



CITY OF
Lethbridge

Outline Plans (Neighbourhood Plans)

Introduction

In accordance with the Municipal Government Act Section (636) the City of Lethbridge and/or consultants prepare Area Structure Plans (ASPs) to define future growth in sectors of the City. The Area Structure Plan must comply with Provincial Legislation and Regulations such as the South Saskatchewan Regional Plan and higher order Statutory Plans (the Integrated Community Sustainability Plan/Municipal Development Plan). Following the adoption of an ASP by City Council, landowners may begin the process of completing an Outline Plan in accordance with the policies outlined in the ASP.

Outline Plan Purpose

The Outline Plan focuses on smaller, discreet areas of land (called a Stage) than the ASP and provides a finer level of technical engineering detail as to how the land will be further subdivided, serviced and developed. A Stage is typically defined as a neighbourhood¹ area that is no less than 40 acres and is typically not greater than 160 acres. These areas must fit into overall City infrastructure capacities and provide for the needs of the market while being economically developable for landowners and fiscally responsible to the existing residents of Lethbridge.

While the Outline Plan looks at a specific area of land, the planning and engineering must take into account the adjacent lands whether developed or not in terms of not only constraints and opportunities but servicing, transportation networks and land use compatibility. Adjacent lands within Lethbridge County must also be taken into account and the County staff consulted during the Outline Plan process, in accordance with the Intermunicipal Development Plan.

Contemporary Area Structure Plans undertaken or presented to the City of Lethbridge for review after January 1, 2013 are designed to include sufficient levels of technical engineering detail so as to avoid the duplication of cost, time and effort at the subsequent Outline Plan stage. ASPs approved prior to 2013 were not required to provide the same level of details and in other cases Outline Plans were allowed to proceed outside the boundaries of an ASP. As such, the information requirements to be provided in the Outline Plan may vary based on these

¹ A neighbourhood should include a balance of housing, recreation and employment based uses.

circumstances.

- Outline Plans within ASPs approved after January 1, 2013 will follow the requirements and process outlined below².
- Outline Plans within an ASP approved prior to January 1, 2013 will continue to follow the “Gated Outline Plan” process outlined at <http://www.lethbridge.ca/Doing-Business/Planning-Development/Documents/Gated%20Process%20Guideline.pdf>

Outline Plan Content

Part 1

All new Outline Plans shall take into account, and describe how the Outline Plan complies with the following policy plans:

South Saskatchewan Regional Plan

Statutory Plans that have been approved by Lethbridge City Council

- 1) Integrated Community Sustainability Plan/Municipal Development Plan
- 2) Intermunicipal Development Plan
- 3) The relevant Area Structure Plan containing the Outline Plan area

Non-Statutory Master Plans approved by resolution of City Council including:

- 1) Bikeways and Pathways Master Plan
- 2) Parks Master Plan
- 3) Recreation and Culture Master Plan
- 4) Transportation Master Plan
- 5) Fire Master Plan
- 6) Transit Master Plan
- 7) Cycling Master Plan

Part 2

An Outline Plan template (Appendix C) is provided as an addendum to this document understanding that the unique circumstances of a piece of land may necessitate additions or deletions to the content. It is expected that the Consultant has reviewed the governing ASP through the application form/checklist (Appendix B) and is using the background and technical information as provided in the ASP when writing the Outline Plan. A confirmation statement of such is required.

The Outline Plan shall provide for a written discussion around the following topic

² Some variation to the new Outline Plan process may be required for the West Lethbridge Employment Centre ASP and the Waterbridge ASP as these plans were “in progress” at the time of new ASP and Outline Plan guidelines coming into effect.

headings and be accompanied by illustrative maps and/or concept drawings. Maps and drawings must be clear and legible and properly labelled with a legend, north arrow and title block.

If two adjacent Outline Plans are being worked on simultaneously it is expected that there will be communication between the consultants and developers in regards to the integration of open space and pathways, boundary conditions, infrastructure design, transportation systems and the transitioning between the two Outline Plan areas.

Opportunities and Constraints – must clearly articulate both in written and visual form the topography of the area along with natural or man-made constraints or opportunities to the development. This shall include, but is not limited to: adjacent development and land use interface, oil and gas wells and underground lines; electrical or telecommunications infrastructure, extensive and intensive agricultural operations, dugouts, existing buildings or structures, roads and access points, drainage corridors, wetlands, wildlife habitat areas, historic resource sites, coulees, natural grasslands, and vegetation. If such information was provided in the ASP then the Outline Plan should reference and present this information contextually in the Plan.

