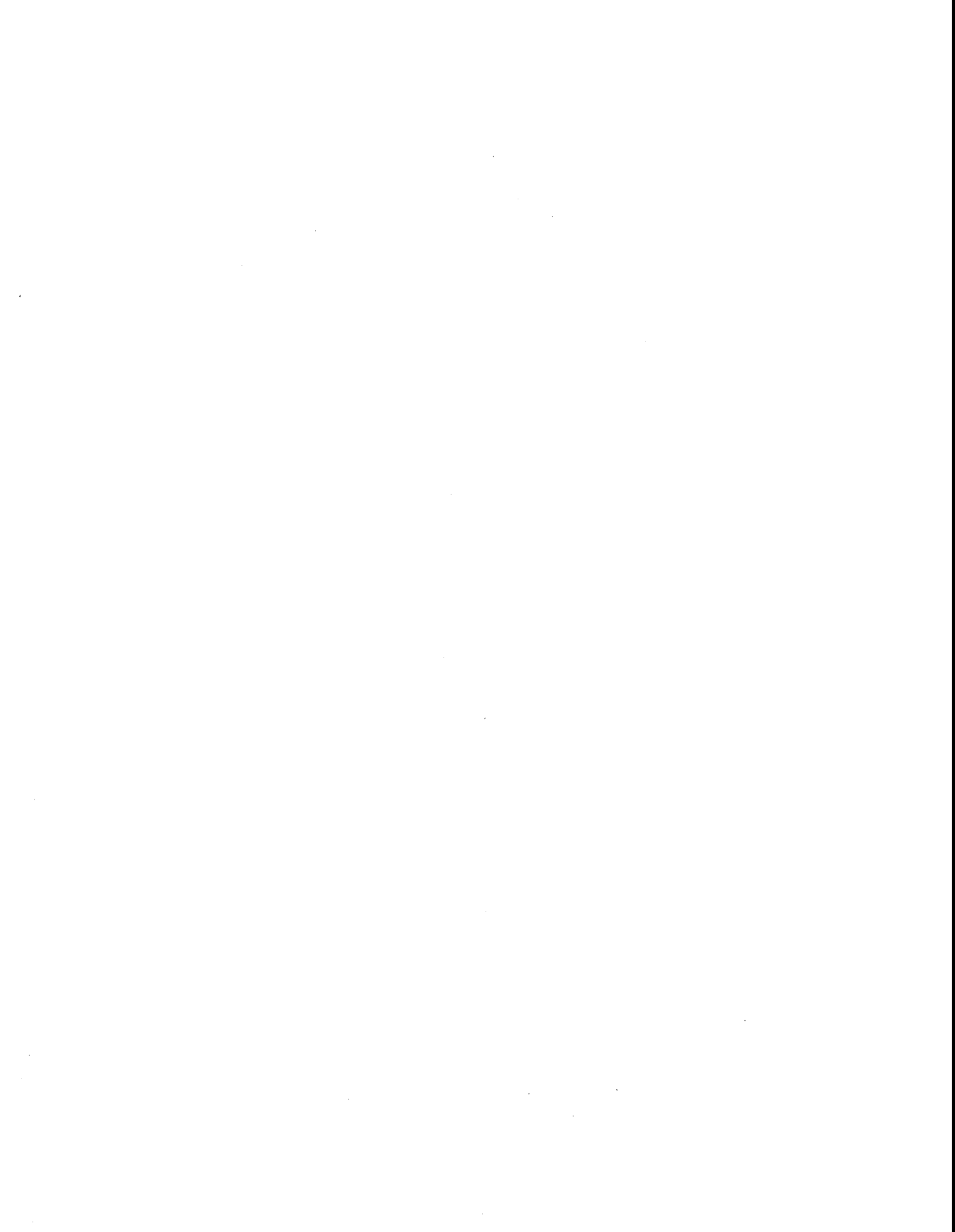


TOWN OF CANMORE
GROWTH MANAGEMENT COMMITTEE
1995 STRATEGY REPORT

Final Report June 1, 1995



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STRATEGY SUMMARY

INTRODUCTION

On the evening of Wednesday April 5th 1995, Canmore's Growth Management Group came to consensus, with representatives from all groups, on a package of strategies they feel will help the Town of Canmore bring growth under control within three years.

The Growth Management Group is composed of the widest possible range of community interests. The group was formed at the request of Council who in the spring of 1994, hired two local facilitators to develop a collaborative process in the quest for solutions to Canmore's growth problems.

Over the past eleven months, the Group has spent thousands of volunteer hours studying the growth problem and negotiating solutions. During that time the Group has examined precedent setting community studies and growth management strategies in other communities in an attempt to come to grips with rapid changes in Canmore and the Bow Valley. Through the establishment of careful groundrules agreed upon by the Group, many highly controversial issues were confronted and resolved.

The strategy is an integrated, self-correcting process that involves four major inter-connected elements:

- a land base map of Canmore and valley which outlines the boundaries and character of the town in the future
- a residential growth management strategy
- a commercial growth management strategy
- a series of needs assessments and monitoring programs which allows for ongoing adjustments and corrections in the other pillars of the strategy

All of the recommendations are elements of a "package" to manage growth. Interpreters of the strategy need to remember that a change or shift in 1 pillar can produce unfavourable outcomes in another. Consequently it is important to view the document in its entirety.

INITIATING THE DISCUSSIONS

In April 1994, the Town Council of Canmore decided to develop consensus in the community about management of the community's growth. Typically consultation with the public has occurred in a different form - often a draft document has been created and then input received from a wide variety of views. In this *collaborative activity* all stakeholder representatives around the table during the decision making process were there to create an agreed document on their own.

The power of this type of non-adversarial negotiation lies in the principles which underlie the consensus process. These are:

- the process is *purpose driven*...people need a reason to participate
- the process is *inclusive not exclusive*...all parties with a significant interest in the issue should be involved
- the process is *self-designed*...the group itself defines the issues, determines its own ground rules and clarifies roles and responsibilities
- the process maintains *flexibility*...it is dynamic but not open-ended
- each group has an *equal opportunity* to access information and the process
- each group *has respect for diverse interests and diverse values*
- each group is *accountable* to their constituency and to each of the other members of the group
- *time limits* are essential...this is not an open-ended process
- the agreement must have an *implementation* component

REACHING AGREEMENT

To prepare for the consensus building process, the group had to undergo a training session in consensus decision-making as well as a series of information sessions to bring the representatives up to speed on a wide range of development issues. In addition, input was sought from constituency members on issues vital to their interests. One of the unique features of this collaboration among 19 different interest groups has been the lack of predetermination of the outcome by any parties other than those represented at the table; a second feature has been the development of a framework for working in a different way with people who in other forums had been antagonists.

It required time and a series of small as well as large group meetings over a ten-month period. The list of participants is in Appendix A.

This process has required the building of trust in two areas: i.) that the representatives were earnestly attempting to advocate the views of their constituents; and ii.) in the larger forum with people representing alternative view points. As a result of the trust that was generated, results were achieved in two significant areas:

i.) the representative groups created a more productive and positive way of relating to each other; and ii.) the groups were able to achieve their primary goal, that of developing an initial strategy for managing the growth of Canmore.

The strategy is based upon four pillars that, when taken in combination, will act as a road map into the future of the community and will require an ongoing process of monitoring and adjustment.

The public meetings produced a series of responses which have been compiled and are available at the Planning Office.

VISION OF CANMORE, 2015

In creating the 1995 Growth Management Strategy, the participants were guided in their discussions by a series of statements which envisioned the community at its best in the year 2015. In summary, Canmore in 20 years is a Town that prides itself in *sense of community*, described in the following statements.

In 2015, Canmore prides itself on its friendly, caring and neighbourly lifestyle. People are welcomed in our town - as old friends or as new neighbours, as regular visitors or as guests and tourists. Our strong sense of community pride grows from the diversity of people who have chosen to make this community their home and the diversity of interest and skills they bring with them to share with others.

We foster participatory democracy at all levels of municipal decision-making and we are providing for the needs and safety of all our citizens through:

- planning for a mix of housing options that are integrated into the environment and meet a wide range of individual needs
- high quality educational and retraining opportunities for citizens
- superior levels of vital community support services
- support for a full range of recreational opportunities

In 2015, the quality and beauty of the Bow Valley is a source of community pride for the citizens of Canmore. While recognizing that the beauty of the surrounding natural environment is the primary source of economic activity for the community, Canmore is a showcase for the world in how we manage a community in an environmentally sensitive and significant area. Canmore's success in attaining this standing is based on the following principles:

- promotion and development of a strong and enduring respect for our natural surroundings in all of its citizens and visitors
- the creation of opportunities for citizens and visitors to enjoy and appreciate Canmore's natural environment in all its diversity
- a system of environmentally sensitive areas including wildlife corridors has been established and is actively preserved and protected

In 2015, Canmore is a vibrant community enjoying a healthy tax base and broad economic well-being for its citizens. Canmore's prosperity is derived primarily from a tourism industry based on appreciation of the mountain environment. The Town is also recognized as a centre of expertise in environmental planning, management and public education. Much of the community's business base remains locally owned and operated.

The success of Canmore's economic strategy owes much to the on-going partnership of business, government and community. Through the partnership a harmonization of objectives has been achieved which ensures wise management of the abundant natural, human, and financial resources located within the Canadian Rockies ecosystem.

The community's continuing objectives for economic well-being are:

- to ensure the tax base is sufficient to fund facilities, amenities and activities desired by the citizens of the community
- to ensure that local economic activity can produce sufficient and varied employment for all residents, including youths
- to ensure the values and desires of visitors are harmonized with the values and desires of the resident community
- to ensure that the paths chosen to reach our objectives are consistent with the community's desire to preserve the natural environment as the key asset of the region

In 2015, Canmore is a community that nurtures a creative and productive cultural sector. We welcome and provide opportunities for diverse cultural expression by acknowledging and integrating cultural requirements into all aspects of community life. We enjoy:

- public policy that encourages and celebrates cultural activity which in turn shapes a community identity, nurtures a community spirit and enhances the quality of life for all our citizens and guests
- planning and architecture that provides accessible and innovative public venues and which integrates affordable workshop/studio space into community developments
- education and celebration opportunities for participants both local and international, amateur and professional, young and old...from summer arts festivals...to schools, concerts and permanent historical displays

In 2015, Canmore is recognized as an ideal community which has learned how to manage its own growth in a very wise and strategic way - for the betterment of all who live in and visit our special mountain community.

CORE OF THE STRATEGY

The strategy is an integrated plan derived from the principles contained in the Vision of Canmore in the year 2015. It comprises four pillars which together focus energies for change and development into a range defined by maximums - manageable impacts, and by minimums - ensuring levels of required community services. The strategy encompasses a series of interrelated recommendations for action within this development range in order that the community can achieve the stated vision.

Pillar 1: Defining the Lands Pillar

The Growth Management Committee (GMC) has developed a Land Base Map which incorporates all known information about the local environment and the future growth of Canmore, including areas of consensus and recommendations on those areas that present fundamental choices concerning the future physical growth of the community. The Land Base Map was a necessary first step in the process of understanding and debating future growth, ie rates, time frame, size. Areas on the Map which presented opportunities for choice receive specific recommendations on their future development.

Pillar 2: Residential Development Pillar

GMC recommends bringing the net population growth rate to 6 % per annum by 1999, and not more than an average of 6 % in the years 2000-2005. The tool for managing this rate is to set annual quotas for new land use approvals. The strategy contains detailed recommendations for monitoring demographic changes that might result from the program, and sets in place the opportunity for an employment shift from residential construction and trades into other commercial activity.

The recommendations on residential development also contain agreements on ruralization of the community, infrastructure planning, wise management of the physical environment, recreation/green spaces strategies and a master trail network.

Pillar 3: Commercial Development Pillar

GMC has made a number of recommendations to ensure long-term financial health for the community and its citizens. The agreement contains proactive strategies for immediate implementation to achieve a split of 70% residential/30% commercial tax assessments by the year 2005 and 60/40 by the year 2015.

Pillar 4: Implementation & the Future - Thresholds and Monitoring Pillar

Growth management strategies require an ongoing process of monitoring and evaluation, in order to measure the impacts of such strategies and their success and shortcomings. Monitoring the effects of growth on the environment and social fabric will form the basis of an ability to respond to that change in a timely and appropriate manner. The 1995 Growth Management Strategy contains many specific proposals for data collection and analysis. Commitment to these proposals is critical to the successful implementation of the overall strategy.

PILLAR1:DEFINING THE LANDS

PREAMBLE

Early on, the Growth Management Committee (GMC) decided that a sub-group was required to look specifically at the local environment and how the future growth of Canmore could impact on it. The sub-group was charged with determining areas of consensus and disagreement on the broad range of identified issues and reporting their findings back to the large group on a regular basis to ensure that all key elements and concerns from other members were addressed. The group selected a particular format for compiling all of the relevant information on the issues: the format selected was a Land Base Map. (see Appendix B). The map must be considered a living document ; a tool that changes as new information is added. It is necessary that the Town keep the map current.

The Land Base Map encompasses all of the lands within the Town of Canmore. It accommodates numerous overlays that show the range of land uses (present and proposed; provincial and municipal), current ownership, current zoning, trails, environmental significance, and any information that is relevant to decisions that may be undertaken regarding possible future development. To ensure that contiguous wildlife management needs were identified, the group also looked at affected lands within the Municipal District of Bighorn, where appropriate. In compiling the map, the group had reference to all of the major studies and documents affecting the issue, as well as detailed information from various knowledgeable people.

The Land Base Map was a necessary first step in the process of understanding and debating potential future growth in the valley, ie rates, time frame, size and where growth could take place. The goal of the Growth Management Map Committee was to *delineate those areas within the Town of Canmore and lands within the MD of Bighorn that present fundamental choices concerning the future physical growth of Canmore.* The Map Committee identified those areas and made recommendations on their future land uses. Readers of this report should consider the Land Base Map as an integral part of the document.

* A complete map and overlays will be given to the Town.

RECOMMENDATIONS and REASONS

Recommendation 1: *Area #s 1,2,3,4 and 10 Non-development Zoning*
 The Town of Canmore shall nominate public non-development lands to the Province asking them to designate those lands for permanent protection under existing legislation through such avenues as the Natural Areas Department, Parks Act etc..

Map areas 1,2 and 3 is green space surrounding and within the Town of Canmore, along the river and water courses as illustrated on the Land Base Map labeled "non-development area", should be considered in the 1992 General Municipal Plan (GMP) as permanent green space where no future development will be considered. The non-development zones are to remain green FOREVER. They are to be used for such things as wildlife corridors and habitat, preservation of vegetation and public green space.

Existing land uses contained within the green space will continue to exist, however, no new land use changes will be permitted. This includes such things as Spray Village, the Bow Valley Riding Association, the Alpine Club of Canada, the Kananaskis Gun Club and Wyocan.

