



infrastructure and other costs associated with the redevelopment of property in the community revitalization levy area.

**DEFINITIONS**

- 2 In this bylaw, unless the context otherwise requires:
- (a) **"Act"** means the *Municipal Government Act*, R.S.A. 2000, c M-26;
  - (b) **"City"** means the Municipal Corporation of the Town of Cochrane;
  - (c) **"Council"** means the Municipal Council of the Town of Cochrane;
  - (d) **"Incremental Assessed Value"** has the same meaning as section 381.1(a) of the Act;
  - (e) **"Property"** has the same meaning as in section 284(1)(r) of the Act;
  - (f) **"Regulation"** means the *Town of Cochrane Community Revitalization Levy Regulation*, AR 204/2012.

**RULES FOR INTERPRETATION**

- 3 The marginal notes and headings in this bylaw are for reference purposes only.

**PART II – COMMUNITY REVITALIZATION LEVY**

**LEVY**

- 4 a community revitalization levy shall be imposed at a rate to be passed annually in respect of the Incremental Assessed Value of the Property in the Cochrane Community Revitalization Levy Area to raise revenue to be used toward the payment of infrastructure and other costs associated with the redevelopment of property in the Cochrane Community Revitalization Levy Area.

**PART III – GENERAL**

**Schedule "A"**

- 5 The Cochrane Community Revitalization Levy Area Plan, which contains the information required in section 4(2) of the Regulation, is attached hereto as Schedule "A" and forms part of this bylaw.

**EFFECTIVE DATE**

6 This bylaw takes effect on the date on which this bylaw is approved by the Lieutenant Governor in Council.

Read a first time November 26, 2012  
Public Hearing held November 29, 2012  
Read a second time November 29, 2012  
Read a third time November 29, 2012



\_\_\_\_\_  
Mayor  
\_\_\_\_\_  
Manager, Legislative Services



# Cochrane Community Revitalization Levy Area Plan

Winner: 2013 GFOA Award for Excellence in Government Finance



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# Executive Summary

A Community Revitalization Levy (CRL) is a unique, one-time opportunity provided by the Government of Alberta to promote the redevelopment of lands within a municipality. It is not an additional property tax, but rather a redistribution of the education tax that would ordinarily be collected by the province in order to place it into public infrastructure improvement projects that will spur redevelopment within the plan area.

The Community Revitalization Levy Plan for Cochrane proposes to establish an area of 25.3 hectares (62.5 acres) for which this funding mechanism would apply. These lands are located within Cochrane's downtown expansion area and include the recently remediated Quarry lands (former Domtar site) and the Burnswest Lands. All of these lands are designated as part of the Central Business (CB) or Shopping Centre (C-SC) land use district and are anticipated to include a significant retail component, along with other residential and institutional uses.

Four major public infrastructure improvement projects are proposed to be completed using revenues from the Community Revitalization Levy. These include public space (urban roadway) enhancements, a Canadian Pacific Railway pedestrian overpass, a contribution to a future performing arts centre and a shared parking facility to serve adjacent commercial and institutional land uses.

## Proposed Public Improvement Projects within CRL Plan Area

Project Name	Commencement Priority	Estimated Expenditure
Public Space Improvements (Urban Design and Roadway)	2013-2014	\$3,000,000
CPR Pedestrian Crossing	As CRL cash flow permits	\$4,000,000
Contribution to the Arts Centre	As CRL cash flow permits	\$3,000,000
Shared Parking Facility	As CRL cash flow permits	\$3,000,000

The objectives of the Community Revitalization Levy and the related public improvement projects are to redevelop the lands and integrate them with the rest of the downtown. Revenues from the Community Revitalization Levy will be used to beautify the plan boundary roadways to maintain Cochrane's small-town character, physically connect the redeveloping area with the historic downtown, and lay the groundwork for

a future performing arts centre. The adoption and implementation of the CRL Plan also opens up the possibility that some industrial lands adjacent to the plan area will also redevelop or transition to higher order uses as a result of the general increase in land values.

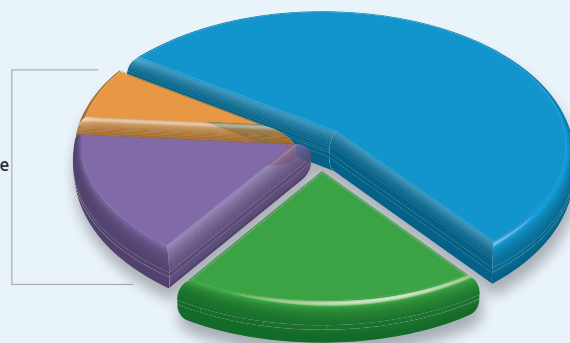
Revenues from the Community Revitalization Levy are expected to be realized quickly, as development may begin on The Quarry lands as early as 2012 or 2013. Total revenues from the Community Revitalization Levy range from \$13.8 million to \$17.9 million over the next 20 years under the low, medium, and high revenue scenarios. Of this revenue, approximately \$4.7 to \$6.1 million dollars will be redistributed from the provincial education tax to the Town of Cochrane for use in the proposed public infrastructure improvement projects.

### Increased Assessment Scenarios

- Municipal Revenue (Baseline)  
\$3.4M to \$4.4M
- Provincial Education (Baseline)  
\$1.9M to \$2.5M
- CRL Revenue (Provincial)  
\$4.7M to \$6.1M
- CRL Revenue (Municipal)  
\$9.1M to \$11.8M

Total Revenue \$19.1M to \$24.8M

Baseline Revenue  
\$5.3M to \$6.9M



It is anticipated that borrowing will only be required for the initial public space (urban roadway) enhancements. The Town of Cochrane will neither exceed its debt limit nor its debt servicing limit as a result of this initial borrowing and it is anticipated that the remainder of the public infrastructure improvement projects can be financed without further borrowing.

This plan will be reviewed frequently and updates on tax revenues collected will be presented to Council annually as part of the annual taxation process. The plan may be repealed prior to the 20-year maximum time limit at the request of municipal council and the endorsement of the Lieutenant Governor in Council.

WINNER: 2013 GFOA AWARD FOR EXCELLENCE IN GOVERNMENT FINANCE

Special thanks to the project team:

Town of Cochrane

Urban Systems Ltd

Alberta Municipal Affairs Finance team

Town of Cochrane contributors

Paige Milner, CA, project sponsor

Stephen Utz, project lead

Lynda Cooke, project lead

Travis Nosko, project lead

Kathy Dietrich, Planning

Erin Braaten, CA, Financial Services

Stacey Loe, Legislative Services

Stefan Price, GIS

Emily Allert-House, Communications

Laurie Drukier, Communications







# Introduction

## 1.1 Description of a Community Revitalization Levy

In 2005, the Government of Alberta amended the *Municipal Government Act* to provide the opportunity for a municipality to implement a Community Revitalization Levy (CRL) for certain geographic areas within its boundaries.

Such a levy is not an additional property tax. It applies only to the properties within the CRL boundary, and only to the increases in property value above the baseline value established on December 31st of the year in which the plan is adopted by the municipality and province. When there are increases to property values, the levy redirects the general municipal revenue and the provincial education portion of the property tax collected from the increased value into infrastructure improvement projects within the CRL area. As such, this funding mechanism does not require tax revenues from other areas in the municipality to pay for the infrastructure improvement projects in the area that the municipality wishes to rejuvenate.

In its entirety, a Community Revitalization Levy consists of a provincial regulation as well as a bylaw and plan adopted by municipal council that has been endorsed by the Lieutenant Governor in Council.

## 1.2 Authorizing Legislation

Cochrane Town Council may pass a Community Revitalization Levy (CRL) Bylaw in accordance with Part 10, Division 4.1 of the *Municipal Government Act*, M-26 R.S.A. 2000 (MGA). The MGA authorizes Council to impose a levy in respect to the increased assessed value of property within a Community Revitalization Levy area to raise revenue that can be used toward the payment of infrastructure and other costs associated with the redevelopment of properties in the Community Revitalization Levy Plan area.

The CRL Bylaw must be approved by the Lieutenant Governor in Council, and from the year in which the Community Revitalization Levy Bylaw is approved, it will remain in force for ten years with a maximum extension of a further ten years, unless requested to be repealed at an earlier date by the municipality and endorsed by the Lieutenant Governor in Council.

