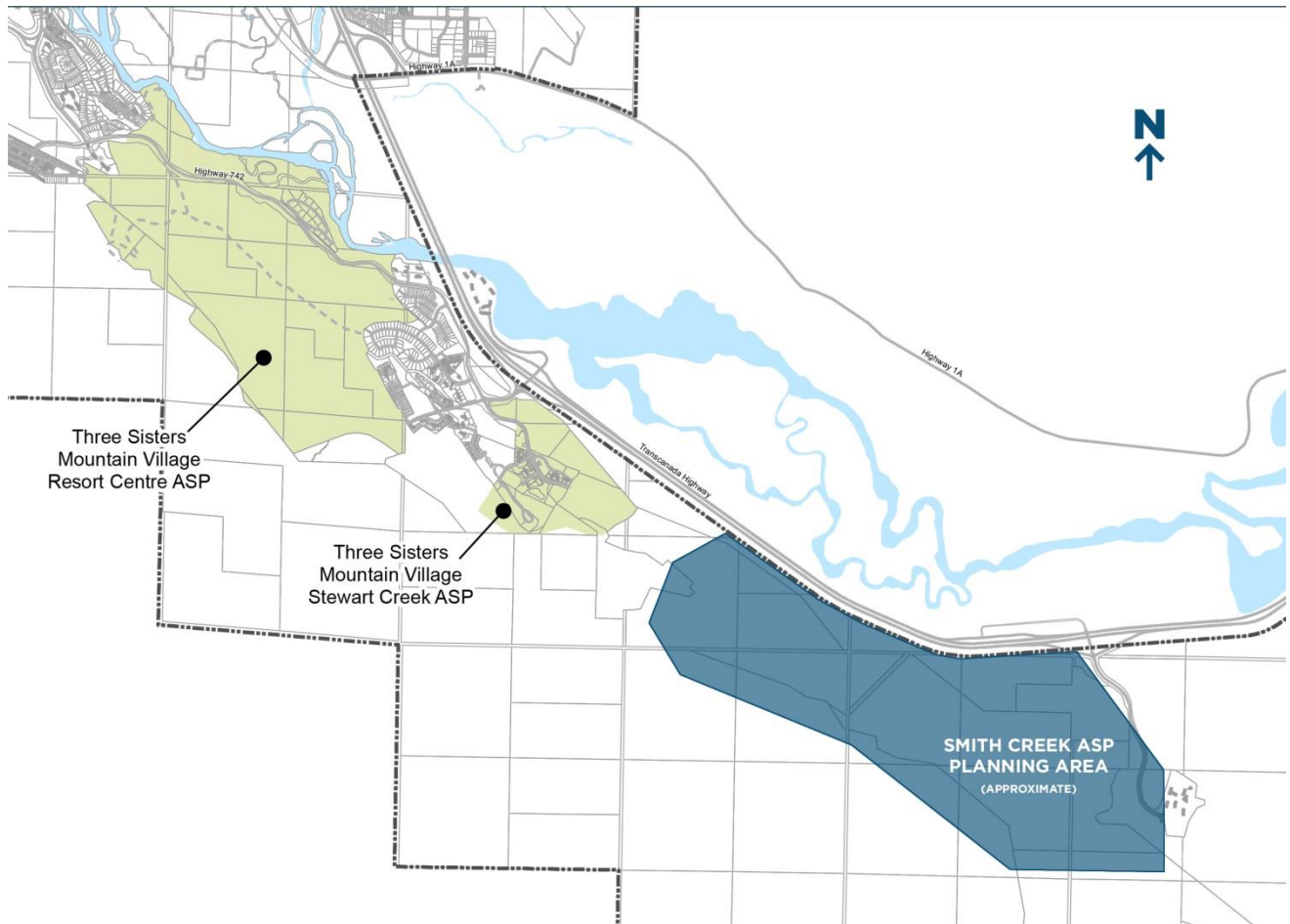
The Smith Creek ASP will develop policies that will stress the importance of stewardship of natural areas found within and adjacent to the Smith Creek ASP boundary. The location of natural areas and the orientation of land uses will work to minimize potential conflicts between human activities and wildlife in the area. A comprehensive plan will be created that considers adjacent wildlife corridors and includes landscape management and development strategies. It is a primary goal that residents, guests and visitors alike will take an active part in understanding, preserving and respecting the unique cultural and natural resources of the area, engendering a sense of stewardship.