Recommendation #2: Area #5 Quarry Lake

Area #5 is currently zoned recreational and is owned by the Province. Three Sisters Resorts (TSR) has an option to lease 178 acres from the Province as part of the land exchange for Wind Valley. TSR proposes to develop 25 acres fee simple residential, proposes 10 acres for a school site Municipal Reserve (MR) and the balance of the proposed 143 acres to be leased and dedicated to the Town of Canmore for a park. Also proposed, the Town of Canmore's current 20 acre lease of lands at Quarry Lake would be given fee simple to the Town of Canmore.

GMC recommends Council proceed with 1st Reading and Public Hearing for the proposed zoning change. There were diverse views amongst the sub-group nevertheless, the debate is sufficiently advanced that Council should hear the public view and make a final determination.

Recommendation #3: Areas #6 and #7 Three Sisters Resorts - east

Given the Natural Resources Conservation Board (NRCB) decision of the application by Three Sisters Resorts and associated studies, no further evaluation of environmental issues is required on these areas. At the land use and subdivision applications, Area #6 should be reviewed if regionally significant wetlands are found and Area #7 should be reviewed if regionally significant elk calving area is proven to exist.

Recommendation #4: Area #8 Grotto Mountain

In September 1994, Area #8 was sold to Grotto Mountain. Prior to any development in Area #8, it should be treated as follows:

An environmental impact assessment (EIA) be done on the subject parcel of land to be evaluated by the Town of Canmore Environmental Advisory Review Committee. As part of the EIA the proponent will complete a cumulative effects assessment, identify any wildlife corridors, critical habitat and rare or uncommon plants located on the parcel. A public information session will be held on the EIA prior to final submission to Town Council. A social and economic impact analysis will be done as part of the Area Structure Plan process. Policy Area "B" as contained within the GMP will govern for development purposes.

Recommendation 5: Area #9 Stone Creek option

Stone Creek has an option to lease approximately 400 additional acres from the Province. Stone Creek is proposing to monitor and understand the effects of proposed and existing developments presently underway in the SilverTip development. It is unlikely that this land will be considered for development until the year 2000 at the earliest. At that time, any development proposals for Area #9 must proceed through the Environmental Impact Assessment process and provide for the necessary cumulative effects analysis. This recommendation is consistent with Policy Area "A" in the GMP. Notwithstanding the foregoing, Stone Creek has made a proposal for a 7.4 acre site to accommodate some golf course reconfiguration to provide for a more environmentally sensitive solution on the overall site and Town of Canmore Council should proceed in due course with review of that proposal.

Recommendation #6: Area #s 11,12,13 and 14 MD of Bighorn lands

The "green area" overlay as it impacts the Municipal District of Bighorn (MD) will require the MD and Town of Canmore Council to reach a Bow Valley wide understanding for lands adjacent to Highway 1A, Dead Man's Flats and Harvey Heights. The Committee recommends that Council work with the MD to achieve this objective.

Recommendation #7: Area #15 South Canmore

Land owned by the Town of Canmore and the Province of Alberta in the South Canmore area should remain non-developable, with the exception of the sewage facilities and trails. Private land should remain designated Policy Area "A" as currently identified in the 1992 GMP.

Recommendation #8: Regional Trail System

The Land Base Map incorporates a regional trail system which was developed from the Bow -Corridor Recreation Trail Study. The locations indicated on the map are general, but show the intended connections from one area to another.. A specific trail recommendation specification plan is included as an appendix to this report (see Appendix C). The Town is directed to use this plan as information to develop their own trail construction standards.

Recommendation # 9: Human and Geological History

The Town should protect the areas of human history (ie mine sites, archaeological sites, native culture etc) and geological history (fossil sites, the HOODOOS etc). Private lands should be treated as per the General Municipal Plan (GMP) in the historical resource impact assessment. Public lands should be protected as they are identified.

Recommendation #10: *Biosphere Project*

The Town shall actively support the formation of a Biosphere Project that would facilitate the recommendation of the 1991 NRCB hearing that:

" a valley wide cumulative impact strategy be developed"

The intent of such a project is to undertake an in-depth environmental study of such things as wildlife, vegetation, water courses etc. from the Park Gates to the Gap. The success of such a project would involve the participation of many groups including environmental experts, community volunteers, members of other jurisdictions (Improvement District, Municipal District, Banff National Park) and others.

PILLAR 2: THE RESIDENTIAL COMPONENT

PREAMBLE

The residential growth management recommendations are founded on balancing two fundamental issues within the context of inherited policies and decisions, and the principles of private property ownership rights. The balances had to occur between:

- appreciation of the need for adequate housing to achieve important social goals of the community; and
- concern over the stresses that unmanaged residential growth has on the community's valued physical and human fabric.

CONTEXT

Through the lengthy discussions on residential development issues, a number of principles and understandings were identified by the Growth Management Committee (GMC):

- the rights of private property owners cannot be lessened without the explicit agreement of the owner and as a consequence it is necessary to understand the dynamics of residential land development so that an appropriate agreement could be reached
- the "land use" application stage of land development provided the greatest flexibility within the Municipal Government Act for a growth management plan as lands which are already zoned cannot have those legal rights arbitrarily removed or altered. Fortunately for our negotiations, it became clear that the land use application stage is also the most appropriate stage for land developers to bring their projects into a growth management strategy. Acting at this stage allows the community to make decisions that will have impact two to three years in the future (thereby allowing proactive planning for financing and construction of required infrastructure and reducing the opportunity for speculative land acquisition). It also gives developers the ability to create reasonable and reliable business plans and more efficient subdivision proposals, and gives people currently employed in residential construction and trades an opportunity to plan for any future reduction in residential development activity.
- while we determined that the *management* of growth could occur by managing residential unit approvals, the *measurement* of growth only had real meaning for our discussions if it was based on net population increase, as it is people who utilize community programs and services

- one of the characteristics of the community that any growth management strategy had to address was the current dominance of home occupation by a permanent resident population at all socio-economic levels. It was a fundamental social goal that the community maintain its vibrancy and diversity by ensuring that the housing options in the community should help protect the community's present resident profile
- to ensure success of any growth management strategy the community will need to commit itself to on-going data collection and analysis

RECOMMENDATIONS and REASONS

Recommendation 1: *Growth Rate Limit*

The goal of this recommendation is to bring the net permanent population growth rate to 6 % per annum by the year 1999. The further and related goal is to achieve an annual land inventory that will support no more than an average of 6 % net population increase per annum in the five-year period commencing at the end of 1999. GMC recommends the following plan to achieve this goal:

1. The Town shall adopt the following quotas for approval of new residential units in new land use applications in each of the next 5 years. These quotas are based on the 1994 total number of housing units as per the census (3272 units):

1995	3272x6%		=196 units
1996	(3272+196)	= 3462x6%	=208 units
1997	(3462+208)	= 3676x6%	=221 units
1998	(3676+221)	=3897x6%	=234 units
1999	(3897+234)	=4131x6%	=248 units

It should be clear that this strategy is flexible as in real terms these figures may vary in response to economic activity, BUT the goal to achieve our anticipated 6% growth rate is not.

2. A three-year rolling average be used to determine the actual annual approvals. The three year rolling average for annual approvals means that in any given three year period the total annual approvals for that three year period CANNOT be exceeded. The averaging provides a more accurate picture for growth management planning purposes and is the time frame used in other high growth communities to guide their growth management. Averaging the annual quota allocations for any given year, thereby allowing more efficient subdivision planning, is to be expected.

3. The plan incorporates a "safety net" & plan variation mechanism in recognition of that fact that there is a lag time in seeing the actual results of the quota strategy implementation. The safety net plan is to adopt a mid-point target population growth rate of between 7% and 8% as measured by the 1997 census. If the target is not reached, a variations in the plan can be made. The variation can begin in 1998 and amount to a maximum variation in the allowable quota of 12% of that year's quota. If further

variation is required in 1999, the quota in 1999 may be varied by up to 12% of the revised 1998 quota. If the population growth rate continues to exceed our target the variation can continue, provided that the community always maintains a minimum of 170 new residential unit approvals each year.

This minimum works to prevent housing prices from rising due to an insufficient inventory of land to meet future anticipated demand. Once the 6 % goal has been reached the number of new land use allocations will be adjusted to be consistent with the maximum 6 % growth rate.

The growth management plan for residential development anticipates a five-year period prior to any revision more substantial than the variations discussed in the safety net section. If at the end of the first five-year period the plan has not achieved the desired results it will be adjusted or amended to ensure the needs and goals of the community are met for the following five-year period. This type of constant monitoring and adjustment is critical to the future success of growth management

Details and Comments on the Recommendation:

- For the purposes of quotas, new applications are defined as applications on land not previously zoned for residential or commercial use. Applications for down-zoning are *not* considered a new application; applications for up-zoning *are* considered a new land use application.
- "Land Use" is generally defined as the current zoning or designation on a particular parcel of land.
- A residential unit is defined as "a dwelling unit as approved in a new land use application, eg. R1 land use will mean one residential unit; R2A/R3/R4 will have the number of units applied for in the land use application (this acknowledges that an applicant can choose to limit the allowable density by agreement with Council).
- Population is understood to mean the "permanent residential population" as determined by an annual municipal census.
- The 1995-1999 quotas do not include staff accommodation, as defined in the current bylaw, ie. the approval of staff housing 'units' will not reduce the available units that Council shall approve during this five-year period.
- An important assumption has been made in forecasting the result of 6 % growth in 1999, based on the 1995-99 quotas, ie. that redevelopment of existing residential lots is expected to continue at the historical rate of 35 units per year, and that the SilverTip development will proceed at a rate of approximately 50 units per year. If however, the infill approvals exceed these forecasts the additional units will be reflected in the mid-point measurement and will cause plan variation as described in the "safety net" program.
- "Infill " is defined as land in already developed areas of Town that has not been developed to its maximum land use density. The number of infill units produced on the site is the number of new units LESS the number of old units that were removed from the site.

- in order to minimize speculation, the Town of Canmore will encourage developers to include a building commitment as part of their architectural controls.
- The recommendation to apply these quotas should not be seen to interfere with the normal planning process...they represent *anticipated* approval levels and both maximum and minimum considerations have been incorporated within the identified quotas.

Recommendation 2: *Community Housing Needs Program*

The goals that have been adopted by the GMC with respect to housing needs in the community are:

- While the community accepts the difference between "need" and "demand" as it relates to housing, the housing options in the community should make it possible for all residents to achieve housing self-sufficiency (whether rental or ownership).
- The supply of available housing units (both owned and rental) should reflect the socio-economic profile of the permanent resident community.
- The ratio of permanent and non-permanent occupants of housing stock should remain reasonably stable at approximately 80% permanent and 20% non-permanent if housing is supplied for each market segment.

GMC believes it is possible to achieve these goals by consciously planning and building an appropriate housing inventory mix. GMC recommends:

- That the Town of Canmore in conjunction with the private sector, establish a series of incentives to encourage development of required housing forms. Types of opportunities could include: Co-op housing, Grow homes, small lots where permitted (ie 25x100 feet or smaller), Z lots, flexibility in R3 design criteria, and reduced design criteria. While the GMC discussed certain forms of incentives, (such as reduced off site levies for low cost housing developments, density bonuses, tax credits, amenity cost sharing, quick approval time frames, reduced development security requirements and no soft levy requirements) the GMC's timetable did not permit this work to be finalized. We urge the Town to complete this task immediately, so that workable options are identified *prior* to any particular housing issue arising.
- That the Town institute a continuing program to collect and analyze the data that is required to accurately forecast projected community housing needs. The data will also be used to facilitate continued updating of the residential component of the Growth Management Strategy. A draft of the proposed data collection program is contained in Appendix E. Allocation of adequate funding for professional design and validation of the program is required.

Recommendation 3: *Ruralization of the Built Environment*

The Town shall commence an immediate review of all relevant policy and legislation to identify opportunities to enhance a ruralization of the community's built environment. We endorse the proposals forwarded by Three Sisters Resorts on ruralization as a good

starting point for this recommendation. The proposals are in Appendix D of this document.

- "Ruralization" is defined to mean a series of engineering standard changes which will have the impact of giving a rural flavour to the community.
- Ruralization is seen as a mechanism to reduce the incidence of urban pollution, ie. lighting, traffic, noise levels.
- The program should also include adoption of strategies to minimize visual impact of Highway 1, ie. a long-term plan for sculptured berming and vegetation along Highway 1, regular maintenance of existing buffers, noise/visual attenuation with berms and vegetation preferred over fences.
- Also included would be adoption of strategies for residential noise attenuation with berms and vegetation.
- Jointly with the industry, the program should establish acceptable decibel levels for noise produced by helicopters, incorporate into by-laws and enforce.
- We encourage a complete creative re-thinking of all residential development policies to avoid continued urbanization of the environment

Recommendation 4: *Recreational and Green Space Opportunities*

The Town shall investigate opportunities to maximize green space and recreational area in order to enhance the quality of life of the community's residents. Specific proposals include:

- Review and revise as necessary, all bylaws affecting residential development, particularly bylaws relating to all setbacks and lot orientation, to allow and encourage developers/builders to maximize green space on a lot-by-lot basis.
- Identify incentives to increase the amount of green space in developments.
- Where possible, negotiate with developers a minimum of 20% of total combined land for Municipal Reserve and Environmental Reserve in new developments, notwithstanding the current Municipal Government Act.
- Create a master plan for a comprehensive, integrated Trail Network utilizing both the Bow -Corridor Recreation Trail Study and the GMC trail designs and location proposals and ensure a trail network proposal be included in each new subdivision development demonstrating integration into the Canmore Trail Network Plan.
- Ensure that the Planning Department direct linkages of the Trail Network to minimize interaction with traffic areas and maximize linkage to green areas.
- Work to ensure maximum buffers along trails to allow as much natural vegetation and green space as possible.
- Develop a program for seasonal closures along the Trail Network as required by a wildlife management plan.

Recommendation 5: *Infrastructure Planning and Maintenance*

The Town of Canmore shall exercise long-range planning and proactive measures to provide a level of infrastructure service which meets forecast community need and satisfies accepted standards, without excessive cost to property owners. Specific actions to include:

- Development of a long-range preventative maintenance program for public facilities, ie. water lines, sewer lines, sewage and water treatment and pumping facilities, roads, trails.
- The assurance that the quality of the downstream Bow River water leaving Canmore be at least equal to the quality of the upstream Bow River water entering the town of Canmore.
- Development of a comprehensive storm water management plan.
- Establishment of a public education/users program regarding wise management practices, ie. water metering, water saving plumbing fixtures like low-volume taps and toilets, controls on use of herbicides/fungicides/pesticides, incentives to decrease garbage through regional recycling programs and/or establishment of a fee structure for excess solid waste.
- Development of a chemical management plan within the Town of Canmore, for Environmental Reserves and Municipal Reserves for herbicide, fungicide and pesticide use, and that golf courses be encouraged to develop and integrated pest management plan.
- Development of an integrated waste management plan for the Town of Canmore and coordinate regionally.