### 1.3 CRL Adoption Process

The preparation and adoption of a CRL Bylaw requires considerable communication between municipal and provincial staff to work through the following key steps:

Step 1	A municipality evaluates the financial viability and objectives for a potential CRL area.
Step 2	A municipality advises Municipal Affairs of its intent to establish a CRL area and submit a CRL Bylaw.
Step 3	The municipality and Municipal Affairs work together to establish the regulation for the proposed Community Revitalization Area
Step 4	The Lieutenant Governor in Council establishes the Community Revitalization Levy Regulation for the specified area.
Step 5	Municipal Council approves the CRL Bylaw, thereby sending the CRL Plan to Municipal Affairs for review
Step 6	Lieutenant Governor in Council may order approval or amendment of the CRL Bylaw

Administration for the Town of Cochrane evaluated the viability of a Community Revitalization Levy and determined that considerable funding could be made available through this legislation. This evaluation assumed that the properties within the subject area would redevelop and achieve the predicted increase in value according to their proposed land uses. On this basis, Council gave its approval to proceed with the preparation of a CRL Plan, including a list public improvement projects, on February 13, 2012. Town staff formally sent notification of this decision to Municipal Affairs on February 14, 2012.

Staff from Municipal Affairs and the Town of Cochrane then began working together to develop the CRL Regulation. The CRL Regulation follows the template of requirements in the MGA, and requires municipal council to:

- a) approve a Community Revitalization Levy Area Plan (i.e. this document);
- b) hold a minimum of one public hearing regarding the proposed Community Revitalization Levy Area Plan;
- c) make and keep a record of any public hearings on the proposed Community Revitalization Levy Area Plan (see Section 7.0), and;
- d) make these results available to the public

Submitting the CRL Regulation to the province establishes the boundary for the Plan area unless altered by the Lieutenant Governor in Council, or requested to be amended by the municipality. In consideration of the comments received during the public engagement conducted for this proposed CRL Plan, the Town of Cochrane has elected to submit this Plan to the province after the open house, first reading, second reading and public hearing, in order to give proper consideration to comments received for changes to the plan area and infrastructure improvement projects.

Once sent to the province, the Lieutenant Governor in Council has the authority to change any aspect of the proposed Regulation, Bylaw and Plan for the Community Revitalization Levy. Constant dialogue between the provincial and municipal governments is essential in this regard to ensure that the initiative will be appropriate for both parties.

At such time as the Regulation, Bylaw and Plan are amended or approved by the Lieutenant Governor in Council, then the CRL Bylaw and Plan will be sent back to the Town of Cochrane to receive third and final reading from municipal council. The CRL Bylaw only comes into effect once it has received approval from both the municipal council for the subject lands, as well as the Lieutenant Governor in Council.

# Proposed CRL Plan Area

## 2.1 Legal Description and Map of Plan Area

The lands proposed to be part of the Community Revitalization Levy Plan area may be described in accordance with the map shown in Figure 1 below:



Figure 1: Map of Community Revitalization Levy Plan Area

The total lands comprising the CRL Plan area amounts to 25.3 hectares (62.5 acres). This includes road allowances and portions of the railway as areas in which the public improvement projects proposed under this CRL Plan may be located. In the case of a discrepancy with respect to the delineation of the CRL Plan area boundary, the legal description of the boundary found in Appendix A shall apply.

For the purposes of assessment, the lands in the plan area that will be subject to this levy total 21.51ha (52.41 acres) and may be described in accordance with the legal descriptions and tax rolls provided in the table below:

**Table 1: Legal Description and Tax Rolls for Properties in the CRL Plan Area**

Legal description	Property Tax roll	Size (ha)
Plan 1325JK, Block F	8200	17.87
Plan 771 1319, Block 12	38500	0.70
Plan 851 1119, Block 3, Lot 1	61500	0.21
Plan 001 1685, Block 2, Lot 7	312000	0.53
Plan 001 1685, Block 2, Lot 8	312100	0.34
Plan 001 1685, Block 2, Lot 9	312200	0.37
Plan 001 1685, Block 2, Lot 10	312300	0.34
Plan 001 1685, Block 2, Lot 11	312400	0.37
Plan 001 1685, Block 2, Lot 12	312500	0.48

The levy shall still apply to these properties, even in the case that they are subdivided or transferred, for the life of this CRL Bylaw and Plan.

## 2.2 Rationale for Delineation of Plan Area Boundary

The CRL Plan area has been defined so as to incorporate the lands that would require public infrastructure improvement projects to redevelop completely as a result of previous soil contamination. It is an area that has the capacity and the appropriate land use districts (see Sections 3.3 and 6.0) to see dramatic increases in property values. This provides an ideal circumstance in which to have a Community Revitalization Levy, as the potential income from a CRL Plan is dependent on increases in property values to fund the infrastructure improvement projects.

The boundary proposed for the CRL Plan area has also been influenced by the need to produce sufficient income to pay for the desired infrastructure improvement projects as well as any interest that may be incurred by the debt required to finance them (see Section 8.0). The boundary as proposed provides sufficient income to meet these financial obligations, even in the most conservative property value increase and municipal growth scenarios.

Overall, the boundary also represents a balance between the Town's annual operating budget needs and the opportunity to raise funds for a one time capital investment in the CRL area. A larger boundary could be considered which would result in more provincial education taxes that could be retained in Cochrane. However, this would also reduce the municipal tax revenue available for annual operating budget needs. The boundary as proposed mitigates this potential tax burden and financial risk.

# Need for CRL Plan

The Town of Cochrane is a community that has been experiencing tremendous growth over the last 40 years, evidenced by a population increase from less than 1,000 in 1971 to 17,580 according to the 2011 Census. As the population and the municipal land areas have expanded, so too has pressure been placed on Cochrane's downtown to grow as the social, cultural and economic heart of the community. Unfortunately, for the last quarter-century, this has largely not been possible, on account of soil contamination in the bulk of the lands located in the Cochrane Community Revitalization Levy Plan area.

Just under 18 hectares of the lands that make up the Plan area were previously owned by the Domtar Corporation and used for wood-preserving operations between 1964 and 1988. The nature of these operations contaminated the soils within the property, and because of the porous nature of the river basin gravels in the area, migrated as a plume under some adjacent properties within the CRL Plan area as well.

Despite the desire and demand to bring these lands into an expanded downtown area, the costs of remediation have always been prohibitive to redevelopment in the past. This inability to expand the downtown has also led to some fracturing between the Historic Downtown and the commercial areas on Fifth Avenue and Grande Boulevard. It has also precipitated significant economic leakage, placed as high as 58% according to some reports, and led to a fiscal imbalance, with over 80% of municipal tax revenue coming from residential land uses.

It is therefore fair to say that revitalization of this area is imperative in order to provide a strong, vibrant, connected and healthy downtown, as well as a more sustainable, long-term tax base.

## 3.1 Description of Prohibitive Costs for Remediation and Redevelopment

The nature of the contamination, which includes dioxins and furans, and therefore a potential hazard to human health, made the requirements for remediation quite extensive and therefore expensive. The Amended Remediation Action Plan (ARAP) prepared for The Quarry (former Domtar site) suggested a lengthy timeline for remediation with an implication of significant cost. In addition, provincial remediation standards would prohibit development from ever occurring in certain sections of The Quarry, known as the Special Management Area (see Figure 2).