The above key principles will work to guide the preparation of policies contained in the Smith Creek ASP and will be integral to achieving the overall vision for the ASP.

## 5 Plan Area

The Smith Creek Planning area is as generally shown in blue in Figure 1: Smith Creek Area Structure Plan Boundary. This approximate planning area includes TSMV Sites 7, 8 & 9, Thunderstone Quarry Lands, and other adjacent lands for comprehensive planning.

Figure 1 – Smith Creek Area Structure Plan Boundary



## 6 Purpose

The purpose of the Smith Creek ASP is to establish a comprehensive plan to guide the future development of the Smith Creek area, which represents the remaining TSMV lands currently without an approved ASP. Pursuant to the *Municipal Government Act* (MGA), the ASP will provide a framework for development of the planning area through determining the sequence of development, land uses, population density, and general location of transportation routes and public utilities.

The ASP will provide policies and direction for development that will result in an area that has the potential to integrate residential, commercial, industrial, resort, and recreation/open space areas connected by pedestrian and vehicle linkages. These policies will work to include sustainable infrastructure and energy efficient design, bring economic development to the Town of Canmore, support a strong and diverse community, and preserve the environmental integrity of adjacent wildlife corridors.

## 7 Smith Creek ASP Policy Framework

The following framework establishes the main policy sections of the Smith Creek ASP. The components of the ASP are based on the requirements of the *Municipal Government Act*, the Town of Canmore Municipal Development Plan, and relevant Town policies.

While not a comprehensive list or exact titles, the following are the anticipated sections of the proposed ASP:

- Introduction
- Vision
- Planning Context
- Relationship of the ASP to Adjacent Developments
- Environmental Policies
- Wildlife Corridor/Habitat
- Undermining & Steep Creeks
- Alternate development principles
- Wildfire
- Land Use Concept
- Open Space Policies
- Residential Policies
- Commercial Policies
- Employee Housing Policies
- Perpetually Affordable Housing (PAH)
- Circulation and Transportation Policies
- Servicing and Infrastructure
- Development Phasing
- Municipal Fiscal Impact Analysis
- Implementation

The scope of each section in the ASP is outlined below in greater detail.



### **a) Introduction**

A description of the location and regional context with an overview of the main attributes and constraints that define the Smith Creek Plan Area. The introduction will also describe the purpose of the plan and how it fits into the existing planning policy framework in Canmore.

### **b) Vision**

The vision works with the guiding principles to set the foundation for the Area Structure Plan and the future land uses. The vision seeks to create an integrated and cohesive development plan for Smith Creek that supports a thriving, sustainable, community.

### **c) Planning Context**

The planning context will describe the relationship of the ASP to other applicable policy documents and bylaws and the authority and interpretation of the plan. The plan will provide policies to establish a process to assist the Town of Canmore and TSMV in amending or interpreting a variance to the plan that remains consistent with the purpose of the existing policies. The ASP will provide flexibility that, with the certainty associated with the approved policies and direction of the plan, can respond to changing circumstances if appropriate.

### **d) Relationship of the ASP to Adjacent Developments**

The Smith Creek ASP cannot be viewed in isolation from previously constructed neighbourhoods and developments on the TSMV lands that were part of earlier approvals dating back to 1992. The integrated cohesive plan envisioned for the new ASP lands must also recognize the relationship of the new ASP to existing TSMV residential neighbourhoods and the social and physical connectivity that is required to link the old and new areas together.

Policies will be developed in the ASP that ensure physical connectivity utilizing trail linkages (regional and local) from outside the plan area to connect seamlessly with the future development phases of the area. It is also important that policy be investigated to look at strengthening the social connection between the future development and adjacent neighbourhoods.

Consideration will also be given to adjacent development including the Banff Gate Resort, and the hamlet of Dead Man's Flats in the Municipal District of Bighorn.