Recommendation 6: *Wise Environmental Management in Residential Development*

The Town shall review all existing policy and legislation to identify opportunities for ensuring wise management of the natural environment (including scarce land base) at all stages of residential development and re-development. Opportunities that are identified will apply to commercial development as appropriate. Specific proposals include:

- creation of a new fireplace policy requiring use of natural gas in new installations or, a bylaw that all wood-burning units be US Environmental Protection Agency (EPA) approved.
- workable by-laws and policies governing ground water issues.
- development of a burn policy to allow the development of options for the burning of organic wood materials.
- promotion of the "greening" of construction practices, eg. waste separation and recycling, and review by-law opportunities to ensure adequate flexibility to promote cutting fewer mature trees and preserving environmental buffers
- promotion of the adaptation of subdivisions to the nature of the terrain.
- increase in densities where appropriate by identifying opportunities for innovative entry-level housing, multi-family development, slope adaptive housing, broader R1B zoning, and pursue alternative ownership (like time share) forms to relieve pressure on scarce housing lands from recreational purchasers.

PILLAR 3: THE COMMERCIAL COMPONENT

PREAMBLE

The Growth Management Committee's (GMC) recommendations on commercial development* are founded on:

- The recognition that continued reliance on a heavily weighted residential tax assessment will ultimately result in regular increases in municipal tax levies which act to undermine the ability of many to live in Canmore; and
- The recognition of the impacts associated with limiting the amount of new residential construction on our local economy by providing a commercial development strategy to help ease the transition.

**In this document the term "commercial development" is used to refer to all forms of economic activity.*

CURRENT CONTEXT

The GMC has gained important knowledge about Canmore's current fiscal environment and the dynamics of the commercial development sector. We understand that:

- commercial taxes are used by a community to "subsidize" the burden on residential taxpayers for programs and services desired by the residents of the community. The largest net beneficiaries of expenditures from municipal taxation are education and recreation. Taxpayers in Canmore spend just over 50% of their taxes on education and from the non-education portion, approximately 27% is spent to subsidize recreation programs and services (the largest net operating cost of Canmore's municipal government financing).
- literature on the subject suggests an "ideal" community would enjoy a 60/40 split in its municipal and school tax assessment base, ie. 60% residential and 40% commercial. In Canmore we could argue a desire for additional contribution of commercial taxes because (i.) we are a community of young families requiring higher educational and community programming expenditures, (ii.) we have a commitment to support broad access to recreation, (iii.) we desire to provide support of our local cultural sector as being vital to the health and balance of the community, and (iv.) we wish to support a higher than average level of community programming like seniors care, daycare, libraries, and family support.
- Canmore's 1995 split between residential and commercial taxes is forecast to be *less than 80/20* (excluding unimproved lands) on an assessment base of approximately \$700M. This reflects a long-term, continuing annual relative decline in commercial vs. residential assessment.

- the Town of Canmore is not immune to financial challenges resulting from increasing costs of community programs and services and down-loading by the 2 higher levels of government. An expanded commercial tax base would allow the Town to reduce its reliance on alternative revenue-generating actions that might be detrimental to delivery of services or the overall cost of living in the community.
- the climate for commercial investment in Canmore is generally perceived to be 'negative'. This climate results in part from a lack of understanding in investment and financial markets about the economic dynamics affecting the community, and in part from a perceived history of being unsupportive to development, particularly commercial development. The 'unsupportive' sentiment seems to be associated with lengthy approvals process, a supposed predisposition to decline commercial proposals and a belief that certain development rules impact negatively on the economic viability of commercial ventures.
- GMC understands that while there is a base of strong support for the Economic Development Strategy (EDS) among some citizens of the community, there is also a base of strong disagreement with it particularly among the business community. The principles of the EDS appear to have broad acceptance, but the implementation proposals are seen as too exclusionary and not well-grounded in Canmore's current situation.

RECOMMENDATIONS and REASONS

Recommendation 1: *Commercial Tax Base*

The Town of Canmore targets a municipal tax assessment base of 70% residential and 30% commercial by the year 2005 (10 years), and a split of 60% residential and 40% commercial by the year 2015 (20 years). The measure of the commercial assessment base should exclude unimproved lands.

- The rationale for the recommendation is to supply a target against which the community can judge its success in moving to a healthier taxation base for the long-term.
- The recommendation should not be construed as a wholesale rush to commercialism. There are 2 issues involved: one is the *type* of economic activity that the community desires and needs; the other is the *quantity* of economic activity that will provide long-term financial health in the community. This recommendation is dealing with quantity.
- Regarding *type* of commercial development: The principles of the EDS should be used to identify *desirable* activities the community wishes to specifically pursue, and market demand by residents and visitors should identify *needed* activities. Desirable activities should not exclude needed ones, but needed activities should not adversely affect gaining desirable activities.
- The Town of Canmore should continue to pursue revenue-sharing arrangements with other communities in the Bow Valley Corridor, where appropriate.

Recommendation 2: *Economic Development Office*

The Town of Canmore shall professionalize the Town's economic development function by establishing a permanent economic development office (EDO) with paid professional staff and a dedicated annual budget. GMC supports the commitment in the 1995 Town of Canmore budget to planning for such activities.

- In making this recommendation GMC is acknowledging that it is time for the community to have knowledgeable direction in planning for the type and level of economic activity that the community desires and needs for the long-term.
- The EDO shall be charged with creating an action plan from the current EDS and other appropriate statements together with any business development plan by the Town to ensure the recommendations made by the GMC are fulfilled.
- The EDO shall act as the primary resource for proposed and existing businesses to find their way through the maze. In this regard the EDO shall actively promote the Town as an ideal site for new businesses which meet the community's expectations defined in the EDS. The EDO's mandate shall permit lobbying for by-law or policy revisions which affect the economic viability of otherwise supportable proposals either on behalf of a particular proposal or as general feedback.
- Some recommended tasks of the EDO are: (i.) investigation of options for integrating home based businesses into the acknowledged commercial sector-see replies #88 & 90 in the commercial comments appendix; (ii.) explore ways to ensure diversification & levels of local business ownership by capturing spin-off opportunities derived from existing & new tourism projects; (iii.) investigation of opportunities for incubator-type support of targeted economic activity - see reply #89; (iv.) develop a support program for local contractors & tradespeople to identify bid opportunities, arrange joint venture bids, etc. to ensure local contractors are competitive in bidding for larger construction projects; (v.) develop a business licensing proposal - see reply #88; and (vi.) conduct a review of all taxation policy affecting the commercial sector & make recommendations for action to ensure fairness in contribution to community infrastructure is achieved-see reply #88.
- The EDO shall work with a representative community panel to ensure the benefits of economic development accrue to all socio-economic groups.

Recommendation 3: *Adequate Supply of Commercial Lands*

The Town of Canmore shall develop a long-range plan to ensure an adequate supply of land for all forms of commercial development will be available to meet the objectives of Recommendation #1.

- The primary objective of this recommendation is to lay a foundation for development of the commercial core that the Town will require by the year 2015.
- One specific recommendation is to investigate an extension of the current permitted uses along 1A commercial districts.
- The long-range plan should address issues of compatibility with current and anticipated land use and settlement patterns.

Recommendation 4: *Long-term Transportation Plan*

The Town shall initiate the creation of a long-term transportation plan for movement of people *within* a more integrated commercial core and *between* the integrated core and other commercial areas as well as the Town of Banff.

- Ideally the plan would encourage public transit, walkways and bikeways rather than private vehicular traffic which will reduce congestion, and increase pedestrian and driver safety as well as alleviate parking problems. The transportation network can become an interesting feature of the community in and of itself.
- The plan shall further identify lands to be protected for pull-offs to accommodate passenger pick-up and drop-off, etc. that will be required in the future to fulfill the plan's objectives.
- The plan should address parking issues, including motor home parking, and identify lands to be set aside for parking use.

Recommendation 5: *Streamline the Process*

The Town shall implement an immediate review of all by-laws affecting commercial activity to streamline the development process. The objective of this recommendation is to reduce uncertainty, cost and time for proponents of commercial projects - either the project can fit within the defined criteria in an economically viable plan, or it cannot.

- All such by-laws should be reviewed to limit the application of discretion as applied to land use, eg. by clearing specifying both permitted and non-permitted uses.
- Ensure a less subjective application of the Town's accepted design criteria and range of permitted variance.
- As an interim measure, until this recommendation is fully achieved, the Town's senior administrators and the EDO should investigate ways to ensure that *qualified* commercial development proposals receive adequate timely attention.
- The EDO will become a "first-stop" for new commercial proposals as well as an "ombudsman" (see Recommendation #2).
- The recommendation does not suggest that commercial proposals be given 'leniency' in the *application* of design standards or building codes; rather that the Planning Office ensure *timely approval* of conforming proposals.

Recommendation 6: *Proactive Strategies*

The Town shall immediately investigate proactive strategies to encourage/support desirable new commercial activities. The EDO shall continue this work as part of the mandate of that office after its creation.

- Investigation of specific strategies should occur such as i) the development of an incubator project for start-up businesses with particular emphasis on cultural sector business ventures - see reply #89 in commercial comment appendix; ii) deferral of parking fees; and iii) scheduled payment programs for parking or other development charges.
- The investigation should employ a cost/benefit analysis to determine specific options.

- The preference in selected options should be those that do not rely on existing municipal revenues, but utilize opportunities for deferment or postponement of future *new* revenues that might otherwise not be achieved without the deferment.

Recommendation 7: *Opportunities for Small-Scale Commercial Development*

This recommendation contains two specific proposals to encourage desirable forms of commercial development activity. The objectives are:

- to reduce sterilization in residential areas by encouraging a greater mix of small-scale commercial activity with residential use, eg. home-based businesses and arts and cultural-based activities; and
- to maintain a "small-town" atmosphere in Canmore's residential subdivisions by developing their own sense of community through the mix of convenience-commercial development within residential areas. This not only alleviates the need for one-or two-item car trips into an already busy downtown core, but also provides an opportunity to meet and know our neighbours.

Small-scale Visitor Accommodation

The GMC requests the Town to draft a by-law to allow small-scale visitor accommodation establishments plus ancillary uses in all residential areas as a first priority. These proposals should be reviewed on a development permit application basis.

- This recommendation has been made in previous community documents and requires action to encourage such forms of commercial development. Successful models may be found in a number of communities, eg. Breckenridge and Moab in the Western United States.
- Specific recommendations for the by-law to include a formula for # of rooms permitted based on land square footage. The by-law should reflect the need for up to 12 rooms plus ancillary uses in order to encourage economically viable establishments. We anticipate that any facility over eight rooms would require something on the order of the equivalent of two standard R1 lots.

Local Convenience-Commercial Zoning

The Town shall encourage development of convenience-commercial establishments in residential neighbourhoods.

- Specifically the existing by-law and rezoning policies should be reviewed to determine whether they are flexible enough to encourage smaller, more localized neighbourhood centres, and revised as necessary; and
- The desire to see additional zoning and development of this type should be conveyed to all new land use applicants.

Nuisance Bylaw

With regard to the integration of home-based businesses & local convenience commercial into residential neighbourhoods we recommend that a strong "nuisance" bylaw be developed and enforced - see reply #90 in commercial comments appendix.

Recommendation 8: *Cultural Support Program*

The Town shall assist in establishing a formal Arts Council for the community and provide adequate resources to implement the key strategies contained in the Town's current Cultural Policy. The Arts Council should be known as "ASH" - The Arts, Special Events and Historical Heritage Society.

- In making this recommendation GMC recognizes the importance of the cultural sector not just to the quality of life in the community, but to the economic base of the Town. Of particular interest is the role the cultural sector can play in helping achieve the overall objectives expressed in Recommendation #1 within the desired activities expressed in the Town's current EDS.
- By "adequate resources" we mean adequate financial commitment as is currently made to other valued community programs and services. Specifically we believe that culture should be considered a distinct item in the Town's annual budget, and in the event ASH generates net operating profit, those profits should be added to the budget for ASH for the following year. Funding for cultural programs should be considered separate and distinct from recreational funding. If it is required to be mixed with other activities (which we view as a last resort), the funding mix should be within the commercial development area budgets
- ASH may work in conjunction with the EDO to investigate further strategies for public/private or mixed programs to enhance the goals expressed in the Cultural Policy, eg. (i.) an incubator project for commercialization of new cultural businesses, and (ii.) establishment of a formal joint-use plan for private and public-sector facilities, eg. high school and Town Hall
- ASH should be mandated with responsibility for special events coordination in the community.
- ASH should commence an immediate investigation of opportunities to encourage establishment of a commercial Box Office to act as a central community events information source.
- ASH should be responsible for recommending further policy developments and revisions to the current Cultural Policy. The policy document should be renamed as the "Arts, Special Events and Historical Heritage Policy" to clarify the scope of the policy, specifically the incorporation of historical heritage responsibilities

Recommendation 9: *Education and Training*

We recommend that the Town continue to pursue opportunities for establishing post-secondary educational and training programs delivered within the community.

The goals underlying this recommendation are (i.) to support the ability of youths and disenfranchised adults to remain in the community and become productive participating citizens; (ii.) to ensure that the resident population is able to acquire the skills, training and retraining necessary to capture employment opportunities created by the community's commercial sector; and (iii.) to enhance the economic infrastructure of the community so the local commercial sector can position itself for the 21st century.

We suggest that the Town plan to build on current assets in the community and current or forecasted needs to establish priorities among the various educational programming opportunities that are presented. Joint programming with existing institutions (for example, the Banff Centre, the University of Calgary, AVC, AOC, Athabasca, etc.) will advance implementation of this recommendation.

- Of particular interest given its likely feasibility in the short-term is support for programs that would make Canmore a widely-recognized hospitality centre - with integrated educational, training and employment programs at the forefront of the industry. There currently exist opportunities for development of such programs in conjunction with our local high school and the Alberta Vocational College and we recommend an action committee be established to pursue these opportunities
- In addition, based upon the expertise in the valley and the wish to raise the profile of environmental issues, a plan to investigate the feasibility of establishing an environmental education centre of some type is proposed.

PILLAR 4: IMPLEMENTATION and THE FUTURE, Thresholds & Monitoring

Growth management strategies require an ongoing process of monitoring and evaluation, to measure the impacts of such strategies and their success and shortcomings. Monitoring change in the community and the effects of growth on the environment and social fabric will form the basis of an ability to respond to that change in a timely and appropriate manner.

The 1995 GMC Strategy contains specific proposals for a three pronged approach to ongoing implementation activities, and a recommendation for public education and awareness programming on growth management issues and progress.

*please note: a minority position is held by the 8th and 8th neighbourhood group on behalf of whom the representative does not support the recommendation for a further committee. She wishes the strategy document (without the committee recommendation) to go for action back to Mayor and Council, confident in them as our elected body, to judge the next step to implement the Growth Management Strategy which they already publicly support, dated May 30 1995.