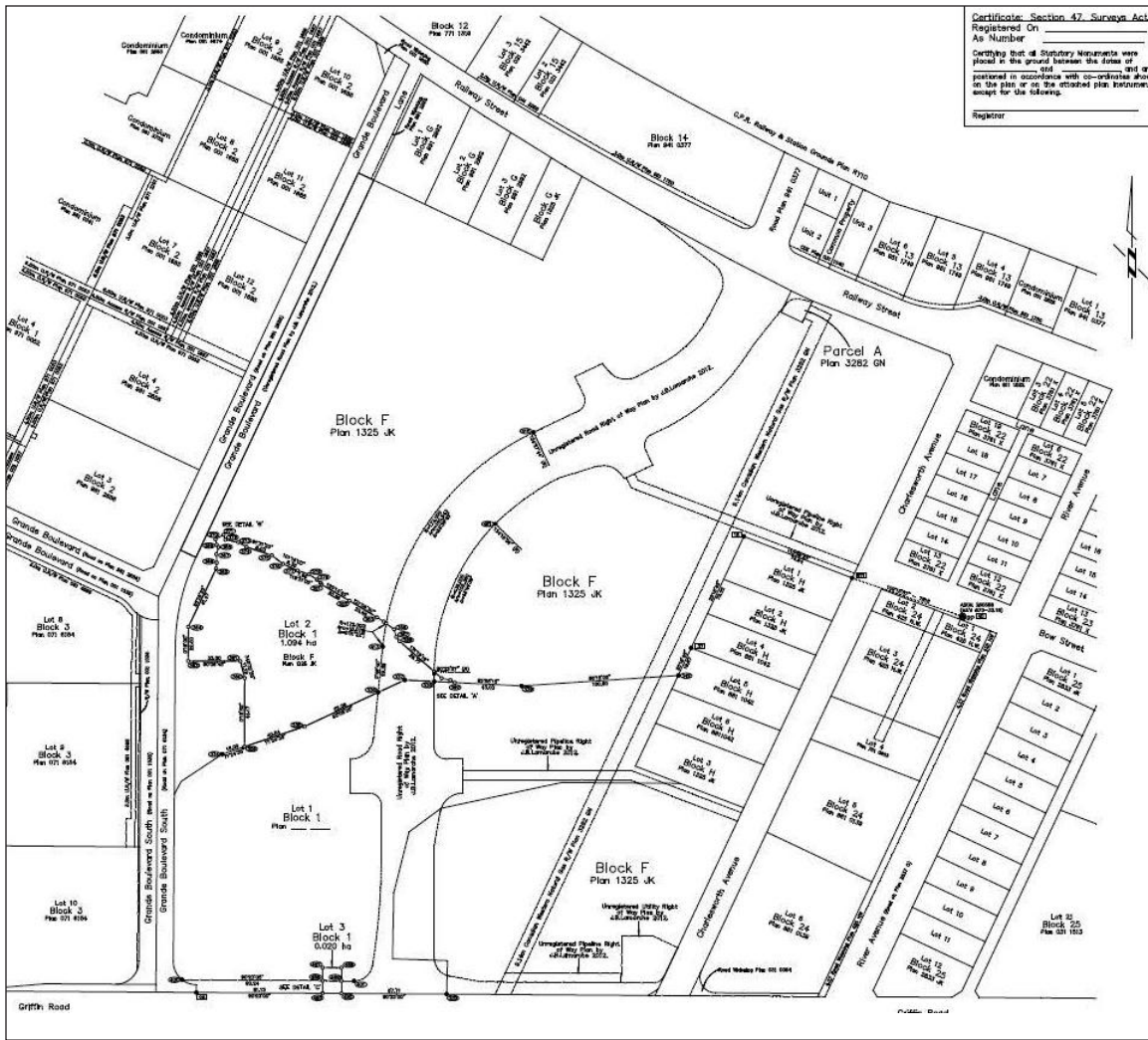


Figure 2: Special Management Area in the Quarry

The inability to develop a portion of the lands in the CRL Plan area, as well as the direct and indirect costs of the time and effort necessary to remediate the lands, have a significant impact on the pro forma for potential redevelopment. However, funding opportunities, such as the Building Canada federal grant program and the Community Revitalization Levy legislation available under the *Municipal Government Act* have brought developers back to the table to redevelop these contaminated lands and match the vision of Cochrane’s residents for a healthy, strong, vibrant and connected downtown area.



## 3.2 Description of Current Status

Most of the lands within the CRL Plan area are void of development as a result of previous soil contamination. The two exceptions are the areas known as Centennial Plaza and the Esso Fuel Station. The environmental status of the Esso Fuel Station is unknown, while Centennial Plaza has been developed as a public gathering space and is not known to be contaminated.

The lands known as The Quarry (former Domtar site) received confirmation from Alberta Environment in March 2012 that they had been remediated in accordance with the terms of the Amended Remedial Action Plan. The impetus for the remediation came from the funding available through the Building Canada grant and the Community Revitalization Levy, which respectively provide the funding for the construction of Centre Avenue and the infrastructure improvement projects listed in Section 5.1.

Since then, the Town of Cochrane has released tender documents to construct the Centre Avenue extension through The Quarry lands in the CRL Plan area. The extension of this primary road through the historic downtown and downtown expansion area is an important part of the plan to provide access for retail development, and therefore formed part of the Memorandum of Understanding between the developer and the Town of Cochrane prior to the remediation. It is anticipated that construction of the Centre Avenue extension will begin before the end of the 2012 construction season.

Development Permits may be applied for on the remainder of the lands in the CRL Plan area on confirmation from Alberta Environment of remediation in accordance with their standards.

### 3.3 Land Use Districts for the Subject Lands

Land use districts for all lands in the CRL Plan area have been provided as part of Land Use Bylaw 01/2004, as identified in Figure 3 and Table 2 below. As described in Appendix B, lands within the CRL Plan area have a land use district that would permit retail stores and other types of commercial and/or mixed-use development.

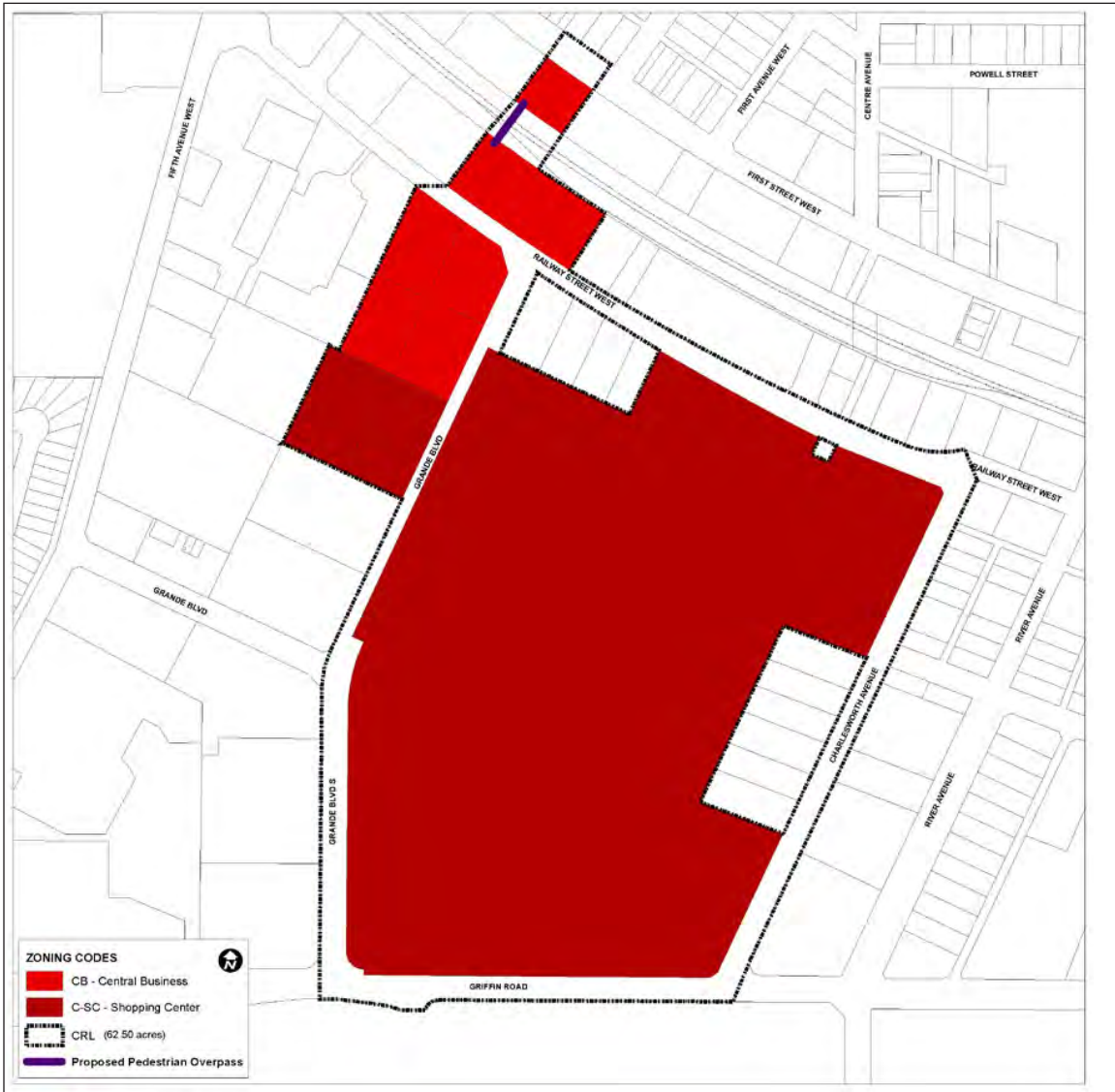


Figure 3: Map of Current Land Use Districts for CRL Plan Area

Table 2: Land Use Districts for the lands in the CRL Plan area

Land Use District	Area (excluding roads and rail)
Central Business District (CB)	2.34ha
Shopping Centre District (C-SC)	18.84ha

It is significant to note that the lands forming The Quarry (Block F, Plan 1325JK) received an amendment to the Downtown Area Redevelopment Plan (DTARP) and Land Use Bylaw (LUB) to permit a gross floor area of up to 18,500m<sup>2</sup> (~200,000ft<sup>2</sup>) for buildings developed on these lands. It is therefore assumed that property values will increase greatly in correlation with the retail intensity possible for the majority of the lands in the CRL Plan area.