### **e) Environmental Policies**

An Environmental Study that builds on previous work will inform the creation of policy for the Smith Creek area. Appropriate environmental policies based on the recommendations contained in the Environmental Study, will be prepared for the ASP. Mitigations identified within the study may apply to

select areas or to the overall plan for Smith Creek. The policy will be sufficiently detailed to incorporate into subsequent land use and subdivision planning approvals within the ASP. The terms of reference for the Environmental Study is outlined within section 9 of this document. The requirements of an Environmental Impact Statement (EIS) are currently being reviewed and updated in conjunction with the Municipal Development Plan. The intent of the Environmental Study for this ASP is to meet the new requirements of an Environmental Impact Statement for the purposes of Town policy.

#### **f) Wildlife Corridors/Habitat**

Based on the NRCB Decision, the Province is the sole approving authority for the wildlife corridors in TSMV. However, the Town has been brought into the discussions through the collaborative ASP process. Delineation and protection of the wildlife corridors will be determined in the early stages of the ASP process and will help set the discussion for the development area boundary. Development considerations adjacent to the established wildlife corridors will be further addressed through the environmental study and the collaborative ASP process.

Appropriate environmental policies will be created to minimize wildlife/habitat disturbance and human use in the approved wildlife movement corridor. In the new ASP, policies will be developed that support previous environmental efforts to maintain the biodiversity and ecological integrity of all the TSMV Lands. It is understood that human activity is one of the key issues for maintaining effective wildlife corridors and habitat. Recommendations of best practices for human use management will be identified and suggestions for long-term management may be included.

#### **g) Undermining**

The ASP will reference relevant provisions of the Provincial Canmore Undermining Regulations identified through the objectives and policies of the ASP as required to guide the land use, subdivision and development processes. The ASP will identify policies to address issues of liability on municipally owned lands and for municipal infrastructure that are currently not covered by Provincial regulations.

#### **h) Alternative Development Principles**

The new ASP will identify opportunities for innovative and site adaptive development and alternative servicing/engineering standards. Energy efficiency and sustainable building structures will be aspects of these policies. The ASP policies will be included in the regulations for the various land use districts proposed in the Plan. Recycling, green building practices, reuse of storm water for irrigation and xeriscaping are some of the examples for minimizing impacts and reducing resource usage. In addition, a comprehensive review of Canmore's Mountainous Terrain Guidelines will be undertaken and feasible alternatives to those principles may be considered.

### **i) Wildfire**

A detailed assessment will be required for subdivision applications subsequent to the approved large block subdivisions application, approval and endorsement, pursuant to existing policies within the Town of Canmore MDP. The ASP will address the principles of a “fire smart” community through appropriate objectives and policies. The interface of development and wildlife corridors will also be considered in wildfire reduction strategies.

### **j) Land Use Concept**

A land use plan and associated policies will be described for the lands within the ASP boundary. These policies will be sufficiently detailed to incorporate into subsequent land use district and subdivision planning. The land use plan will delineate the location of land use categories, describe the types and ranges of residential and resort accommodation units and provide general design guidelines. The land use concept may identify overarching policy areas based on land use and identify general locations and requirements for schools, community, recreational, and emergency and protective service facilities at a high level.

The development concept will provide a level of detail such that subsequent land use zonings are consistent with the development concept and land use polices created in the ASP.

### **k) Open Space Policies**

Developing in a natural area entails working with and responding to the natural systems of the land to preserve the natural setting. The open space framework will include an integrated system of natural areas, parks, recreational amenities and trail improvements that link all the ASP lands together and blend new buildings and related improvements into the landscape. Therefore, the open space plan will be developed for the ASP land that reflects the goal of retaining and enhancing natural areas where feasible, minimizing potential human-wildlife conflicts, and responds to recommendations of the Environmental Study. The open space plan will include connections to open space (natural areas, parks and trail systems) previously developed as part of the Stewart Creek subdivisions, but not included in the new ASP boundary.

Documents providing input into the ASP open space policies will include the Town’s Human Use Management Review (2014), the Open Space and Trails Plan (2015), the Recreation Master Plan (in progress). Non-traditional municipal recreational amenities may be considered (e.g. disc golf course). Other amenity considerations are off-leash dog parks, trailhead facilities for regional trail access (e.g. Middle Sister Trail and the TransCanada Trail).