Recommendation #1: *Establish a Thresholds and Monitoring Committee*
The single most important responsibility of the Canmore Threshold and Monitoring Committee is its responsibility to ensure the implementation of the strategies agreed upon in this package

The GMC proposes that an arms length committee be established by the Mayor of Canmore to oversee a threshold and monitoring program. This ongoing group will have the following Mandate:

- interface with Town Council and the Town Administration to enhance the Growth Management framework within which the Town will operate
- provide a conduit to a wider community on a collaborative basis. It has been the experience of the GMC that the enhancement of relationships between people and groups of different opinions is a more productive way in which to conduct business in Canmore
- to establish and abide by the threshold levels set by the Group within the context of the Growth Management Strategy
- to conduct monitoring studies to ensure thresholds are not exceeded and if they are to determine appropriate remedial actions

Reporting: This committee will be appointed by the Mayor of the Town of Canmore and will report to Mayor and Council.

Selection of Participants:

By the Canmore Growth Management Group to include members of the Group as well as other citizens. (Citizens to be selected on their interest in the Town and their ability to contribute to the work of the committee)

To be endorsed and appointed by the Mayor

Maximum membership of 11

Two members to include the Mayor (or his designate) and the Director of Planning and Development

In the first year, of the 9 members - 6 will be appointed from the Canmore Growth Management Strategy Group (CGMS) and 3 will be citizens at large

To have staggered appointments, ie. 4 will serve for one year and 5 for two years

None to serve more than 2 terms (ie 3 or 4 years).

Operations of the Committee:

By consensus NOT vote

Notes to be taken of each meeting

Those members NOT already familiar with the collaborative process (ie NOT part of the CGMS group) will undertake a briefing before sitting on the ongoing committee.

Operating Rules of the Committee:

To be determined by consensus of the committee

To be written

To be sent to Mayor and Council

Communications Strategy:

Availability of information to be decided by the Committee

Recommendation #2: *Establishment of a set of threshold levels*

The 1995 Growth Management Strategy contains many specific proposals for data collection and analysis and commitment to these proposals is critical to the successful implementation of the overall strategy, because accurate data is required to determine if a threshold has been reached.

- A "threshold" has been defined by the GMC as the point or level at which the undesirable begins to present itself.
- By identifying thresholds with this definition the community has accurate, timely data from which to base future planning decisions.
- A threshold is often quantifiable or can be objectively defined (eg, numerically). As outlined in draft in Appendix E, areas of interest to the GMC include several key areas: Economic thresholds (such as infrastructure capacity, employment opportunity and taxes); Social thresholds (such as the availability of education, health, protection services); Availability of a range of accommodation; Levels of social pathology (such as crime rate, violence, need for food bank); the natural environment (such as wildlife diversity, habitat availability, air quality standards, water quality standards, waste management practices, visual impacts and noise pollution)

- Additional technical work is required to define specific threshold amounts, and appropriate timing for subsequent action.

Recommendation #3: *The ongoing Monitoring Program*

Growth management strategies require an ongoing process of monitoring and evaluation in order to measure the impacts of such strategies and their short comings. Monitoring change and the effects of growth and change in a community and on the environment will form the basis of the ability to respond to that change in an appropriate manner. A commitment to this on-going program is required.

- Monitoring will create the information base which will permit the Town to measure change and to better predict the impact of future change. With this knowledge, growth management can be evaluated.
- Monitoring requires information and the development of base line data. To start this process immediately, data which already exists must be gathered and analyzed. Some of the base line data already exist in government departments (such as Alberta Environment). Where these gaps exist, additional information can be gathered
- The monitoring system must be independent of special interest groups so that all analysis and interpretation is as unbiased as possible. Results should be reported directly to the Town either in a report or at a Town Hall or public meeting. In these forums, public opinion could also be gauged. From this an annual review of the growth management strategy could take the form of an annual report.
- The social, economic, community and environmental elements to the monitoring program will be determined by the ongoing group and will fit in with the thresholds that are considered to be the most key.
- A yearly schedule for information gathering, interpretation, project submission and project approvals has been discussed as being beneficial to community planning. Additional investigation is required among affected interests. One possible timetable might be:

July 1 Census information submitted; Threshold and monitoring data submitted

Oct 1 Interpretation of data complete and quota numbers proposed

Dec 31 Project submissions

April 1 Project approvals

- That the monitoring program use all practical means to track the cumulative impacts of staff, visitors and members of shadow population.
- A thorough major review of the CGMS be conducted every 5 years.

Recommendation #4: *Public Awareness Program*

Commitment of the public is required to ensure that growth management strategies are implemented and remain responsive to community needs. GMC recommends that a comprehensive long-term program of public awareness education and reporting is established.

**TOWN OF CANMORE
GROWTH MANAGEMENT COMMITTEE**

1995 STRATEGY REPORT

APPENDICES

APPENDIX A

LIST OF PARTICIPANTS

<i>Name</i>	<i>Affiliation</i>	
Tom Atkinson	Three Sisters Resorts	
Susan and Don Barry	Canmore Seniors Association	
Lynn Brown	Canmore Bow Valley Bed and Breakfast Association	
Doug Campbell	Trailminders	
Brian Carter	Trailminders	
Ron Casey	Canmore Contractors	
Richard Chesham	Canmore Chamber of Commerce	
Doug Churchill	Canmore developers	
Don Cockerton	Kananaskis Country	
Carmen Colborne	Canmore Chamber of Commerce	
Miles Cullam	Town of Canmore*	
Arlene Curry	ASH	
Brenda Davison	Rocky Mountain School Division	
Carl Dick	Canmore Seniors Association	
Peter Enderwick	Greenspace	
Jean Finley	8th and 8th /River Road neighbourhood	
Richard Golumbia	Canmore contractors	
Mike Heenan	Bow Cord	
Jill Hunt	Canmore Bow Valley Bed and Breakfast Association	
Sandy Jolliffe	Canmore Chamber of Commerce	
Dales Judd	Town of Canmore*	
Julie Kehler	ASH	
Steve de Keijzer	Town of Canmore*	
Frank Kernick	Canmore contractors	
Shirley Ketterer	Bow Valley Women's Resource Centre^	
Mike Kuzik	Homesteaders development	
Jim Kievit	Trailminders	
Evelyn Main	Stone Creek Properties	
Leslie de Marsh	The Alpine Club of Canada	
Elaine Maxwell	Bow Valley Riding Association	
Ann Maynard	Bow Valley Riding Association	
Jim McKinlay	Homesteaders development	
Rick Melchin	Three Sisters Resorts	
Jim Mitchelson	Stone Creek Properties	
Jim Murphy	Greenspace	
Meg Nicks	Bow Cord	
Charlie Pacas	Greenspace	
Malcolm Proffitt	Canmore Ministerial Community	
Steve Ross	Canmore developers	
Elaine Smith	Innkeepers	
Carole Stark	Bow Valley Riding Association	
Hans Peter Stettler	Innkeepers	
Charlotte Sutherland	Canmore real estate interests	
Dan Verrall	Alpine Club of Canada	
Michael Vincent	ASH	
Hal Walker	Stone Creek Properties	
Merrill Wattie	Canmore developers	
Anne Wilson	Bow Valley Women's Resource Centre^	
Genevieve Wright	Bow Cord	

* indicates Town of Canmore participants
who acted as resources to the GMC

^ members until April 5 1995

APPENDIX B

APPENDIX C

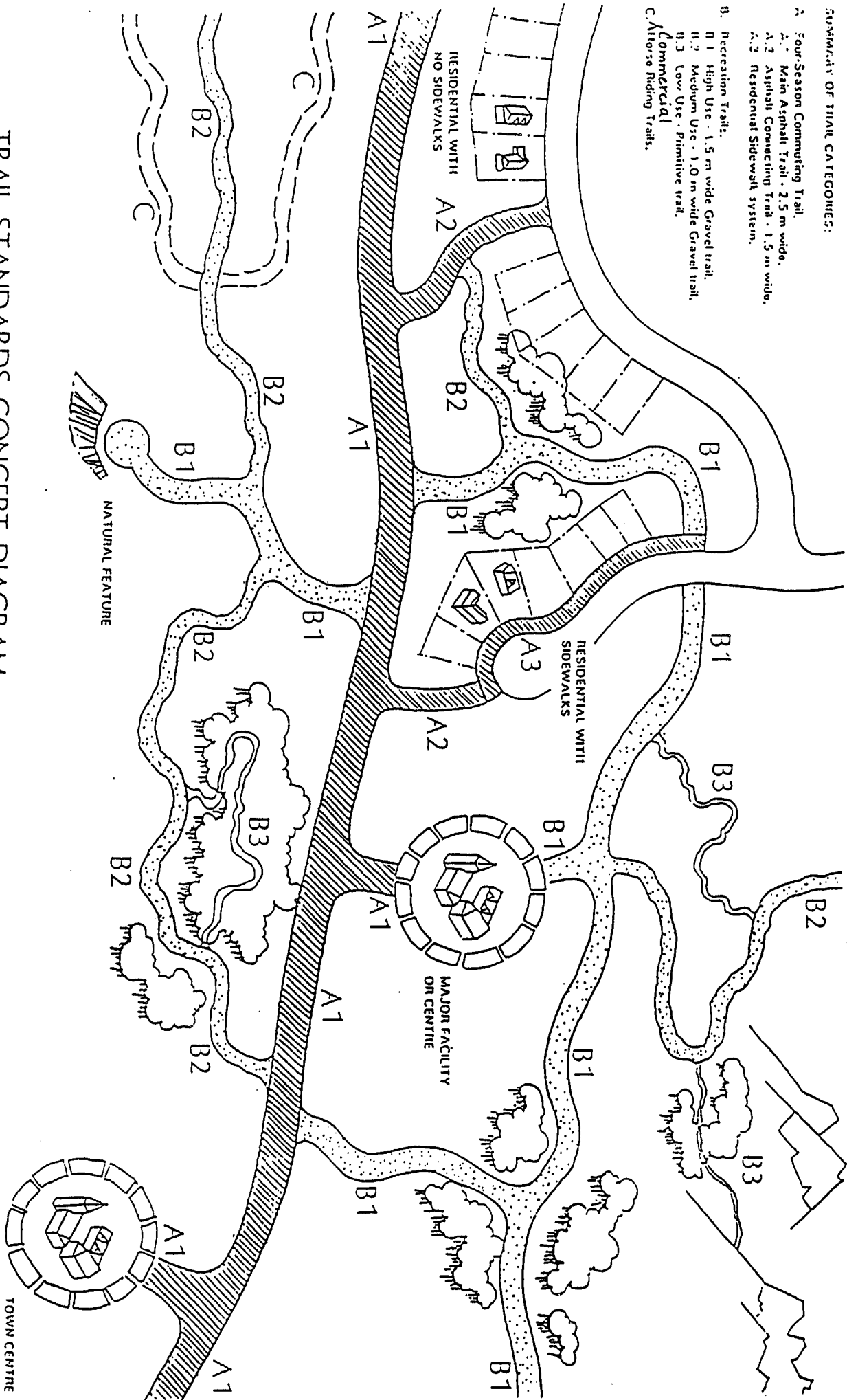
incorporation of the following requested:

That steps on walking trails either have proper spacing or be eliminated altogether.

Handrails are all that is required.

SUMMARY OF TRAIL CATEGORIES:

- A. Four-Season Commuting Trail.
 - A.1 Main Asphalt Trail - 2.5 m wide.
 - A.2 Asphalt Connecting Trail - 1.5 m wide.
 - A.3 Residential Sidewalk system.
- B. Recreation Trails.
 - B.1 High Use - 1.5 m wide Gravel trail.
 - B.2 Medium Use - 1.0 m wide Gravel trail.
 - B.3 Low Use - Primitive trail.
- C. Commercial
 - C.1 Horse Riding Trails.



TRAIL STANDARDS CONCEPT DIAGRAM

A. FOUR SEASON COMMUTING TRAIL

The four season commuting trail system is constructed to a high standard to connect and service the new developments to the high use areas such as the Downtown area, schools, Recreation Centre and businesses. The trails are multiple use which is reflected in their higher standard of width, materials and associated facilities required to accommodate pedestrians, cyclists, wheelchairs, etc. Peak user volumes will range from 60 to 180 users per hour.

A.1 MAIN ASPHALT TRAIL

- Uses: Walking, jogging, bicycling, rollerblading.
- Trail surface: Asphalt.
- Trail surface width: Minimum 2.5 m.
- Clearing width: Minimum 3.5 m.
- Clearing height: Minimum 2.5 m.
- Gradient: Generally less than 10%.
- Associated structures: Benches, trash receptacles, boardwalk, steps, ramps, bridges, culverts, bollards, signage.
- Maintenance: Year round maintenance including snow clearing.
- Cost: 2.5 m asphalt trail over existing route - \$60/linear metre.
2.5 m asphalt trail new routing - \$80/linear metre.

A.2 ASPHALT CONNECTING TRAIL

- Uses: Connecting communities to main asphalt trail, walking, jogging, bicycling, rollerblading.
- Trail surface: Asphalt.
- Trail surface width: Minimum 1.5 m.
- Clearing width: Minimum 2.5 m.
- Gradient: Generally less than 10%.
- Associated structures: Occasional use of benches, trash receptacles, steps and bridges where required, culverts, signage.
- Maintenance: Year round maintenance including snow clearing.
- Costs: 1.5 m asphalt trail over existing route - \$40/linear metre.
1.5 m asphalt trail new routing - \$50/linear metre.

A.3 RESIDENTIAL SIDEWALK SYSTEM

- Uses: Residential sidewalk connecting into main asphalt trail. In communities with no sidewalks, the asphalt connecting trail will join the road system at a logical access point.
- Standards: Town of Canmore Design Standards.

TRAIL DESIGN STANDARDS - Preliminary

B. RECREATION TRAILS

Recreation trails function for circulation within communities, recreation areas and natural areas which require lower volume linkage and for random recreation use. They are predominantly multiple use but their lower use volume permits a lower standard of surface construction.

B.1 HIGH USE - 1.5 M GRAVEL TRAIL

- Uses: Peak user volume ranges from 10 - 60 per hour. Walking, jogging, bicycling, cross-country skiing, private horse riding use (for trail linkage purposes)
- Trail surface: Compacted gravel trail mix, in areas of higher use asphalt surfacing will be considered.
- Trail surface width: Minimum 1.5 m. In areas of higher use a wider surface will be considered.
- Clearing width: Minimum 2.5 m.
- Gradient: Generally less than 15%
- Associated structures: Occasional use of benches, trash receptacles, steps and bridges where required, culverts, signage.
- Maintenance: No snow clearing, trail closures where required for environmental reasons.
- Costs: 1.5 m gravel trail over existing route - \$15/linear metre.
1.5 m gravel trail new routing - \$25/linear metre.
2.5 m gravel trail over existing route - \$25/linear metre.
2.5 m gravel trail new routing - \$45/linear metre.

B.2 MEDIUM USE - 1.0 M WIDE GRAVEL TRAIL

- Uses: Random pedestrian and bicycling use through natural areas where as little as possible disturbance is desired, private horse riding use (for trail linkage purposes).
- Trail surface: Compacted gravel trail mix.
- Trail surface width: 1.0 m.
- Gradient: Short distances up to 25%.
- Maintenance: Now snow clearing, lower priority for maintenance, trail closures where required for environmental reasons.
- Costs: 1.0 m gravel trail over existing route - \$10/linear metre.
1.0 m gravel trail new routing - \$15/linear metre.