### 3.4 Historically Significant Buildings

In 2002, the Town of Cochrane compiled a register of the historic resources within its corporate boundaries. This register identified 42 buildings, one structure and two cemeteries as the historic resources in the Town of Cochrane. The list of historic resources was then divided into two categories to distinguish the most significant historic resources.



Figure 4: Map of Historic Resources in Cochrane

Only one historic resource, the King Solomon Lodge on Centre Avenue, has been designated as a Municipal Historic Resource and placed on the provincial register. As Figure 4 clearly indicates, there are no historic resources within the Community Revitalization Levy Plan area. Therefore, no impacts to any historic resources or buildings are anticipated.

### 3.5 Objectives and Benefits of the Plan

The goal of the Cochrane Community Revitalization Levy Area Plan is to use the unique funding opportunity provided by the province to build on the remediation (progressing and completed) on the lands within the CRL Plan area, and thereby develop it as part of Cochrane's vibrant downtown. It is anticipated that funding the public improvement projects proposed in this plan will help to make the planning and policies a reality for this important part of the downtown over the next 20 years.

The objectives for this funding mechanism, and the related public improvement projects, are as follows:

- a) redevelop all contaminated lands to complement the existing downtown area, in consideration of the existing, applicable land use policies;
- b) integrate the lands within the CRL Plan area with the rest of the downtown area;
- c) beautify roadways and associated public facilities to maintain the small-town character through, and adjacent to, the lands in the CRL Plan;
- d) physically connect the redeveloping CRL area with the historic downtown through the construction of a pedestrian overpass and the use of landscaping on through streets, and;
- e) lay the groundwork for improved social and economic capital by making contributions to an arts centre as well as its shared parking facility

The adoption and implementation of the CRL Plan also opens up the possibility that some industrial lands adjacent to the plan area will also redevelop or transition to higher order uses as a result of the general increase in land values.

Some of this transitioning may already be taking place, as Council recently held a public hearing for Bylaw 01/2012 to amend the Land Use Bylaw by changing the land use district from General Industrial (M-1) to the Shopping Centre District (C-SC) for a property on the east side of the CRL Plan area (see Figure 5) at the time of second reading of the CRL Plan.

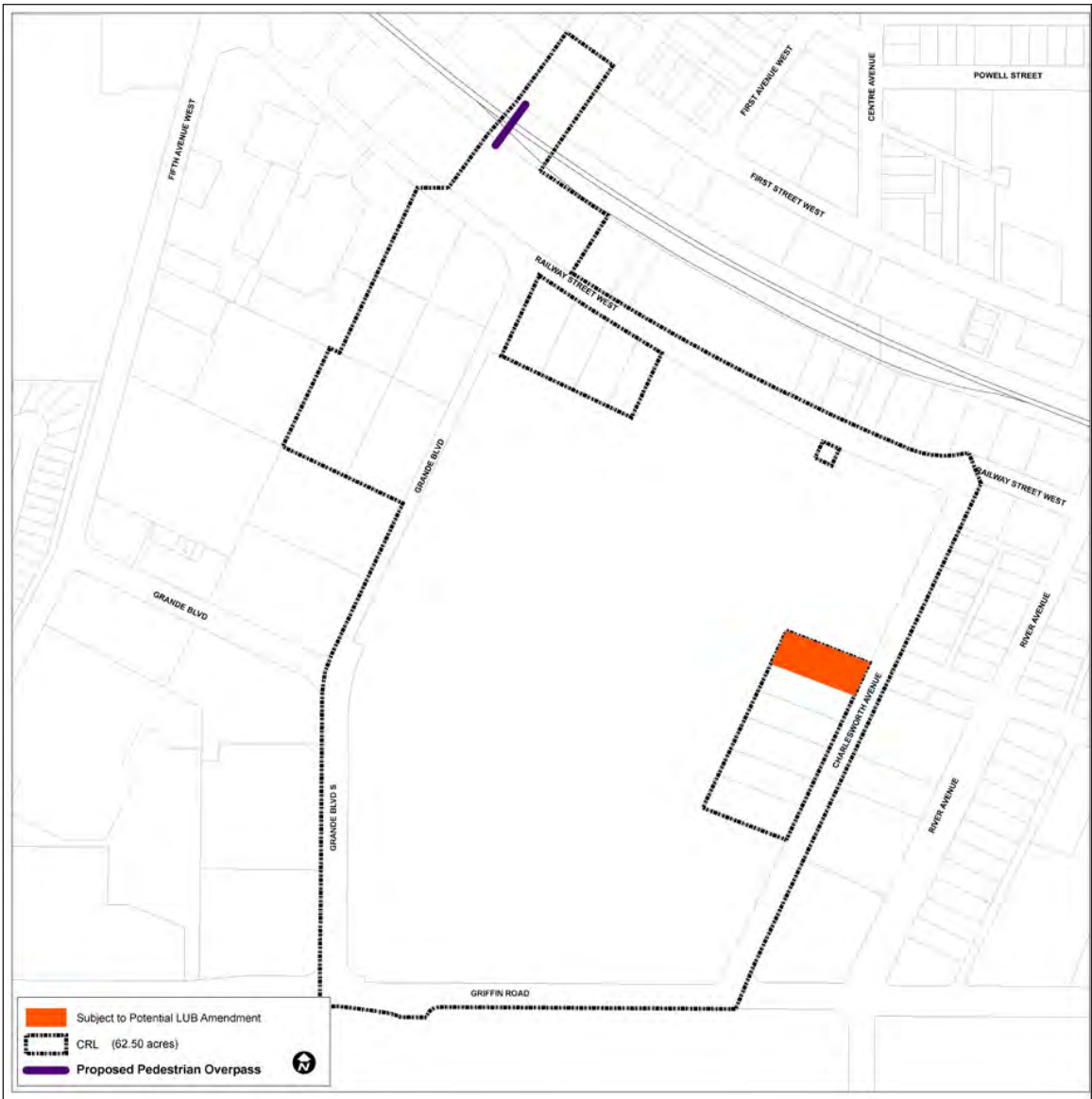


Figure 5: Proposed Land Use District Change

# Anticipated Redevelopment

## 4.1 Description of the Proposed Redevelopment

Cochrane's land use planning documents, particularly the Downtown Area Redevelopment Plan (DTARP) and Land Use Bylaw (LUB), establish the parameters for the size, type and scope for the redevelopment within the CRL Plan area.

The lands within the CRL Plan stretch across five separate "character areas" in the Downtown Area Redevelopment Plan. These character areas anticipate a range of development styles in the separate areas, from that which would fit into the boutique retail format of the old downtown to that of large format retail. The majority of the lands in the CRL Plan fall within character areas that encourage commercial, residential, and institutional land uses.

Correspondingly, with 18.84 hectares of the CRL Plan area falling under the Shopping Centre District (C-SC) of the LUB, the number and type of permitted and discretionary land uses that apply to them is significant (see Appendix B). While the exact nature of development for this area is unknown, the previously adopted Land Use Bylaw amendments to permit large format retail, as well as more recent discussions with land owners, provide a good indication of the potential redevelopment scenarios.