Development Concept – this includes identification of general/unspecified land uses (i.e. low, medium or high density residential, commercial, industrial, parks, public lands etc.), and does NOT identify specific Land Use Districts from Bylaw 5700. This provides greater flexibility to adjust land use districts within the same general land use category and/or density range based upon market conditions.

General land uses (i.e. low, medium or high density residential use) and densities proposed at the Outline Plan stage should not diverge substantially from the ASP. Minor variations in use are acceptable recognizing that markets and demands change over time. However, such changes cannot substantially alter the servicing or transportation requirements resulting from significant changes in planned density (e.g. single family to multi-family) or major changes in use categories (e.g. Residential to Commercial), which would require amendments to the ASP if not already addressed or anticipated within the ASP. It is not anticipated that specific land use districts will be assigned a part of the Outline Plan but rather a range of options may be presented with zoning to occur later closer to the time of subdivision.

Open Space Concept – the layout of parks and school sites identified in the ASP shall be refined at the Outline Plan to clearly show concepts for the layout of school, parks amenities and linear pathway connections within the Outline Plan and to existing and future neighbourhoods. Open space should attempt to incorporate natural features where possible. Parks and schools should be incorporated into the earliest phases as are practical and not left to the final phases of the Outline Plan area. Communication between the developer and the school districts is required throughout the OP process and City staff should be present when this occurs. Creditable and non-creditable reserve lands³ should be acknowledged.

Servicing Network – shall include identification of the location of required electrical, major storm water facilities (ponds, storm sewer lines), sanitary sewer facilities (sewer lines and lift stations), water facilities (water lines and reservoirs) and size requirements, address any off site funded requirements, and outline any alternative designs that may have been considered by other City Master Plans or identified by higher order Policy Plans. The servicing network shall also consider lands adjacent to the Outline Plan area and how the servicing will interface with existing and future neighbourhoods. If two adjacent Outline Plans are being worked simultaneously it is expected that there will be communication between the consultants and developers in regards to the transition between areas, boundary conditions and the design of required systems.

Transportation Network- shall describe and illustrate the planned location and capacity of roads, how multi-modal options are being included, any traffic control devices such as roundabouts or right in/right outs that are being employed, the interface with existing and future road networks and the effects of any proposed alternative designs that may have been considered in an approved ASP.

Phasing Strategy – the Outline Plan shall clearly show the proposed phases of subdivision and sequence of development that the landowner or developer intends to follow in constructing new subdivisions. Clear language articulating which infrastructure requirements must be constructed for each phase to begin must be included. Rezoning of lands will occur concurrent with a subdivision application or in anticipation of a subdivision application within the year.

Implementation Strategy – the information and strategies approved in the Outline Plan shall be used by the consultant when providing detailed design drawings to the City at the time of subdivision.

³ Dry ponds, wet ponds (below the high water mark), and linear connections that are less than 15m in width are non-creditable reserve.

Part 3

The following supporting documentation is required to be presented as part of the Outline Plan and may be included as an Appendix to the Outline Plan if:

- it has not been previously been provided to a sufficient level of detail, or
- if previous reports surfaced matters/issues that require further deliberation and/or
- there is a policy direction to obtain such information set up in higher order Policy Plans (the ASP).

1. Geotechnical Reports – These reports must be at a sufficient level of detail to confirm that there are no major underground conditions that will affect the ability of the development to take place. It is recommended that geotechnical reports include sufficient borehole samples to confirm significant changes in conditions and to reduce the requirement for site specific sampling at subsequent subdivision and development stages.

2. Environmental Reports – This includes any Environmental Site Assessments (ESAs) Phase 1, 2 or 3 and Wetland Assessment (in accordance with the Alberta Water Act) that are required, as well as a Biophysical Impact Assessment (BIA).

3. Historical Resource Assessments or Historic Resource Impact Assessment – Prior to approval of the Outline Plan, clearance under the Alberta Historic Resources Act must be granted by the Province. This includes a review of Alberta Culture Historic and Archaeological known site (the assessment) and, if required, a Historic Resource Impact Assessment (HRIA). If Historic Resources Act clearance has been granted at the previous ASP stage a new HRIA is not required for the Outline Plan, but may be required at the subdivision stage, depending on the location of the subject site in relation to land that has been identified in the province's Listing of Historic Resources (see section 5 (5) of the Alberta Subdivision and Development Regulation).