B.3 LOW USE - PRIMITIVE TRAIL

- Uses: Low use primitive trails are generally unimproved marked trails except for some clearing or pruning and some work on dangerous areas. These trails are for random hiking and private horse riding use.
- Trail surface: Varies.
- Trail surface width: 500 mm.
- Clearing width: Pruning, little or no clearing.
- Gradient: Up to 40% for short distances.
- Maintenance: Lowest priority for maintenance.
- Costs: Varies.

TRAIL DESIGN STANDARDS - Preliminary

C. COMMERCIAL HORSE RIDING TRAILS

- Uses: Separate trail system for commercial horse riding use ie) group trail rides. Private horse riding use permitted on both Recreation Trail System and Commercial Horse Riding Trails. Pedestrian use will not be restricted on any horse riding trails.

Note:

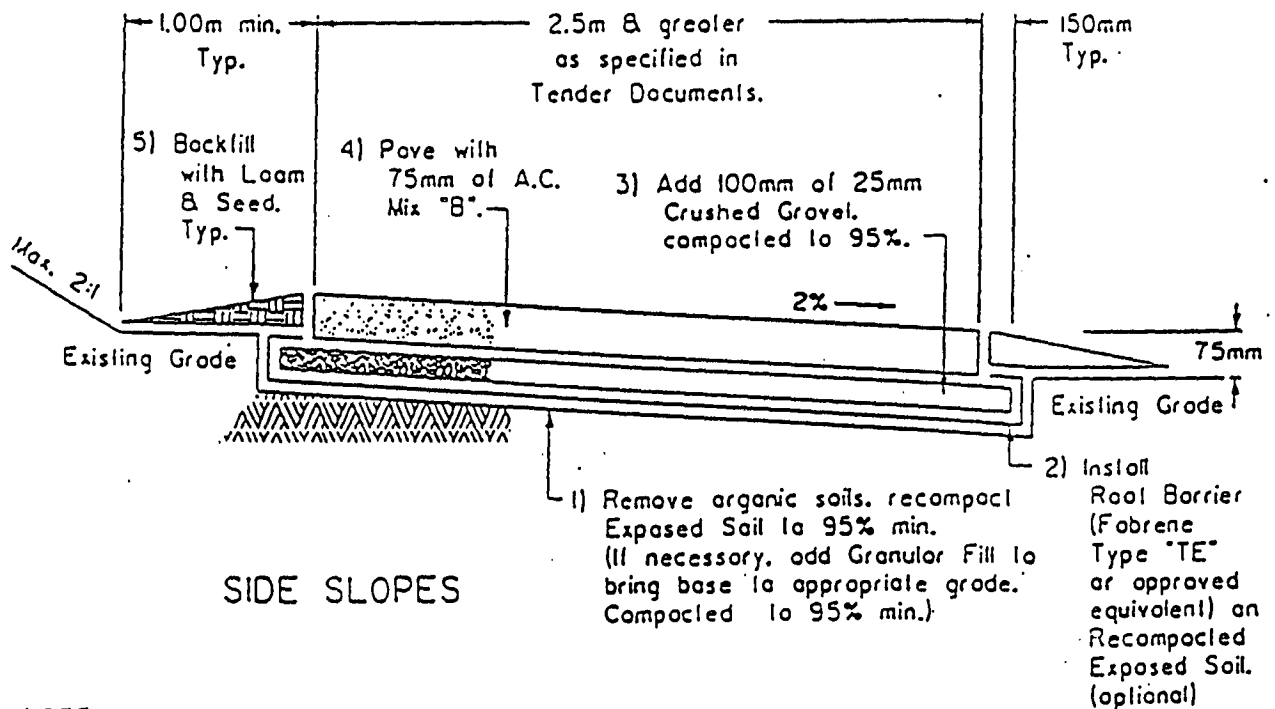
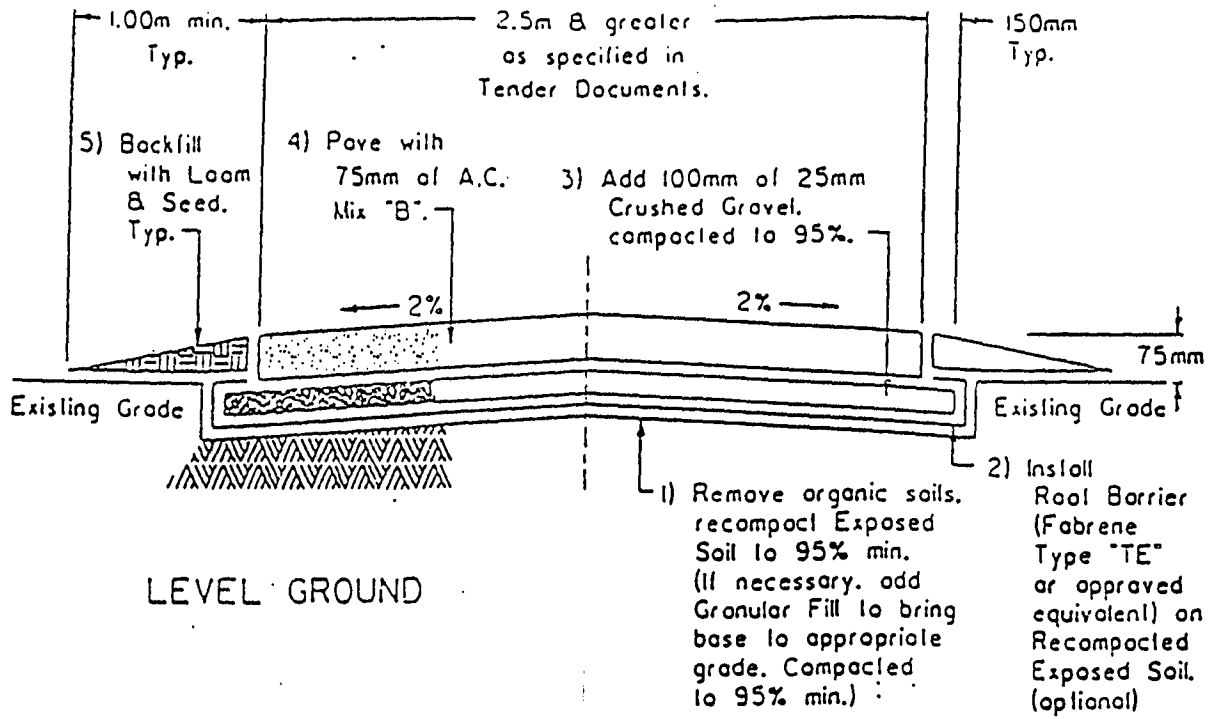
Unit costs per linear metre of trail do not include costs of retaining structures, stairs, railings, bridges, benches, etc. Unit costs vary with location accessibility, terrain, time of construction, clearing and grubbing, grading required, etc.

6.

TRAIL DESIGN STANDARDS - Preliminary

SAMPLE DETAILS

The following details are sample details only. Details should be developed on a project basis taking into account each sites' specific environmental characteristics and requirements.

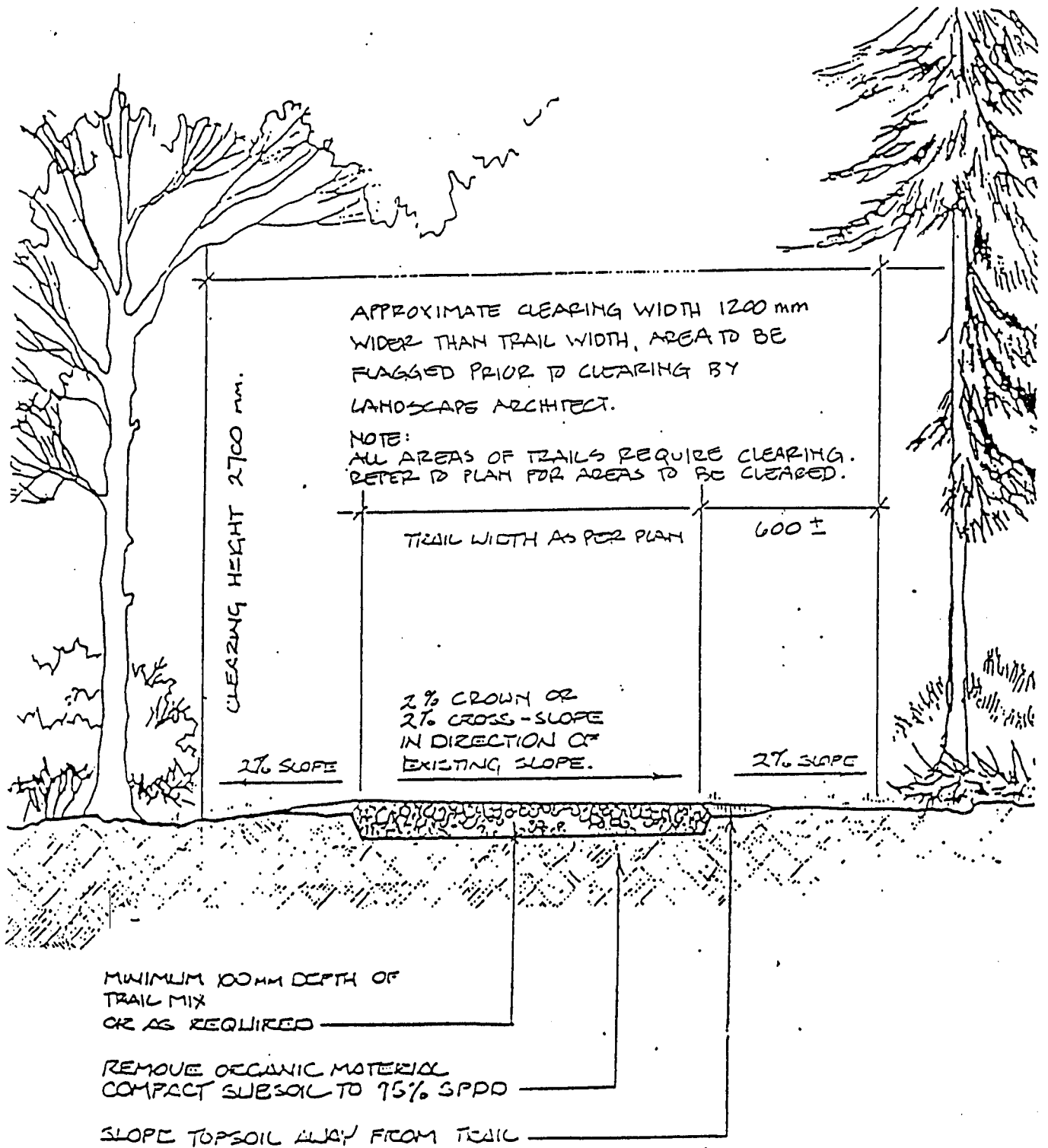


NOTE:
 Asphalt Type "B" mix. Refer to standard specifications for
 Asphaltic Concrete 307.00.00 & Asphaltic Concrete Pavement 308.00.00
 City of Calgary Standard Specifications. Engineering Department. Streets Division.



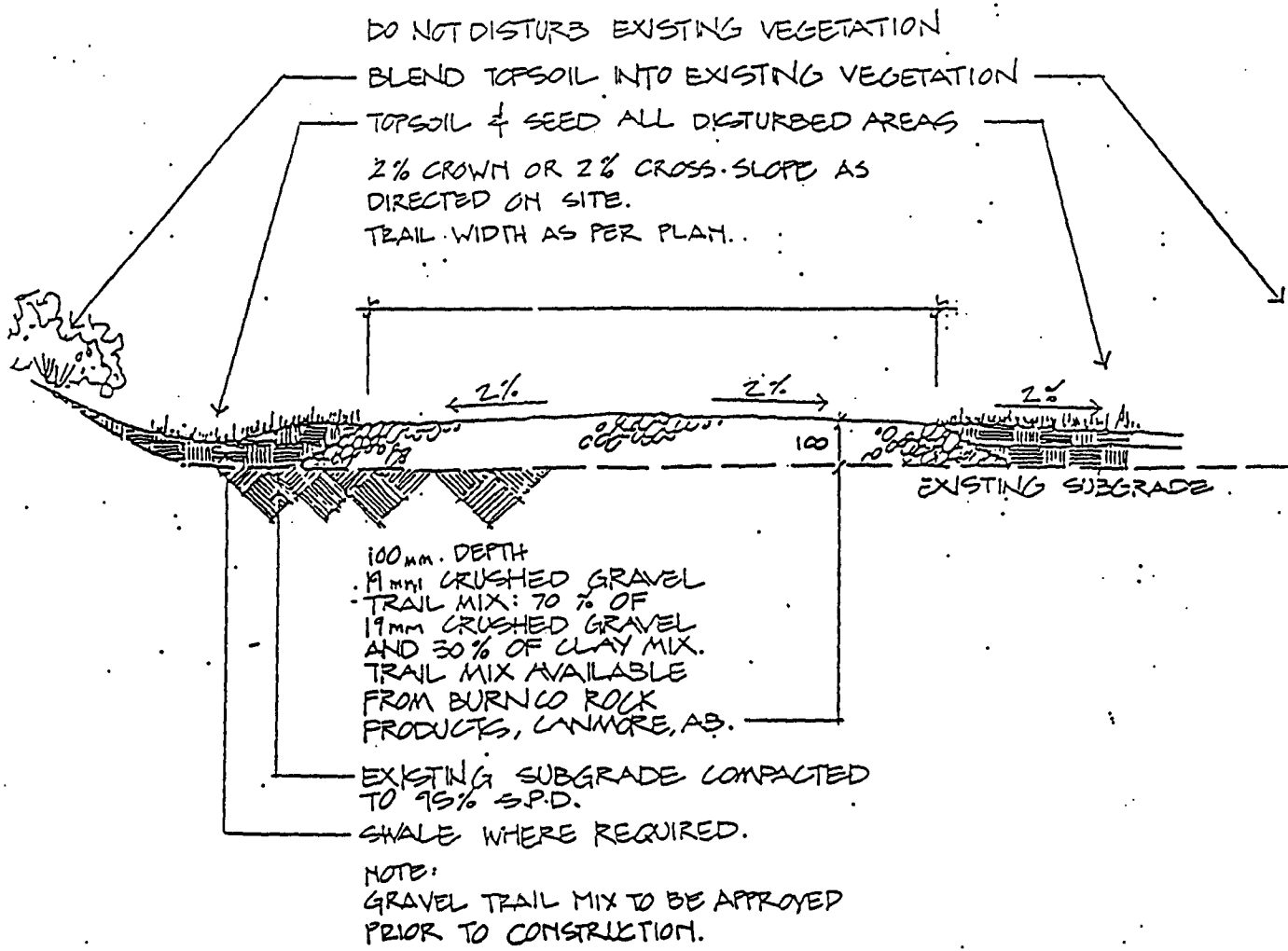
- A. FOUR SEASON COMMUTING TRAIL
 - A.1 Main Asphalt Trail - 2.5 m wide.
 - A.2 Asphalt connecting Trail - 1.5 m wide.