In broad brush strokes, it is anticipated that all lands within The Quarry would be developed as large format retail, except for approximately three hectares (seven acres) in the northwest corner (see Figure 6). These lands have been remediated sufficiently so as to accommodate residential development. Potentially one of the later stages to be redeveloped, this area is likely to contain a mix of ground floor commercial, residential apartment units and the future arts and cultural centre.

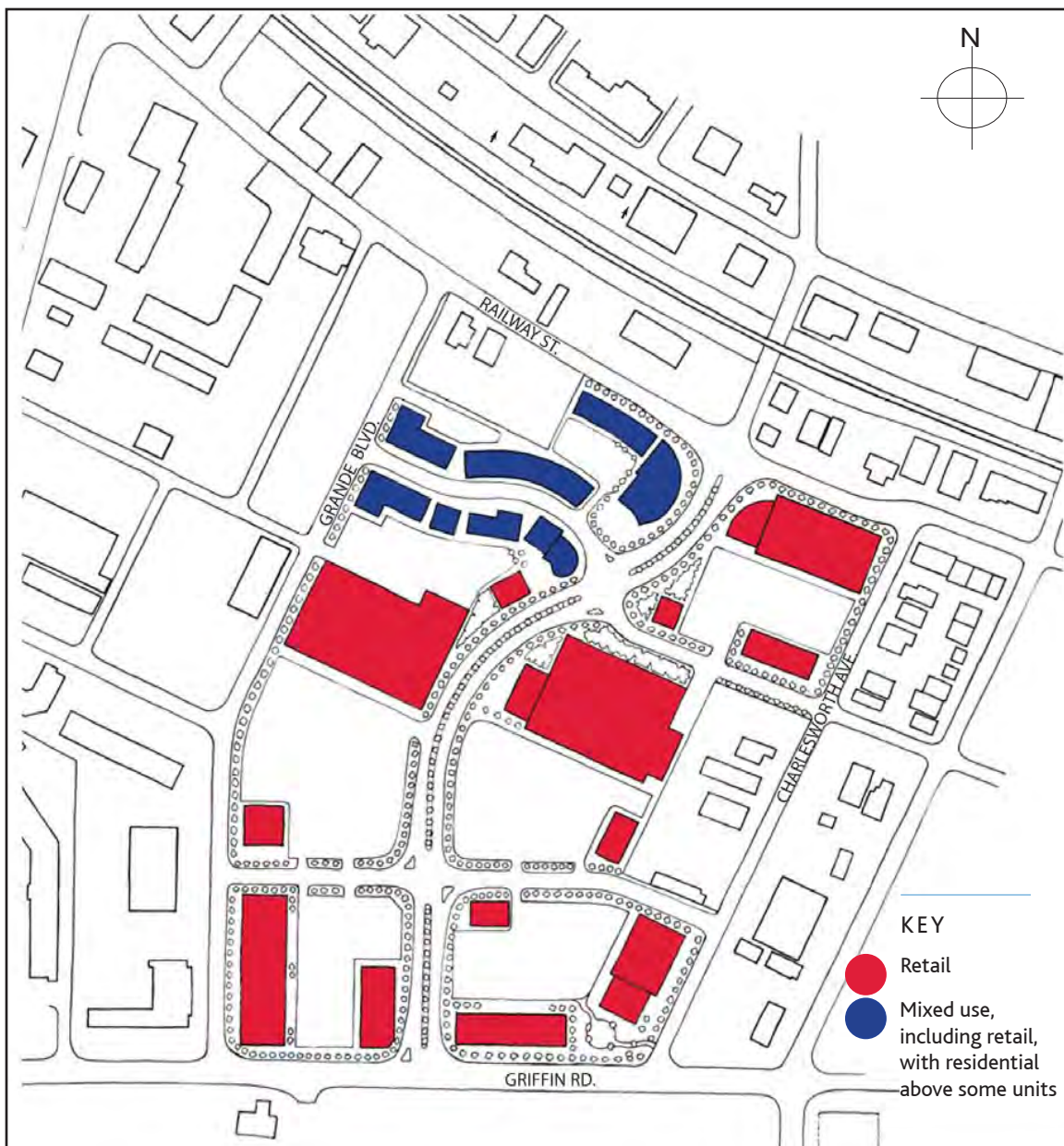


Figure 6: Proposed Land Uses for Redevelopment of The Quarry Lands

Similarly, the Burnswest lands will likely be some combination of commercial and institutional development in accordance with the requirements of the Land Use Bylaw.

The Centennial Plaza area at the northern extent of the CRL Plan area is not anticipated to be redeveloped, except as may be required for the completion of the public improvement projects proposed in this plan. However, as these lands are leased by the municipality from the province, it is not anticipated to have an impact on the taxes or levies to be collected.

Overall, the scale of the development will significantly change the nature of Cochrane's downtown. While there are challenges associated with integrating a large format retail shopping centre into an existing downtown, as discussed in Section 6.3, it also facilitates the long-awaited clean-up of contaminated lands, and presents the opportunity to meet more of the shopping needs for residents of Cochrane's trading area.

The full scale of this redevelopment will also have a dramatic impact on the assessment values, and therefore the revenue from the properties within the CRL Plan area. Revenue scenarios have thus been developed in accordance with the anticipated development phasing, which can be found in Section 4.3.

## 4.2 Anticipated Phasing for Redevelopment

Early indications are that at least 30% of the designated CRL area will be redeveloped by the end of 2013. Therefore, plan revenues are projected to commence in 2013 with 31% of the CRL Plan area generating assessable values above the baseline assessment.

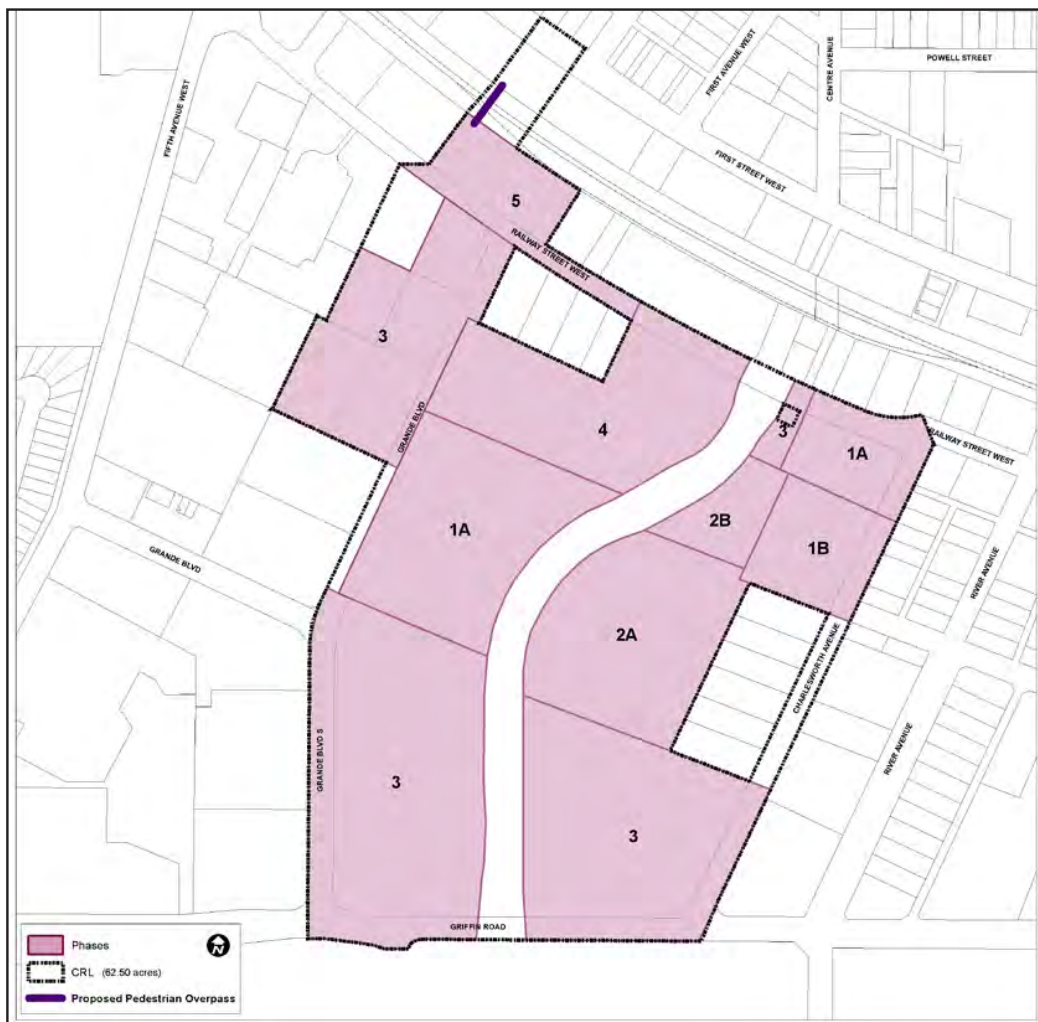


Figure 7: Map of Anticipated Development Phasing



Using the assumptions outlined in Section 4.1, total property taxes collected in the CRL boundary could be in the order of \$19-\$25 million over 20 years. Of this total, about \$5-\$7 million is related to property taxes collected from baseline assessments.