### **l) Residential Policies**

The ASP will specify a number of units, expressed as a range, and the types of residential development (i.e., single family, duplex, and multi-family dwellings) proposed within the ASP area. The plan will describe

the general layout, design and building heights for development areas and create land use policies for residential accommodation.

**m) Commercial Land Use Policies**

The ASP will develop policies related to commercial land uses intended for the planning area as well as describing the general layout, design, building heights and building types. Commercial floor areas will be expressed as a range for each development area. Policy surrounding the development of a business park and landmark buildings will also likely form part of the commercial land use section. Commercial uses include resort and visitor accommodation.

**n) Employee Housing Policies**

The ASP will develop policies that will require future developers to prepare studies as part of development permit applications in order to determine the number of employees required to operate specific development projects that contain resort accommodation, commercial and mixed use commercial components of the development. Employee generation studies will be utilized to determine the numbers and types of staff accommodation required for the operation of specific resort accommodation development and subdivision applications within the ASP lands.

**o) Perpetually Affordable Housing (PAH)**

Policies for the development of PAH will be considered in accordance with relevant municipal policies and the framework of the *Municipal Government Act*. Options for affordable housing may include market entry level housing, non-market housing and other ownership restricted models where and if appropriate.

**p) Circulation and Transportation Policies**

A Transportation Study building on previous work and sufficiently detailed to incorporate into subsequent land use district and subdivision planning will be prepared as part of the planning process for the ASP. The results and recommendations of this study will be used to craft general patterns of land use and a conceptual overall transportation system for the Plan Area. The transportation policies will encompass the entire scope of moving people within the resort, commercial and residential areas as well as connecting the Plan Area to areas within Canmore. The Transportation Study will also identify opportunities for reduced automobile utilization and for both public and private transit systems to move people throughout the ASP lands as well as provide connections to downtown Canmore.

A conceptual trail plan will show a comprehensive network of all season trails that will be integrated throughout the ASP lands for a variety of commuter-type and recreational activities. Policies for trail systems will detail types of trails and their connection to the proposed development area and previously

constructed trails on lands outside of the ASP boundary. Policies will be developed in the ASP that ensure physical connectivity utilizing trail linkages (regional and local) from outside of the plan area to connect to future development phases of the area. Trails located adjacent to wildlife corridors will be positioned to ensure that human/wildlife interaction is appropriately minimized.

#### **q) Servicing Policies**

The ASP will establish an overall Utilities Master Plan (UMP) for the planning area and provide objectives and policies regarding utilities and sustainable infrastructure approaches. The UMP will show a general design and conceptual location for utilities (e.g., water, sanitary sewer and storm sewer). In addition, regional utility connections already existing in developments included in the Resort Centre and Stewart Creek ASPs will be incorporated into the overall UMP.

#### **r) Municipal Fiscal Impact Analysis**

A Municipal Fiscal Impact Analysis (MFIA) that examines the impact of the proposed developments on municipal revenue and costs and economic benefits and costs will be included as part of the ASP.

#### **s) Development Phasing**

The existing MDP contains policy direction regarding the phasing of development. In general, development phasing will follow the logical extension of utilities and be contiguous with existing development.

#### **t) Implementation**

The ASP will address how the land use policies are to be implemented with new land use designations on the Smith Creek lands and direct the repeal or amending of existing land use districts (DC 1-98). Details regarding development phasing may also be addressed in this section.

## **8 Engineering Scope**

Technical documents as appropriate will be prepared for municipal infrastructure systems and are to take into account Stewart Creek Phase 3 development as well as all developable lands within the Smith Creek ASP area. Engineering design criteria are to follow the Town of Canmore – Engineering, Design and Construction Guidelines and be developed in consultation with the Town of Canmore – Engineering department.