SAMPLE ONLY



- B. RECREATION TRAIL IN FORESTED AREA
- B.1 High Use - 1.5 m Gravel trail.
- B.2 Medium Use - 1.0 m wide Gravel trail.

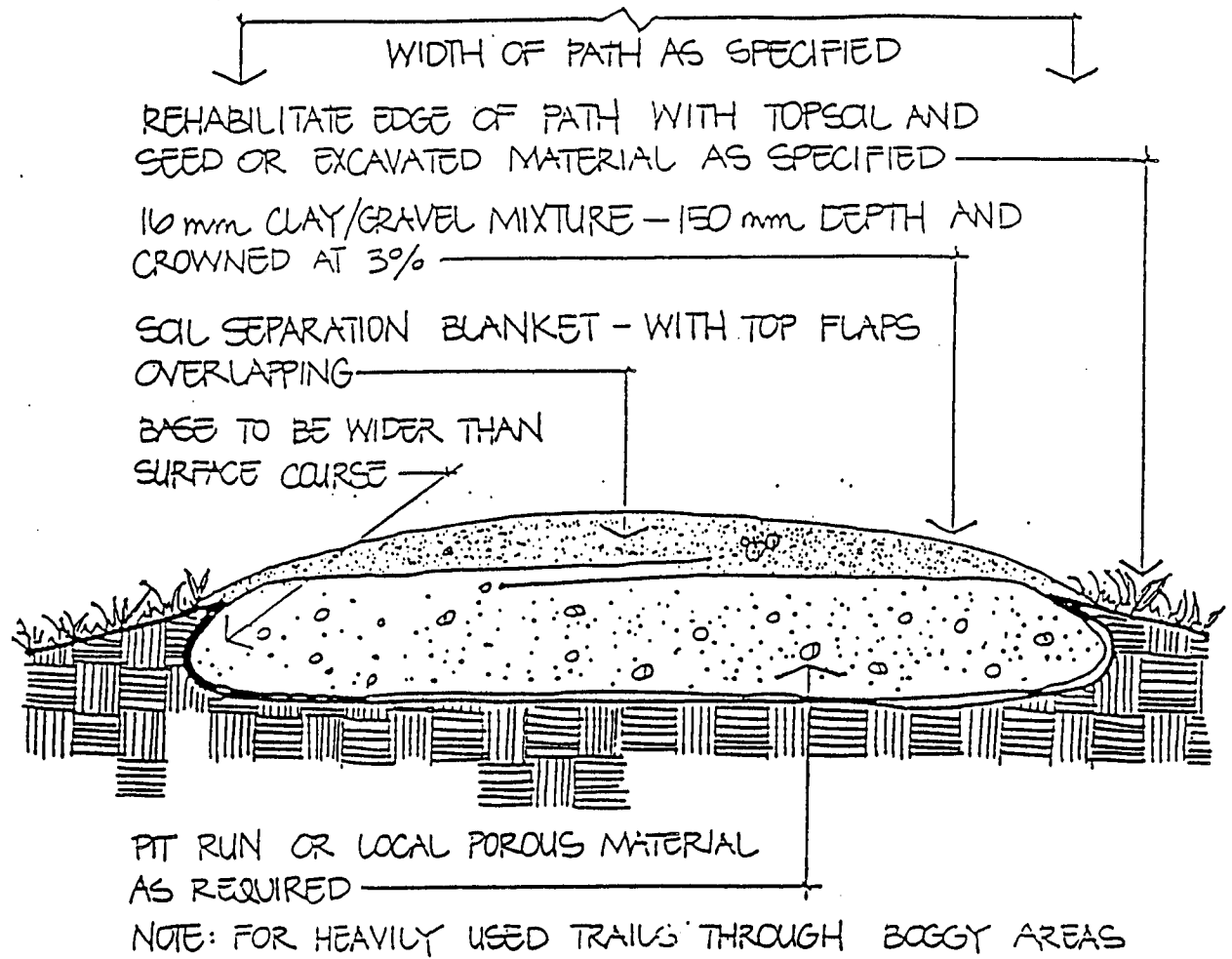
SAMPLE ONLY



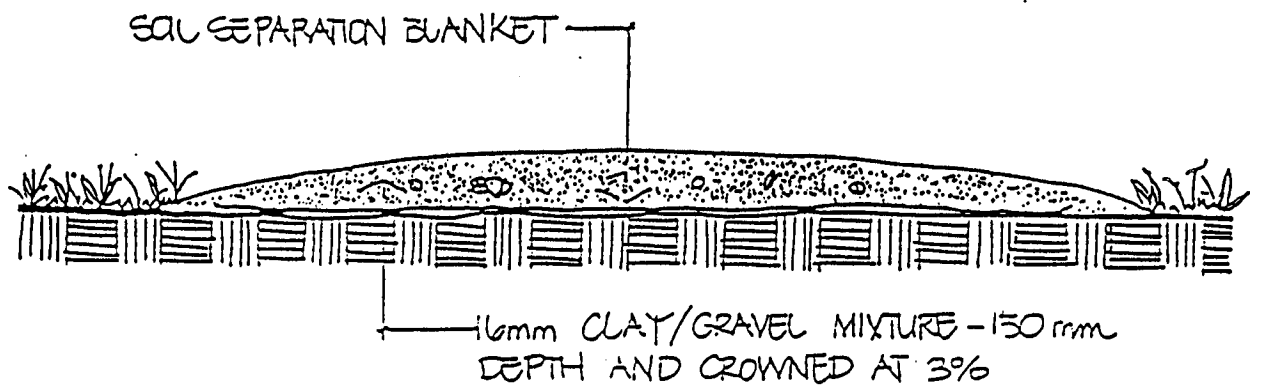
SAMPLE ONLY

- B. RECREATION TRAIL OVER EXISTING CLEARED R.O.W.
 - B.1 High Use - 1.5 m Gravel trail.
 - B.2 Medium Use - 1.0 m wide Gravel trail.

SECTION: OPTION 1



SECTION: OPTION 2



NOTE: OPTION NO. 2 REQUIRES LESS EXCAVATION THAN NO. 1, AND IS CHEAPER TO CONSTRUCT.

- B. RECREATION TRAIL IN WET AREAS
 - B.1 High Use - 1.5 m Gravel trail.
 - B.2 Medium Use - 1.0 m wide Gravel trail.
 - B.3 Low Use - Primitive trail.

SAMPLE ONLY

TRAIL DESIGN STANDARDS - Preliminary

Site Specific Details

The following is a preliminary list of Details that may be required and developed on a project basis depending on each sites' specific environmental characteristics and requirements.

1. Trail Clearing
 - .1 Clearing through forest.
 - .2 Clearing through shrubs.
 - .3 Cleared, grubbed and graded trail.

2. Trail Treads
 - .1 Trail with fill, crowned.
 - .2 Trail with fill, cross-slope.
 - .3 Trail with one parallel drainage ditch.
 - .4 Trail with fieldstones.
 - .5 Asphalt walk.
 - .6 Asphalt trail in rocky terrain.
 - .7 Trail widths.

3. Boardwalks and Raised Trails, Wet Areas
 - .1 Raised trail with filter fabric.
 - .2 Raised fill trail with edging and ditches.
 - .3 Raised fill trail on sill.
 - .4 Corduroy trail.
 - .5 Boardwalk.
 - .6 Boardwalk with rail.
 - .7 Log rounds.

4. Trail Construction on Slopes
 - .1 Typical trail excavations.
 - .2 Trail on moderate slope.
 - .3 Trail on moderate slope/log edging.
 - .4 Trail on rubble and talus slopes.
 - .5 Trail with gabions.
 - .6 Switchback construction.

5. Special Trails
 - .1 Abandoned trail revegetation.

TRAIL DESIGN STANDARDS - Preliminary

6. Drainage Structures

- .1 Log waterbar.
- .2 Timber waterbar.
- .3 Rock waterbar.
- .4 Trail drainage dip.
- .5 Log or timber drainage dip.
- .6 Culvert with ditch.
- .7 Culvert on wet site.
- .8 Rock culvert.
- .9 Stepping stones.
- .10 Rock drainage dip.

7. Retaining Walls

- .1 Trail edge log retaining wall.
- .2 Gabion retaining wall.
- .3 Rock retaining wall.
- .4 Trail on log crib.
- .5 Timber retaining wall.
- .6 Dry stone wall.

8. Stairs and Ladders

- .1 Log and timber steps with fill.
- .2 Timber steps with handrail.
- .3 Timber steps with gravel fill.
- .4 Ladders and ramps.
- .5 Stone stairs.

9. Bridges

- .1 Split log bridge.
- .2 Single log bridge with handrail.
- .3 Two-log bridge with handrail.
- .4 Log bridge with timber decking.
- .5 Timber bridge with decking.
- .6 Three-log bridge with decking.
- .7 Typical bridge end cribbing.
- .8 Horse bridge.

10. Benches and Viewpoints

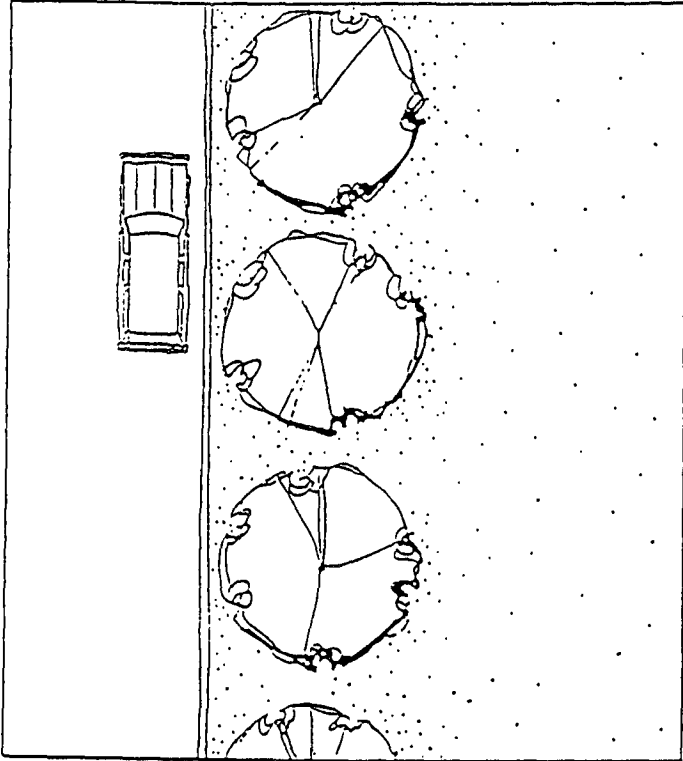
- .1 Bench.
- .2 Viewpoint log rail.
- .3 Timber railing.
- .4 Garbage receptacle.

APPENDIX D

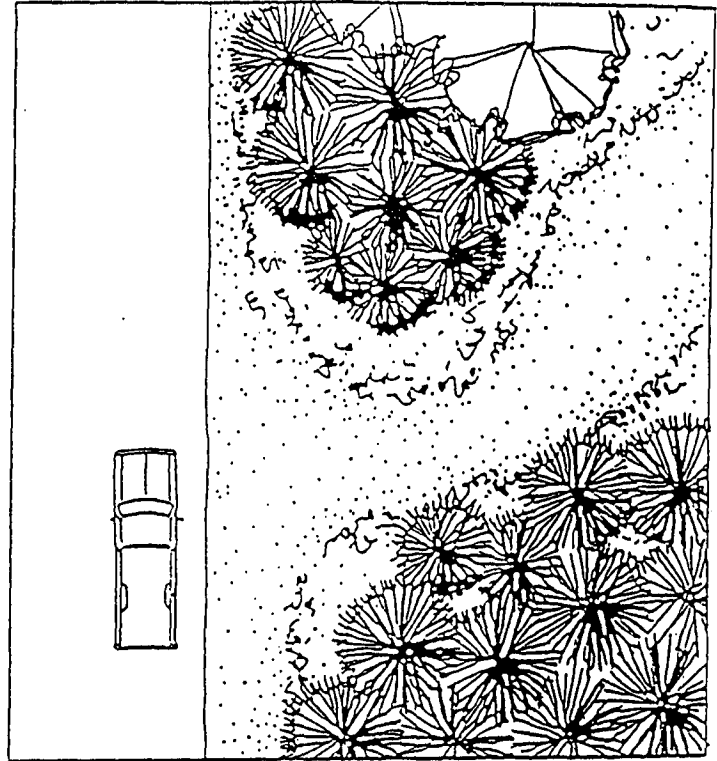


LANDSCAPE PLANTING

TYPICAL URBAN AREA



MOUNTAIN COMMUNITY



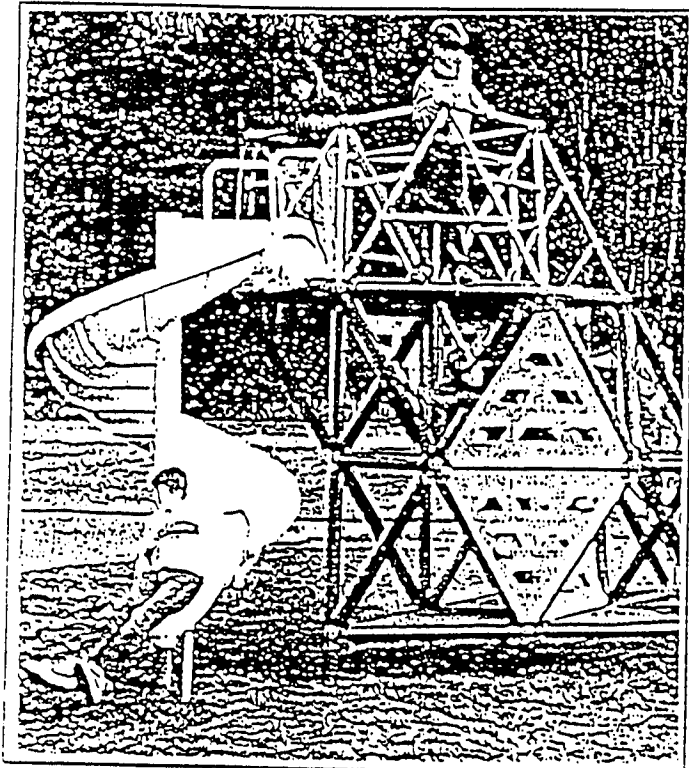
■ Regular street tree planting - equal spacing.

■ Natural groupings of plant material.
■ Use species indigenous to site.