**Table 3: Projected CRL and Tax Revenues (2013-2032)**

CRL Scenarios	Baseline Property Taxes (20 years)	Total CRL Revenue (20 years)	Total Property Taxes (20 years)
Low	\$5.3 million	\$13.8 million	\$19.1 million
Medium	\$5.3 million	\$15.9 million	\$21.0 million
High	\$6.9 million	\$17.9 million	\$24.8 million

The baseline assessed value has been created using the assumption that some properties will have been remediated at the time in which the CRL Bylaw and Plan receive approval by the municipality and the province. This explains the relatively high baseline assessment shown in Table 3, and used for the financial analysis demonstrated in Section 4.3. It also explains the higher baseline value used for the high revenue scenario, shown in Table 3.

It is worth noting that higher baseline assessments may mean less revenue generated by the Community Revitalization Levy. However, a higher baseline would provide more revenue for municipal services and operations during the life of the CRL Bylaw and Plan.

### 4.3 Estimation of Low, Medium and High Revenue Scenarios

Low, medium, and high assessment scenarios were used to estimate CRL cash flows over 20 years.

Primary economic indicators suggest that the provincial economy will grow significantly in the foreseeable future, creating increased production levels and labour costs. To be conservative, the low CRL scenario assumes a market assessment increase of 3% per year. Medium and high assessment scenarios assume a market assessment increase of 5% per year.

All scenarios also assume 40,000m<sup>2</sup> (430,000 ft<sup>2</sup>) of developable commercial area, 100 residential units, and 16 hectares (40 acres) of assessable land.

**Low Scenario:** When fully developed, a low estimate of total assessment value in the CRL area is \$90 million.

- Build-out over 13 years
- \$130 per square foot assessed value for commercial properties
- \$140,000 per unit for residential properties
- \$500,000 per acre for land assessment

**Medium Scenario:** When fully developed, a moderate estimate of total assessment value in the CRL area is \$101 million.

- Build-out over 13 years
- \$150 per square foot assessed value for commercial properties
- \$160,000 per unit for residential properties
- \$500,000 per acre for land assessment

**High Scenario:** When fully developed, a high estimate of total assessment value in the CRL area is \$113 million.

- Build-out over 10 years
- \$160 per square foot assessed value for commercial properties
- \$180,000 per unit for residential properties
- \$650,000 per acre for land assessment

#### 4.4 Breakdown of Revenues Associated with the CRL Plan

Every year the Provincial government sets tax rates for education requisitions and the Town Council sets tax rates for the municipal portion of property taxes. Tax rates are then multiplied by assessed values to calculate annual property tax bills.

Assessed values fluctuate annually between individual types of property and there is no certainty that a large increase in market value of one property will result in a neighboring property experiencing a similar increase. However, if average non-residential and/or residential assessed values increase, tax rates are adjusted to ensure reasonable property tax increases. Tax rates on future CRL assessed values were adjusted to assume a 3% property tax increase each year.

Early indications are that at least 30% of the designated CRL area will be redeveloped by the end of 2013. Therefore plan revenues are projected to commence in 2013 with 31% of the CRL Plan area generating assessable values above the CRL baseline assessment.

Using the assumptions outlined in Section 4.1, total property taxes collected in the CRL boundary could be in the order of \$19-\$25 million over 20 years. Of this total, about \$5-7 million is related to land value. The remainder of the total expected to be collected is based on the growth assumed in the assessment scenarios outlined in Section 4.3.

# 5

## Proposed Redevelopment Projects

### 5.1 Description of Proposed Public Improvement Projects

The Cochrane Community Revitalization Levy Area Plan proposes to implement four public improvement projects during the life of the plan:

**Table 4: Proposed Public Improvement Projects within CRL Plan Area**

Project Name	Commencement Priority	Estimated Expenditure
Public Space Improvements (Urban Design and Roadway)	2013-2014	\$3,000,000
CPR Pedestrian Crossing	As CRL cash flow permits	\$4,000,000
Contribution to the Arts Centre	As CRL cash flow permits	\$3,000,000
Shared Parking Facility	As CRL cash flow permits	\$3,000,000

These projects are designed to beautify the adjacent and connecting roadways, physically connect the redevelopment area with the existing downtown commercial area, and lay the groundwork for the placement of a performing arts centre within the redevelopment area.

#### Public Space Improvements (Urban Design and Roadway)

The public space improvements proposed to be constructed with CRL revenue include the extension of Grande Boulevard north to Railway Street and the development of landscaping and sidewalks along sections of Railway Street and Charlesworth Avenue (see Figure 8).