The engineering systems to be outlined include:

- Water Distribution System
  - Consider impacts on the existing water supply and distribution system

- Develop conceptual servicing plans with pipe sizes, and conceptual routing, including pressure reducing stations and /or booster pumping stations.
- Sanitary Sewer System
  - Consider impacts on the existing downstream sanitary sewer system, including wastewater treatment plant
  - Develop conceptual servicing plans with pipe sizes, and conceptual routing, including sewage pumping stations.
- Storm Water Management
  - Storm water catchment areas are to be defined
  - Storm water attenuation concepts are to be developed
  - Downstream receiving water courses are to be defined and ownership of impacted lands
- Transportation
  - Conceptual roadway network to be established.
  - Transportation Impact Assessment (TIA) to be conducted: Terms of Reference for the TIA to be jointly developed by: the Town of Canmore – Engineering, QPD and Alberta Transportation.
  - A conceptual integrated transportation plan to be developed, considering public transit, cyclists and pedestrians in conjunction with an open space trail system.

## 9 Environmental Study Scope

An Environmental Study for the Smith Creek lands will provide recommendations with respect to development within the ASP area. Where development is appropriate, the Environmental Study will outline potential impacts and how they can be mitigated. Where development is not appropriate, mitigation measures from potential offsite impacts may be discussed. As discussed previously, the Environmental Study will be designed to fulfill the requirements of an EIS pursuant to the updated Municipal Development Plan.

The Environmental Study will include three main processes:

- 1) A literature review completed prior to and intended to inform the conceptual land use plan that focuses on relevant information and sources applicable to the ASP lands. The scope of this review will not include the functionality of the wildlife corridors as this discussion is occurring with the Province under the direction of the NRCB Decision; however, wildlife corridors as a valid municipal planning issue and the environmental review will need to consider development proposed adjacent to wildlife corridors and habitat patches. The literature will address the following questions:
  - What information/conclusions are relevant to the ASP?
  - What information would benefit from being updated?
  - Are there any significant gaps in the relevant information to the ASP?

- 2) Identification of new and updated environmental information as appropriate in conjunction with the development of the conceptual land use. Having an understanding of the significant ecological and environmental features within the ASP area and what features may require protection. A description of existing environmental conditions, which could include but not limited to: soils, landforms and surface geology, hazards and constraints, hydrological resources and issues, and a biophysical inventory and assessment.
  
- 3) Review the functionality of the conceptual land use plan based on the knowledge of the first two processes. Outline the significance of potential short and long term environmental impacts and provide recommendations for mitigation of offsite and onsite impacts that may be identified. Mitigation strategies should address impacts on the following:
  - Fish and wildlife and associated habitat
  - Vegetation
  - Waterbodies, including wetlands
  - Soils and terrain
  - Ground water impacts
  - Visual resources

The Environmental Study will include recommendations and conclusions regarding whether the development plan should proceed as planned or how the proposal could be modified to reduce or avoid impacts, and required methods to avoid or mitigate negative impacts or build upon positive impacts.

## 10 Community Engagement

The Working Together Guideline was created to outline a process whereby the Canmore community, the Town, and other key stakeholders can get involved early on in the planning process to provide input into the development of the Smith Creek ASP. Landowner and community involvement is an integral component of this collaborative approach and will provide valuable insight into the development of an ASP for Smith Creek.

All stakeholders and members of the community will have a variety of ways to engage throughout the process. A series of workshops and/or open houses will be held to provide updated information and to gather input feedback. A kick-off open house was held on May 20<sup>th</sup> to provide an overview of the collaborative process to come, process timeline, and opportunities to leave comments or concerns. As part of the project launch, The Town, TSMV, and QPD created a Smith Creek ASP project website, [smithcreekcanmore.ca](http://smithcreekcanmore.ca), in order to provide access to process updates, background documents, frequently

asked questions, and other relevant information to the project. Online engagement, through the use of PlaceSpeak, will also be used as a way to get feedback and discuss various features of the ASP directly on the Smith Creek ASP project website. This online engagement tool provides an additional, more interactive method for the public to engage and provide feedback into the process. It also offers easy access to information and discussion topics to people who may not be able to attend an open house or engagement session in person.

Another community engagement component for the Smith Creek ASP involves the formation of a Community Advisory Group (CAG). The CAG will represent a cross section of interests in Canmore and will be used as a sounding board for input on all aspects of the ASP throughout the process, from community engagement, site planning, environmental and recreational considerations and policy development. Key stakeholders include, but are not limited to, area land owners, municipal planning staff, Provincial government departments, residents of Canmore, and environmental, recreational and builder interest groups.



# 11 Planning Process and Project Phases