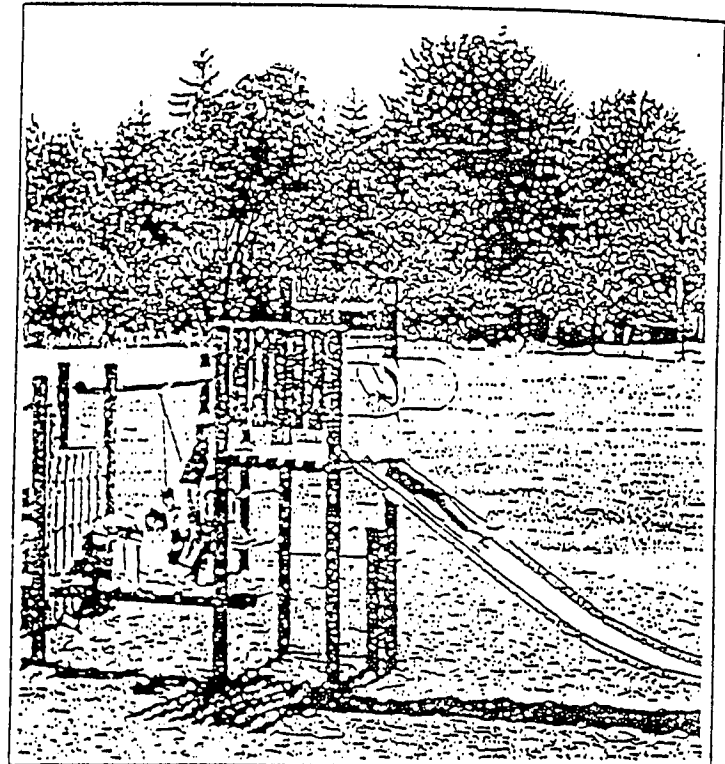
PLAY EQUIPMENT

TYPICAL URBAN AREA



- "High Tech" brightly coloured components.

MOUNTAIN COMMUNITY

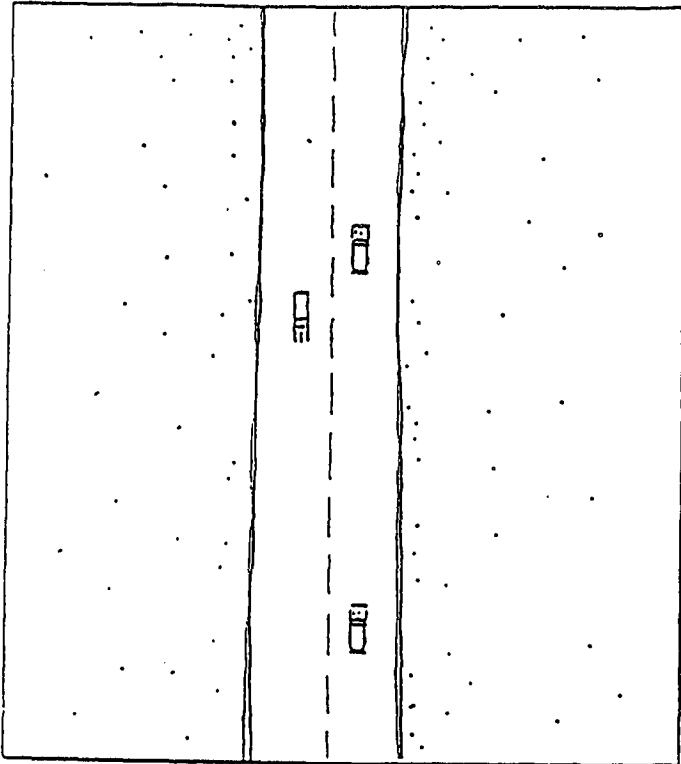


- Timber structures and components.

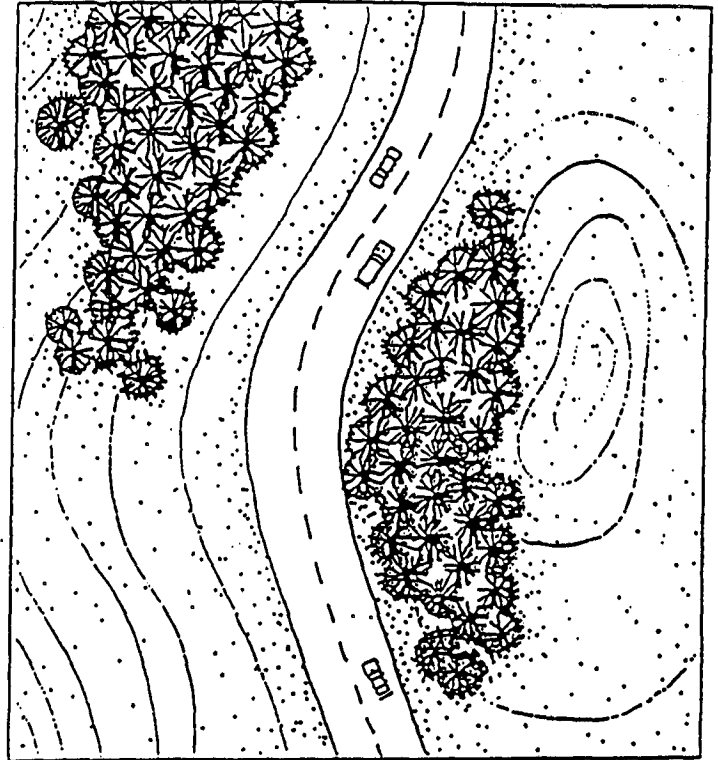


ROAD ALIGNMENT

TYPICAL URBAN AREA



MOUNTAIN COMMUNITY



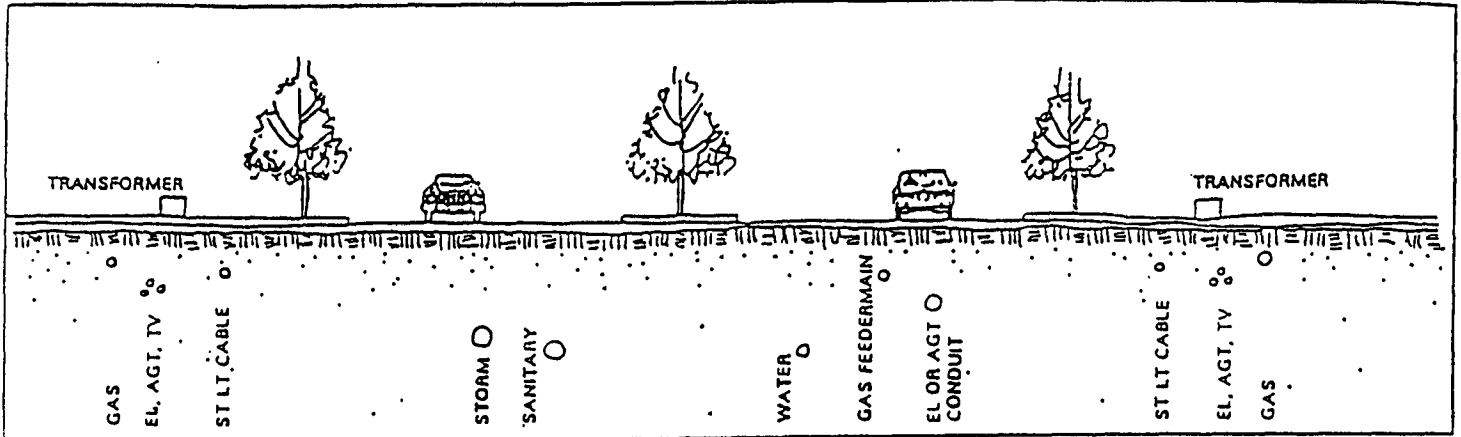
- Road alignment planned to accommodate maximum number of lots.

- Road alignment designed to follow existing contours and preserve existing trees.
- Emphasis on fitting the road alignment into the landscape.



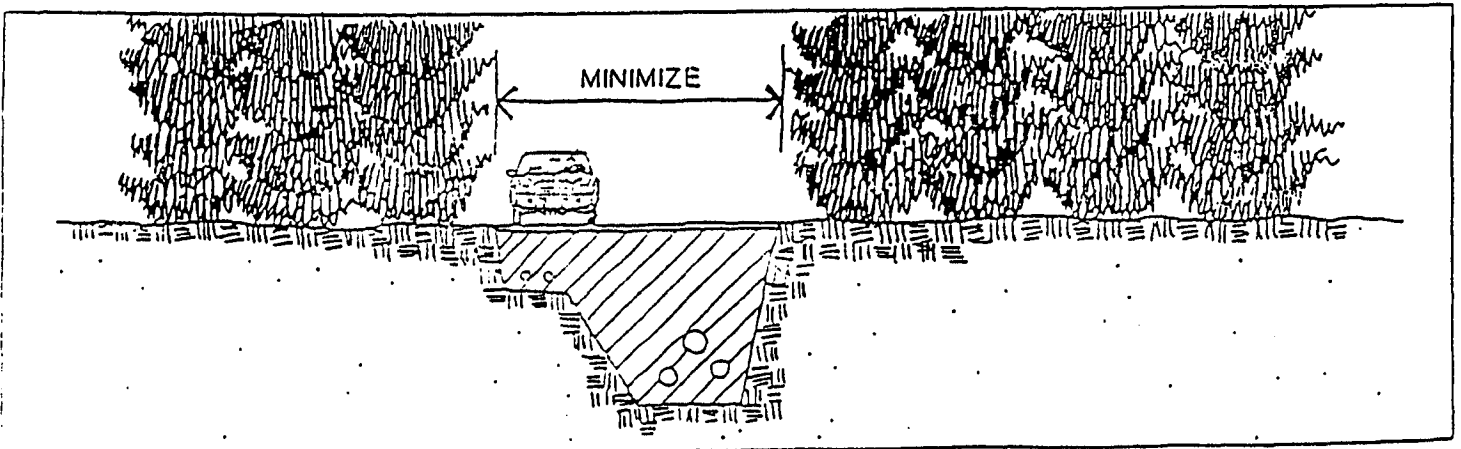
UTILITIES

TYPICAL URBAN AREA



- Separate trenching for each utility.

MOUNTAIN COMMUNITY

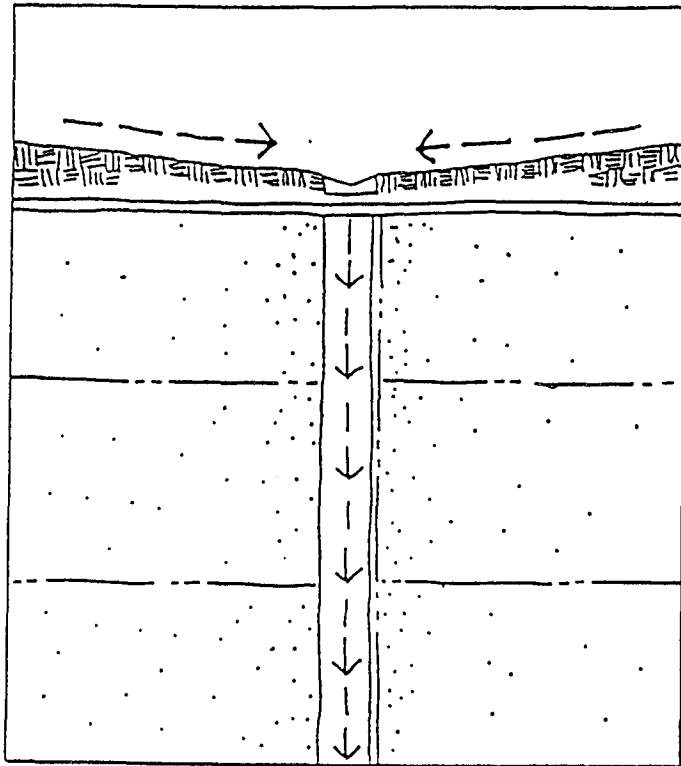


- Joint use trenching - utilize the same trench or cleared right-of-way for more than one utility where possible.
- Minimize clearing width through existing tree cover.
- Place all utilities under road where possible.

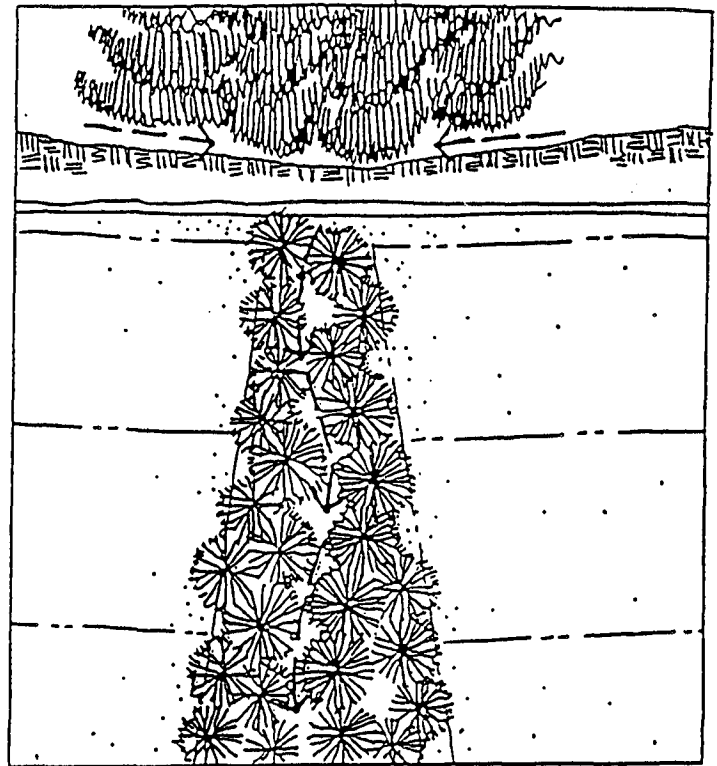


REAR LOT DRAINAGE

TYPICAL URBAN AREA



MOUNTAIN COMMUNITY



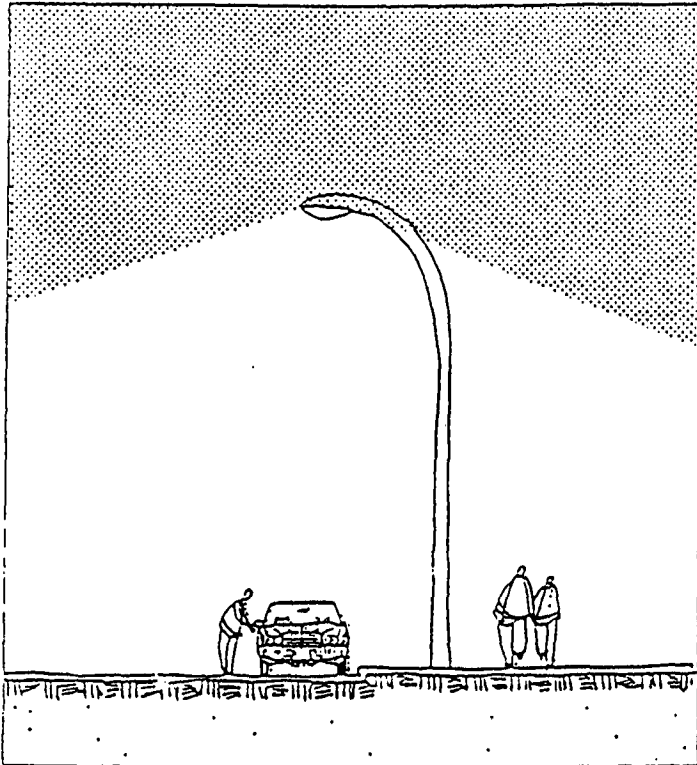
- Concrete drainage swale to storm sewer catch basin.