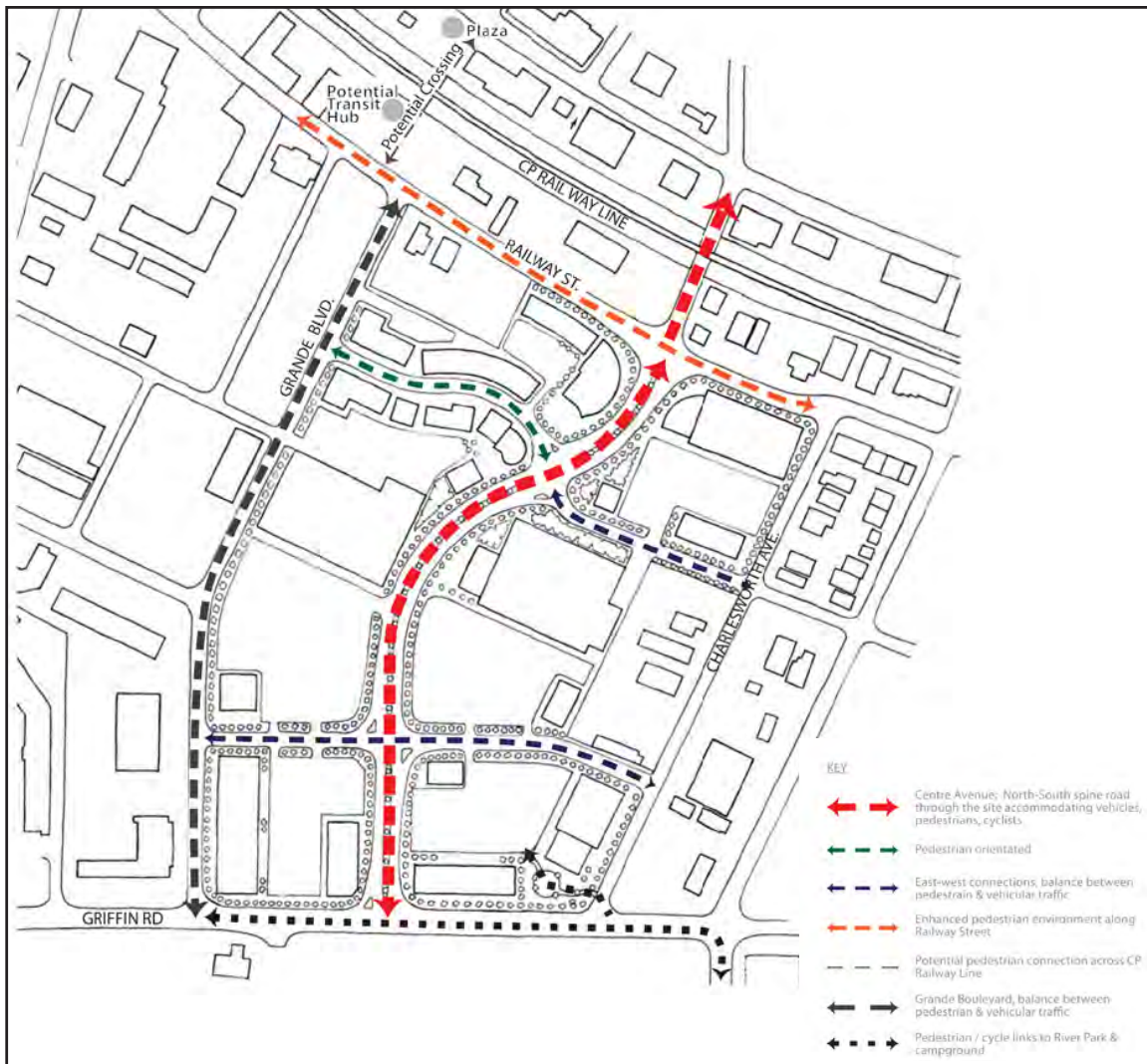


Figure 8: Map of Proposed Public Space Improvements

The design for the Grande Boulevard extension includes two lanes for shared vehicle and bicycle transportation and two lanes developed for on-street parking. The design also includes 4.45m wide boulevards, including decorative street lights, trees, planters and hard landscaping from the road to property lines. This north portion of Grande Boulevard is intended to be developed with a “main street” feel with buildings fronting on to Grande Boulevard (see Figure 8). As this will be the connection to the pedestrian bridge to the Historic Downtown, this section is key to the connectivity between the development areas.

Sections of Railway Street and Charlesworth Avenue will also be enhanced with the addition of separate sidewalks, pathways, street lighting and landscaping. Typical sections of boundary road enhancements can be found in Figures 9 and 10. Landscaping and community enhancement features have also been proposed for Centre Avenue, and are included in the cost estimates for both the Building Canada grant used to construct the extension of this arterial road as well as the estimates used in this plan.

The completion of these public space improvements has been identified as the first priority for the revenue collected under the CRL Bylaw. It is anticipated that construction will begin for these projects in 2013 or 2014.



Figure 9: Typical Boundary Road Enhancement (Pedestrian Plaza)

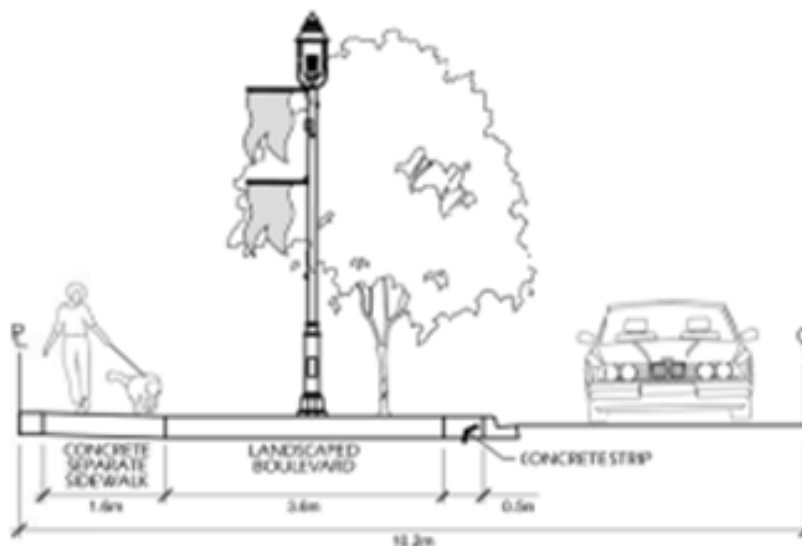


Figure 10: Typical Boundary Road Enhancement (Landscaped Boulevard)

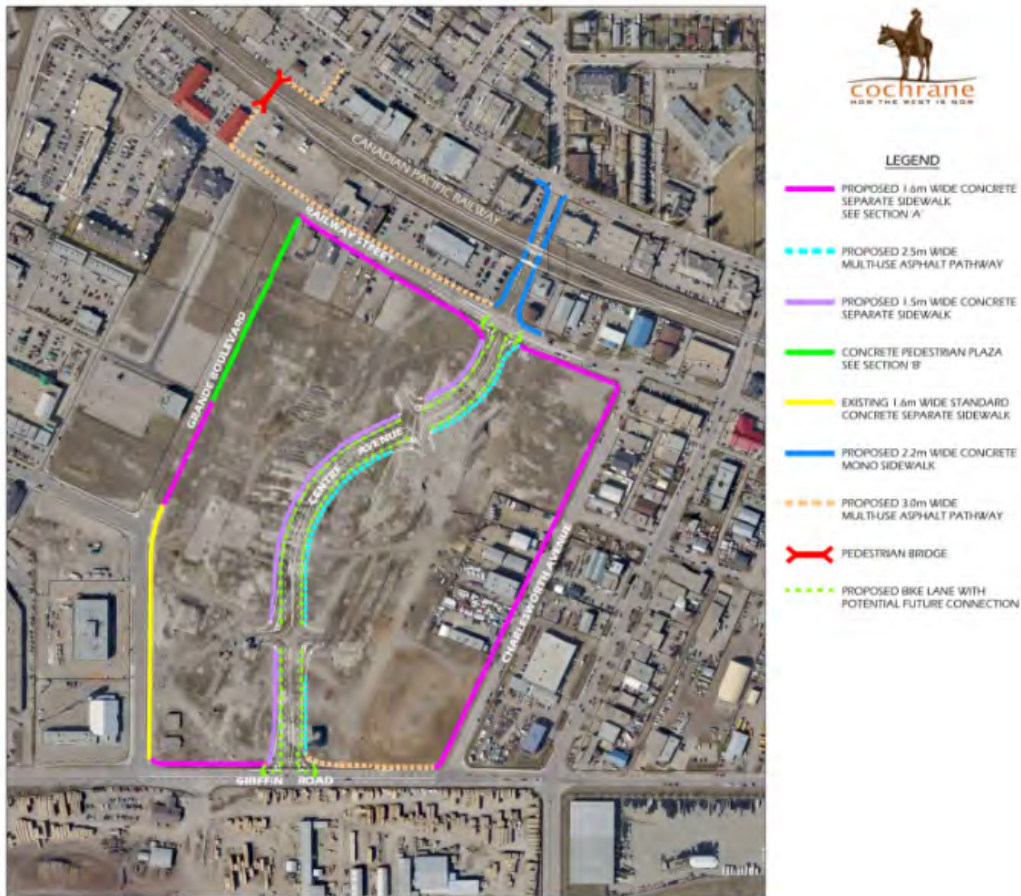


Figure 11: Map of Pedestrian Connectivity and Boundary Road Circulation

Figure 11 describes the overall boundary road circulation and provides an overview of the planned pedestrian connectivity on the boundary roads of the development site.

### Canadian Pacific Railway Pedestrian Overpass

An overpass to connect the historic downtown with the lands in the CRL plan area is proposed as an infrastructure project to be completed with revenues from the Community Revitalization Levy. The following assumptions were made in estimating the cost for this public improvement project:

- Steel and concrete bridge with barrier-free ramps
- Paint lines and planters to delineate pathway crossing through parking lot at Centennial plaza
- Benches and litter receptacles in three locations
- Monument feature
- Raised planters
- Some enhanced landscaping

This public infrastructure improvement project is not an immediate priority and is anticipated to be constructed as revenues from the Community Revitalization Levy allow.

### Contribution to Performing Arts Centre and Shared Parking Facility

In the Town of Cochrane Ten Year Financial Strategy (June 2011), Council identified the establishment of a performing arts centre as a priority capital project over the next decade. The dedicated contribution from the municipality was set at \$5 million, of which \$3 million would come from CRL revenues.

The feasibility of the performing arts centre, as well as a potential transit hub, is contingent, in part, on convenient parking facilities and access to both the historic and expanding downtown areas. The construction of a shared parking facility meets these objectives, especially if placed within a convenient walking distance of the historic downtown, the redeveloping retail area, and the proposed arts centre. The estimated municipal contribution from CRL revenue would also be \$3 million, with the remaining portion of the cost, depending on the final design, to be financed by the developer of The Quarry lands.

Similar to the pedestrian overpass, these infrastructure contributions are not immediate priorities and are anticipated to be constructed as revenues from the Community Revitalization Levy allow.