4. Traditional Knowledge and Land Use Study - This includes an analysis of the Outline Plan area to determine the presence and significance of Indigenous traditional knowledge and land use. This includes identifying and documenting the following types of sites and use areas: native vegetation, animal habitat and corridors, resource extraction, human habitation and economic use, human spiritual and ceremonial use, as well as ecological knowledge and places of history, legend and other accounts. If a Traditional Knowledge and Land Use Study has been completed at the ASP stage a new Study is not required, unless specified in the ASP.

5. Traffic Impact Assessment - This includes outlining local road networks and verifying and supporting traffic impact assessments (TIA) work undertaken within

an ASP. The TIA completed for the Outline Plan shall be done according to the City's Traffic Impact Study Guidelines concerning the Outline Plan level TIAs and at the discretion of the City's Transportation department.

6. Servicing Master Plan – This includes defining local area servicing networks and connection points and verifying that they are consistent with servicing information presented through City Master Plans and/or the ASP.

City Outline Plan Review Body

On behalf of the City of Lethbridge, the review body for all Outline Plans and any amendments is the Planning Review Team (PRT). PRT is comprised of technical experts from Planning and Development Services, Infrastructure Services and Community Services. The Terms of Reference for PRT is found in Appendix A and includes roles and responsibilities of the committee as well as a delineation of what departments are represented, regular meeting times for PRT and how PRT functions in terms of the review process.

Outline Plan Document Development and Review Process

The steps of the process are listed below in chronological order.

a. Community Issues Committee (CIC) Presentation

Prior to the start of the Outline Plan being drafted, the applicant is required to present the vision of the Outline Plan to the Community Issues Committee (CIC) for briefing and comment. The connection between this vision and the overarching Area Structure Plan should also be made in this presentation. In order to help to convey the vision, a draft preliminary land use concept may be submitted (but is not mandatory) along with any other necessary information that the applicant wishes to share. CIC may then give comments to the applicant.

b. Start-up meeting

At this meeting the applicant and their consulting team will meet with the City of Lethbridge Planning Review Team (PRT) to discuss the area intended for development (the stage). The applicant will contact the Senior Subdivision Officer to be scheduled onto a PRT Agenda. The applicant will review the application form/checklist (Appendix B) with PRT members for completeness. The vision for the plan area is discussed, specific requirements, issues, concerns or challenges are identified from the application form/checklist. This meeting should take place at the start of the Outline Plan process.

c. Plan visioning meeting

The applicant is afforded the opportunity to present additional information and any preliminary conceptual drawings to PRT for discussion in terms of conformity with the overall planning framework of the City and any Infrastructure Master Plans or other Master Plans that may be in place. The applicant may also take the opportunity at this time or shortly thereafter to host a design and visioning charette with PRT members and other applicable City staff.

d. Agreement to Proceed

Once the applicant has outlined the intended vision and confirmed that the Outline Plan aligns with any applicable policies of the ASP in regards to infrastructure availability, then the applicant can proceed with preparation of the Outline Plan.

e. Submission

The Applicant then submits a completed application form and required fees, (Appendix B) along with a work plan and timeline demonstrating planning and technical milestones and a PRT check in at each milestone. The purpose of the PRT check in is to ensure that the applicant does not complete technical work that requires adjustment at a later time wasting time and resources in the process. The Outline Plan template (Appendix C) may be used as the workplan.

f. Municipal Planning Commission Presentation (Optional)

The applicant is afforded the opportunity to present information to the Municipal Planning Commission (MPC) about the company, the vision and the overall intent of the planning process for the Outline Plan area. This is intended to afford the applicant the opportunity to engage MPC in a discussion about the conditions (e.g. market) and values that will influence the Outline Plan's development.

g. Review

The draft Outline Plan shall be submitted according to the format as agreed to and may follow the format laid out in the Outline Plan template (Appendix C). The Outline Plan shall be drafted based on goals and policies of the overarching planning documents (i.e. SSRP, ICSP/MDP, ASP), the plan visioning that was previously conducted (see section 2.5 b) above) and the results of the technical investigation and documentation conducted as background information for the Outline Plan.

It is expected that when the document is submitted at each milestone to PRT for review it will be formatted in the final version so each section is populated much like a book with chapters.

Submissions are made to the Senior Subdivision Planner and will be distributed to PRT members for review at the next PRT meeting which occur every Thursday afternoon (exceptions occur during the holidays).

PRT members are afforded 2 weeks to review a submission and provide the Chairman with comments. The comments will be circulated in the form of a letter to the applicant.