- Utilize low points in existing topography to accommodate drainage swale.
- Preserve existing vegetation and allow for natural percolation.



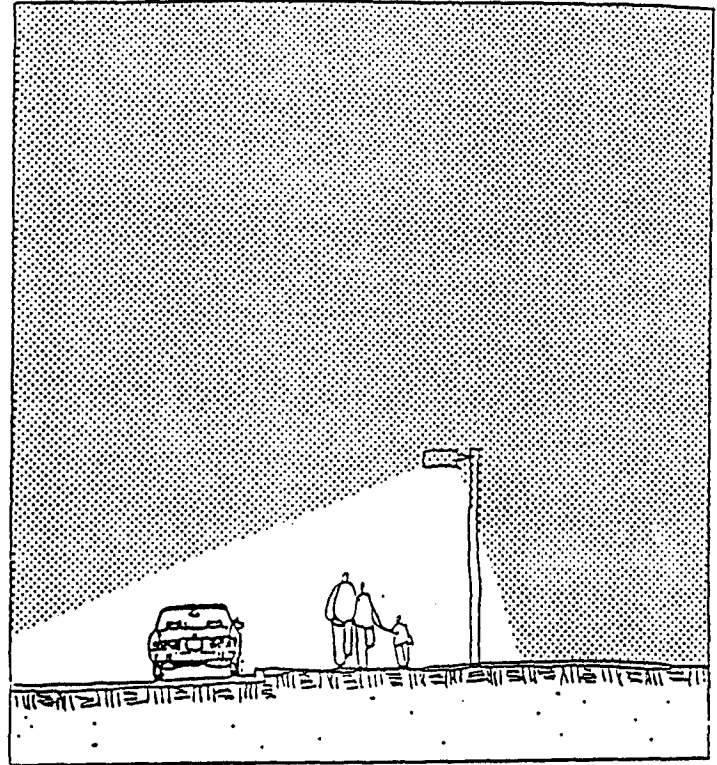
LIGHTING

TYPICAL URBAN AREA



- Tall pole.
- Excess light detracts from mountain environment.

MOUNTAIN COMMUNITY

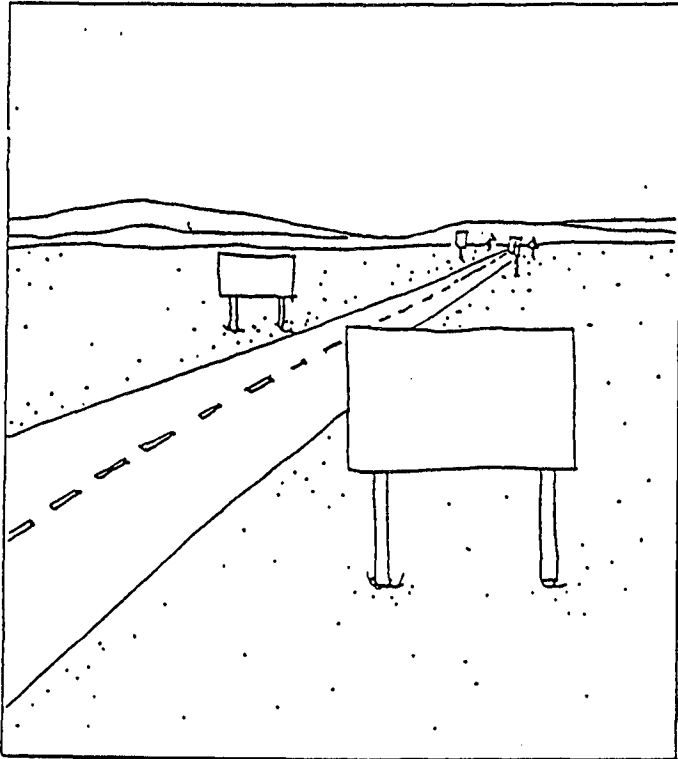


- Lower pole.
- Controlled light fixture to prevent undesired light spillage.
- Unobtrusive pole size, colours and design to blend into environment.



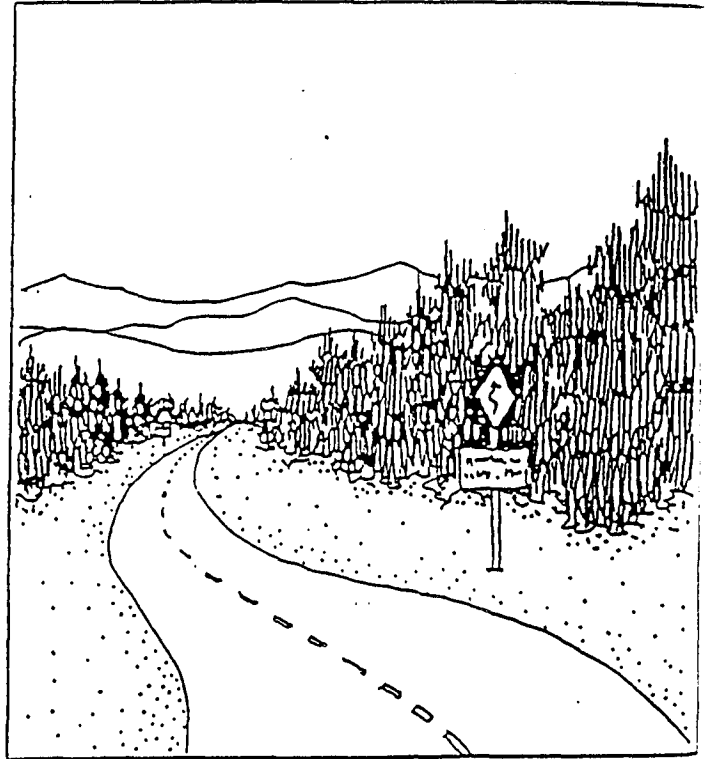
SIGNAGE

TYPICAL URBAN AREA



- Back of signs and posts usually bright aluminum.
- Proliferation of signs.

MOUNTAIN COMMUNITY



- Paint/stain back of signs and posts colour to blend with environment.
- Reduce number of elements in landscape, use same vertical post for more than one use.

THRESHOLDS and MONITORING PROGRAM

PILLAR 1: DEFINING THE LAND BASE
Recommended monitoring program for the Land Base Map

Measure:	Cumulative environmental impacts of development on the use of land base
Why?	No contravening of the boundaries will be accepted unless agreed to by the parties
How?	Biosphere project* and the Thresholds and Monitoring group.

* The Biosphere Project is intended to form the basis of a comprehensive view of environmental issues to be taken on a valley wide basis. The project will run from 3 to 5 years in order to establish a secure baseline of information on the following:

- inventory of wildlife species in the valley
- habitat inventory assessment
- wildlife corridors valley wide
- water quality projection measures
- air quality projection measures
- vegetation management studies
- critical habitat locations
- forestry management strategies
- visual impacts
- noise abatement programs

Additional monitoring assistance needs to be sought

Measure:	Commitment of local and regional authorities to principles of the "green area" overlay on the land base map
Why?	to ensure intent of the Town is not overridden at Provincial level
How?	Explanation of Canmore's intent in the wider Provincial forum

Measure:	Quantity of critical habitat (hectares)
Why?	To ensure not net loss of the habitat required to sustain current populations; or To ensure maintenance of species diversity(animals, plants, birds, fish, amphibians etc)
How?	Wildlife counts, bird and spring flower counts. Road kill statistics; fish spawning rates. Establish current baseline data and analyze figures for changes. Measure net loss of critical habitat (Use the GM land base map as part of baseline data development.

Measure:	Wildlife Corridors
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APPENDIX E

Why?	To maintain wildlife species diversity by preventing the "islandization" of Banff National Park and Kananaskis Country.
How?	Ensuring developments maintain crucial corridors and monitoring their use
	by predator, ungulate and other species. Road kill statistics.
Measure:	Habituation of wildlife
Why?	Indicator of a potential excess of human intrusion creating stress in wildlife populations.
How?	Incidents of negative interaction between humans and animals.
Action?	Include education - -eg. bearproof garbage containers
Measure:	Per capita green space (open space and park)
Why?	Quality of life issue re: experience of rural and mountain environment (in keeping with the ruralization of Canmore.
How?	Town of Canmore Planning Department. Relationship among census, density and number of hectares.

PILLAR 2: RESIDENTIAL COMPONENT

Recommended monitoring plan for the Community Housing Needs program:

Measure:	The % of gross household income that is being spent on basic accommodation in the community (not as an average, but by #s of households spending within selected ranges of percentages, eg. 420 households spend between 33-35% of gross income on accommodation)
Why?	This measurement will indicate whether the standard of living of the residents is being eroded by their cost of housing. If the cost approaches 40% of gross income then there is strong evidence statistically that the standard of living in these households is eroded (note that there are other % points from which sociologists are able to derive information). This measurement tool will also incorporate measurement of employment/other income levels, housing costs, and the effect of mortgage interest rates.
How?	Through the yearly annual census households will be asked an optional question on their family income in \$5,000 increments and also how much each month they are spending in \$100 increments on either monthly mortgage payments and taxes or monthly rent. To increase compliance with this question we will clearly identify that this question will provide essential base line data to assist the Town of Canmore and the Growth Management Committee in addressing the fundamental issue of what constitutes "affordable housing in Canmore". From this the % of family income spent on housing can be tabulated. Note that fluctuating interest rates have a serious effect on affordability, therefore the interest used in calculating the % of family income spent on housing will be on a rolling average of the previous 5 years. The current policies of CMHC will be the guiding principles for the maximum % of income that should be spent on housing.

Measure:	Determine total # of dwelling units or households; # of permanent/non-permanent; # of occupants/dwelling unit; ownership status of the dwelling units; location of employment; length of time at the same dwelling unit; length of time in the community in all dwelling units
Why?	Measurements will determine net population change; % of permanent/non-permanent; # of households; % of local vs. non-local employment, migration patterns within community, etc.
How?	Annual municipal census
Measure:	Measure # of rental units of 1-,2-,3-bdrm style; average rents in each style; # of occupants per household or dwelling unit and vacancy rates
Why?	Rental accommodation is an important option for residents living and working in the community. As most new rental accommodation must compete with condominiums for appropriately-zoned land, comprehensive understanding of the rental market will be important input for future land-use decisions
How?	Annual municipal census to use the data collection procedures that have been used in the past by Municipal Affairs, to ensure historical comparisons can be made re: trends, long-term averages, etc.
Measure:	The market value of existing housing stock (both owned and rental); the market values of the owner-occupied stock could be derived from the new "market-based" assessment that the Town is required to do; rental values would be obtained under item 3 above
Why?	Primarily as data to support analysis of housing expenditures; further to uncover trends in affordability
How?	Under the new Municipal Government Act all municipalities must do a complete market-based assessment every 2 years.
Measure:	The number of resales of the existing housing stock in Canmore in each of the defined categories on a yearly basis.
Why?	To track movement within the resale market as an additional indicator of demand in those defined categories.
How?	Annual survey of all real estate firms active in Canmore
Measure:	The distribution of total family incomes as taken by Statistics Canada
Why?	The distribution of total family income will give us one of the models to base the distribution of housing units required to meet Canmore's housing needs
How?	Statistics Canada Family Tables - Number. of Families by Total Income
Measure:	# of staff accommodation units in Canmore, # of occupants in each unit, and rent charged per unit
Why?	To monitor changes in availability of staff accommodation and to ensure reasonable standards of accommodation are available, ie. crowding, and to monitor the effects of the staff/employee housing bylaw.
How?	Annual municipal census

Recommended monitoring program for natural environmental issues

Measure:	Air quality (contaminant levels)
Why?	To ensure no deterioration in levels from 1995 levels
How?	Establish airshed characteristics. Investigate both provincial and federal standards. Measure contaminants.
Action?	Create a fire place policy for Canmore
Measure:	Water quality
Why?	To no deterioration from 1995 levels
How?	Measure against provincial and federal standards Measure sewage outflow, storm water outflow, ground water quality
Action?	Sewage treatment capacity be required to keep pace with development demand. Public education and policies re: use of herbicides, fungicides and pesticides New and existing golf courses to develop an environmentally friendly pest management plan
Measure:	Per capita residential and commercial water consumption
Why?	Impact on infrastructure capacity and costs
How?	Town to move immediately to water meters
Measure:	Traffic flows and intensities
Why?	Quality of life - to determine if there should be stop signs or traffic lights; timing and need for bridge expansion, impact on noise levels; impact on air quality levels.
How?	Use of Department of Highways specs and existing engineering reports.
Action?	Initiate change as indicated
Measure:	Noise and light levels
Why?	Enhancement of rural atmosphere
How?:	Alternative lighting (including lower the number and reduce the height Lower the speed on the highway/berming etc
<i>Recommended thresholds for social environment monitoring</i>	
Measure:	Demand for social services including health care, counselling and mental health services
Why?	Availability of services as well as demand for them is an indicator of the health of the community
How?	Information from various agencies involved as an indicator of demand and the ability of each department to accommodate
Action?	Respond to need for change in level of above services as needed
Measure:	Demand community services including recreation facilities and library use by student-teacher ratios, quantity of use of facilities, level of satisfaction.
Why?	Quality of life and community health
Measure:	Per capita incidence of social pathology
Why?	Assurance of personal and family safety
How?	Contact agencies for crime rates, incidence of domestic violence, use of food bank to identify trends and possible causes.

PILLAR 3 THE COMMERCIAL COMPONENT

Recommended monitoring program for the Commercial Pillar

Measure:	The annual assessment of commercial tax base and variance from targets
Why?	To determine if additional action is required to achieve 10-year goal
How?	Through Town assessments each 2 years + completion certificates in interim year
Measure:	Level of new business activity, including expansion of existing businesses, and not to exclude new home based businesses, or cultural sector activities
Why?	To determine success of pro-active strategies, including capture of spin-off opportunities from major projects
How?	Utilize existing "business inventory" program of the Chamber of Commerce and add Art Council inventory, or replace with similar program at EDO.
Measure:	Level of projected future commercial development activity
Why?	To determine whether infrastructure planning is adequate to service forecast need and adjust plans accordingly; to determine whether land supply to fulfill long-term commercial objectives remains satisfactory
How?	Review proposed and/or pending projects from EDO and planning dept
Measure:	Unemployment rate
Why?	To monitor the effects of restricting residential development has had on the employment base. Also to monitor the strength of our local economy as a job creator.
How?	Canada Manpower Centre
Measure:	Progress on streamlining
Why?	To identify additional actions that may be necessary
How?	Survey of current and recent proponents of commercial projects