The applicant is welcome to book a time on the regular PRT agenda to discuss any comment or concerns and work through any of those as a group if appropriate.

Should resolution to a comment or concern not be achieved the matter can be referred first to the Business Unit Manager for resolution. In the event that a resolution is still not forthcoming then the “Director (As defined by Bylaw 5801 – The Subdivision and Development Authority and MPC Bylaw)” can be brought in to the discussion.

The applicant shall make agreed upon changes to the necessary plans, concepts and documentation as required and submit completed changes to the Senior Subdivision Planner. Outline Plans are complex documents that usually go through multiple revisions based on new information and feedback.

h. CIC – Land Use Concept Consultation

The applicant will present a draft land use concept to CIC for briefing and comment prior to public consultation occurring through an open house. As with the initial CIC presentation at the beginning of the OP process, CIC will then give comments to the applicant.

i. Public Consultation

Upon completion of a land use concept and a draft of the Outline Plan that is acceptable to PRT and CIC the applicant shall proceed to arrange a minimum of one Open House with the public. The land use concept and draft of the Outline Plan shall be presented at this Open House and the applicant shall receive feedback on the draft Outline Plan and land use concept. This feedback shall be shared with PRT and any necessary revisions to the draft Outline Plan and land use concept shall be made with the guidance of PRT. Please note that the Outline Plan Open House should be held in conjunction with any other City projects in the area that also require an Open House, if possible. The Senior Subdivision Planner will determine this prior to the Outline Plan Open House being confirmed.

j. Decision

After final revisions to the plan are made, the applicant shall submit a final draft of the Outline Plan to the Senior Subdivision Planner for inclusion on a Municipal Planning Commission (MPC) Agenda. This final draft will include any technical reports that were required as appendices in addition to the Outline Plan document. Upon reviewing the OP and hearing presentations from the Chairman of PRT and from the applicant MPC will make a decision.

After MPC has rendered a decision on the proposed Outline Plan, notification of the decision will be sent to City Council by City staff.

Processing Time

Depending on the degree to which an Outline Plan conforms to an ASP and information has previously been reviewed it can be anticipated that the City staff processing time for an Outline Plan will be about 12 months (270 working days).

It should be noted that this does not take into account delays from the landowner/developer/applicant based on market or other externalities and does not take into account the time required by the applicant to draft, make changes or adjustments to the Outline Plan or its supporting documents. Finally, the above does not apply to Outline Plans that are within areas that have a previously approved ASP prior to January 1, 2013 or no ASP.

Making Changes to an Outline Plan

Neighbourhoods take a number of years to fully develop and over this time many factors can change. This often necessitates a change to the Outline Plan, whether it be minor, requiring an adjustment, which can be made by staff or more complex, requiring an amendment which must be approved by MPC.

The two separate processes for changing an Outline Plan are described below:

1. Adjustments

Changes that can be implemented by an adjustment include:

- A minor change to a roadway or laneway.
- Changing specific land use districts (such as from R-L to R-CL) shown on the land use concept, to those within the same broader land use category (i.e. 'low-density residential'), if applicable⁴.

In the event of a change to the Outline Plan involving an adjustment, staff can approve an **adjustment** to the Outline Plan, through PRT. Depending upon the nature of the proposed adjustment, this may still require the proponent to submit the necessary changes to the Outline Plan (i.e. revised text, maps etc.), but does not require the approval of the Municipal Planning Commission.

2. Amendments

Changes that must be implemented by an amendment include:

- one land use category to another (i.e. Residential to Commercial)
- the re-classification of a roadway (i.e. local to a collector)
- major changes to the utility servicing of the plan area

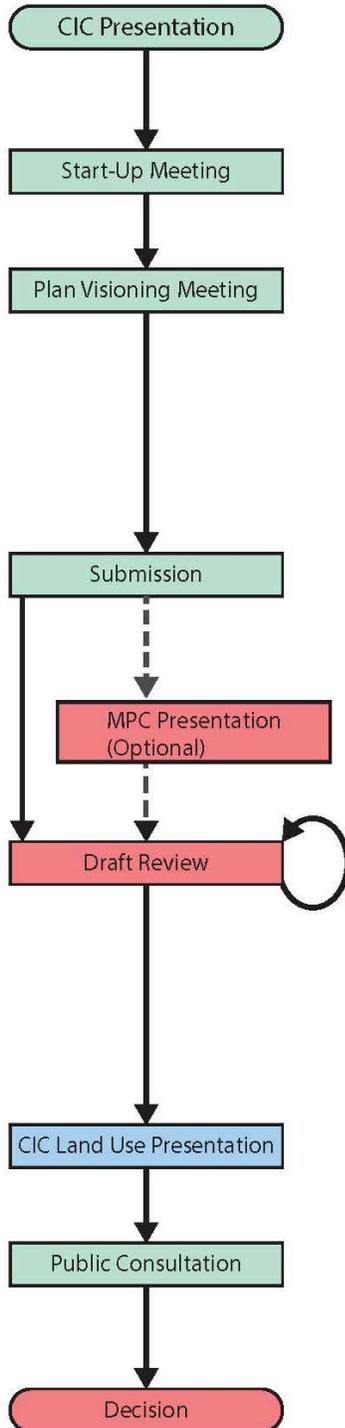
An Outline Plan amendment is considered to be more impactful than an adjustment and requires staff to review and provide comments on the change as well as public notification and approval by Municipal Planning Commission, through their processes.

Dispute Resolution

A proponent can appeal a decision of the PRT by submitting a formal request to the Chairperson. The appeal will then be discussed by the PRT and a response generated.

If unsatisfied by this appeal decision, the proponent can then escalate the decision to the PRT Lead. If still unsatisfied with the decision of the PRT Lead, the proponent can then escalate this decision to Senior Management, involving the director under which planning and development falls and the director responsible for the area of concern, for a final decision on the matter.

⁴ Note: A few Outline Plans describe specific land use districts from the Land Use Bylaw in their land use concept. This refers to those Outline Plans. For example, changing an area shown as R-L in an Outline Plan's land use concept to R-CL could be accomplished through an Outline Plan adjustment, as both are considered to be low-density residential and represent a relatively minor change to the Outline Plan.



A presentation to the **Community Issues Committee (CIC)**, where the applicant presents the vision of the Outline Plan, is required prior to the start of the Outline Plan being drafted. The connection between this vision and the overarching Area Structure Plan should also be made in this presentation. CIC may then give comments to the applicant.

The **Start-Up Meeting** has the applicant and their consulting team meeting with the City of Lethbridge Planning Review Team (PRT) to discuss the area intended for development, the vision for the plan area, as well as requirements and challenges that are specific to the Outline Plan.

A **Plan Vision Meeting** gives the applicant the opportunity to present additional information and any preliminary conceptual drawings to PRT for discussion in terms of conformity with the overall planning framework of the City and any Master Plans or other municipal policies and documents that may be in place. The applicant may also take the opportunity at this time, or shortly thereafter, to host a design and visioning discussion with PRT members and other applicable City staff.

Once the applicant has outlined the intended vision and confirmed that the Outline Plan aligns with any applicable policies of the ASP in regards to infrastructure availability, then the applicant can proceed with preparation of the Outline Plan.

The applicant makes a **Submission** of the completed application form and required fees, along with a work plan and timeline demonstrating planning and technical milestones where they will meet with PRT. The purpose of the PRT check-in is to ensure that the applicant does not complete technical work that requires adjustment at a later time wasting time and resources in the process.

The applicant has the *option* to make a **presentation to the Municipal Planning Commission (MPC)**. This is intended to afford the applicant the opportunity to engage MPC in a discussion about the conditions (e.g. market) and values that will influence the Outline Plan’s development, prior to work commencing on drafting the Outline Plan document.

The draft Outline Plan will be submitted to PRT at various milestones as previously agreed to at the Submission stage. In this **Draft Review**, members of PRT are afforded 2 weeks to review a submission and provide the PRT Chairperson with their comments. PRT will then discuss the comments as a group and provide the applicant with the formal comments of PRT through a letter.

Outline Plans are complex documents and it is common for a draft Outline Plan to go through a cycle of multiple periods of comments and revisions during the Draft Review based on new information and feedback.

Once a final draft of the Outline Plan document is complete, the applicant must attend a **CIC Land Use Presentation** where they will present the proposed land use concept to CIC who will then give comments to the applicant.

Upon completion of a land use concept and a draft of the Outline Plan that is acceptable to PRT and CIC the applicant shall proceed to arrange a minimum of one **Public Consultation** session. And feedback that is received shall be shared with PRT and any necessary revisions to the draft Outline Plan and land use concept shall be made with the guidance of PRT.

After final revisions to the plan are made, the applicant shall submit a final draft of the Outline Plan and any necessary appendices to MPC for a public hearing and a **Decision** on its adoption. This part of the Outline Plan process may take to 2 months, due to required notifications and MPC availability.