Overall, these projects complement the existing land uses in many ways, and adhere to the planning policies in place for this area within the Town of Cochrane – from the general framework established by the Provincial Land Use Policies, to the specifics required by Land Use Bylaw 01/2004, as outlined in Section 5.2.



## 5.2 Support from Municipal Policies and Provincial Land Use Policies

### 5.2.1 Provincial Land Use Policies

Provincial Land Use Policies were approved in 1996 to supplement the planning provisions of the *MGA* and provide a framework for statutory plans, land use bylaws and other planning decisions. Section 622(3) of the *MGA* requires that all planning actions taken pursuant to *Part 17 – Planning and Development* be consistent with the Land Use Policies.

The statutory plans and policies approved by the Town of Cochrane to date have been prepared in consideration of the Provincial Land Use Policies. However, it is further anticipated that the Section 4(3) of the Cochrane Community Revitalization Levy Regulation will also require that the CRL plan be consistent with the Provincial Land Use Policies.

In the Provincial Land Use Policies, municipalities are encouraged to establish land use patterns that provide diverse economic development opportunities, make efficient use of existing facilities, infrastructure and public transportation, and complement their municipal financial management strategies.

In this regard, the development of approximately 16 hectares within the CRL Plan area for commercial retail will provide a greater range of economic opportunities and enhance local employment possibilities. The opportunity to develop approximately 100 residential units on remediated lands will allow the Town of Cochrane to make more efficient use of existing facilities, infrastructure and proposed public transportation. Finally, the contributions toward the performing arts centre and shared parking facility align with the objectives of *Cochrane's Ten Year Financial Strategy* to contribute toward these capital investments without straining the financial health and viability of the municipality.

## 5.2.2 Relevant Town of Cochrane Plans and Policies

### 5.2.2.1 Cochrane Sustainability Plan

Adopted in May 2009, the Cochrane Sustainability Plan (CSP) is the community's shared plan for the future. With an outlook of fifty years, it provides the framework to implement sustainability through the Municipal Development Plan and other planning documents for all of Cochrane. The CSP consists of six pillars on which to base sustainability and thirteen pathways on which to implement it, as can be seen in Figure 12 and Table 5:



Figure 12: Pillars of Sustainability for the Cochrane Sustainability Plan (May 2009)

Table 5: Pathways to Sustainability

We Build a Culture of Responsibility
1. We are a socially responsible and empowered community
We are Responsible Citizens of the Planet
2. We treat water as a precious resource
3. We use energy responsibly and innovatively
4. We contribute to the solution on climate change
We Live Locally
5. We consume the bounty of our local economy
6. Our local economy is healthy and diverse
7. Everyone has an opportunity to pursue their potential in Cochrane
8. We are a caring community that lives and celebrates together
Cochrane is a Complete Community
9. Everyone has a roof over their head
10. There's enough room for everything a community should have
11. Wherever you are in Cochrane, you're close and connected
12. There are diverse options for getting around
13. We build Cochrane on the strengths of our natural and cultural heritage

The proposed public improvement projects, in conjunction with the redevelopment of the lands within the CRL Plan area, address all of the sustainability pillars and many of the pathways to achieve sustainability. However, the following pathways to sustainability may be considered to have been addressed in particular by the objectives of the CRL Plan:

#### We treat water as a precious resource

Prior to the remediation of the lands contaminated by the former Domtar operation, the plume of contaminated soil had expanded due to groundwater movements and had thus threatened supply for the Bow River. The remediation that the CRL legislation and other funding opportunities made possible allows the Town of Cochrane to be a good steward of the Bow River watershed.

#### We contribute to the solution on climate change

The current reality noted by the Cochrane Sustainability Plan is that more than 50% of the working population commutes out-of-town for work. The redevelopment of the lands in the CRL Plan area for commercial retail will open up more opportunities for residents of Cochrane to live, work and play within the same community, and thereby reduce the per capita greenhouse gas emissions.

#### We consume the bounty of our local economy

According to some residents consulted in the preparation of the Cochrane Sustainability Plan, there is limited choice in terms of retail services. As a result, there is significant economic leakage to Calgary for retail services. The CSP has set a target of increasing the consumption of local goods and services by 50% on or before the year 2029. With most of the lands scheduled to redevelop as retail commercial in accordance with the statutory land use plans, there is reason to believe that this CRL Plan will go a long way toward helping the Town of Cochrane reach this target.

#### Our local economy is healthy and diverse

The Cochrane Sustainability Plan cites an analysis completed in 2005 which indicated that the primary industries driving Cochrane's economy were 36 companies with 10 or more employees. Public facilities, such as an urgent care health centre and a performing arts centre, can do much to attract new businesses and industries. It is expected that the development of the commercial lands in the Plan area will also employ more Cochrane residents and potentially attract new businesses.

### There's enough room for everything a community should have

The reality addressed by the Cochrane Sustainability Plan is that land within the municipal boundaries is expensive and somewhat underutilized. The CSP therefore sets a target to greatly increase the percentage of tax revenues that come from non-residential land uses by 2039. The CRL Plan is a tremendous support to this objective by allowing approximately 16 hectares of commercial land to be developed that might otherwise remain stagnant, with the eventual result that the tax revenue from this property will be greatly increased and help achieve the desired residential/non-residential tax split not later than the year 2032.

### Wherever you are in Cochrane, you're close and connected

The Cochrane Sustainability Plan established a target for this pathway of increasing the density on the 2009 footprint by 25% before the year 2059. This target relates to the objectives found in the Calgary Metropolitan Plan. As the redevelopment of the lands within the CRL Plan area is anticipated to involve retail commercial redevelopment and approximately 100 residential units in a mixed-use quadrant, it is reasonable to expect that the implementation of this plan will go a long way toward achieving the target identified in the CSP.

#### 5.2.2.2 Municipal Development Plan

Cochrane's Municipal Development Plan (MDP) is replete with goals, objectives, policy statements and actions to achieve the vision of the community. These goals, objectives, policies and actions provide direction for the Town when land is being developed or redeveloped, and particularly when it can be complemented with public improvement projects financed by mechanisms like the Community Revitalization Levy legislation.

As outlined in Appendix C, the MDP has many policies that recommend the remediation of brownfield sites, recognize the downtown as the civic, social, cultural and economic heart of the community, encourage linkages across the CPR right-of-way, expand revitalization plans throughout the downtown and prevent economic leakages to other jurisdictions. The redevelopment of the lands within the CRL Plan area as a retail commercial area containing residential mixed-use development and a performing arts centre is directly in line with many of these policies. The plan to use the CRL revenue to fund the four major infrastructure projects is also specifically supported by the policies of the MDP (see Table 6).

**Table 6: Supporting Policies from the Municipal Development Plan for CRL Projects**

Project Name	Primary Supporting Policy from the MDP
Public Space Improvements (Urban Design and Roadway)	The Town of Cochrane shall expand the existing revitalization plan to apply throughout the downtown. Elements of this downtown revitalization plan shall include, but not necessarily be limited to: sidewalk improvements; i. pedestrian access; ii. accessibility; iii. lighting; iv. landscaping; v. parking; vi. street furniture, and; vii. gathering places;
CPR Pedestrian Crossing	Pedestrian connections shall be created in the downtown north and south of the CPR right-of-way at Centre, Second and Fifth Avenues. These areas shall be connected through vehicular and pedestrian linkages, good urban design, and signage.
Contribution to the Arts Centre	Cochrane will be a community that inspires and supports a vibrant arts community and recognizes the importance of arts and culture in making the community more attractive.
Shared Parking Facility	Parking requirements shall allow for innovative commercial uses and structures in the downtown.

### 5.2.2.3 Downtown Area Redevelopment Plan

The Downtown Area Redevelopment Plan (DTARP) is much like the Municipal Development Plan in that it has many policies that align with the proposal to redevelop the lands in the CRL Plan area and support the redevelopment with infrastructure improvement projects. A full list can be found in Appendix D, but the policies in the DTARP reinforce the importance of Cochrane’s downtown as the heart of the community, encourage the extension of street beautification and revitalization programs, recommend a pedestrian crossing over the CPR right-of-way, and promote the development of residential units where possible.

There is one principal difference between the Downtown Area Redevelopment Plan and the Municipal Development Plan, and that is the scope of the two documents. Whereas the MDP applies to all of the lands within Cochrane, the DTARP only applies to a specific area in Cochrane. The proposed boundary for the CRL area does not fall entirely within the DTARP (see Figure 13).

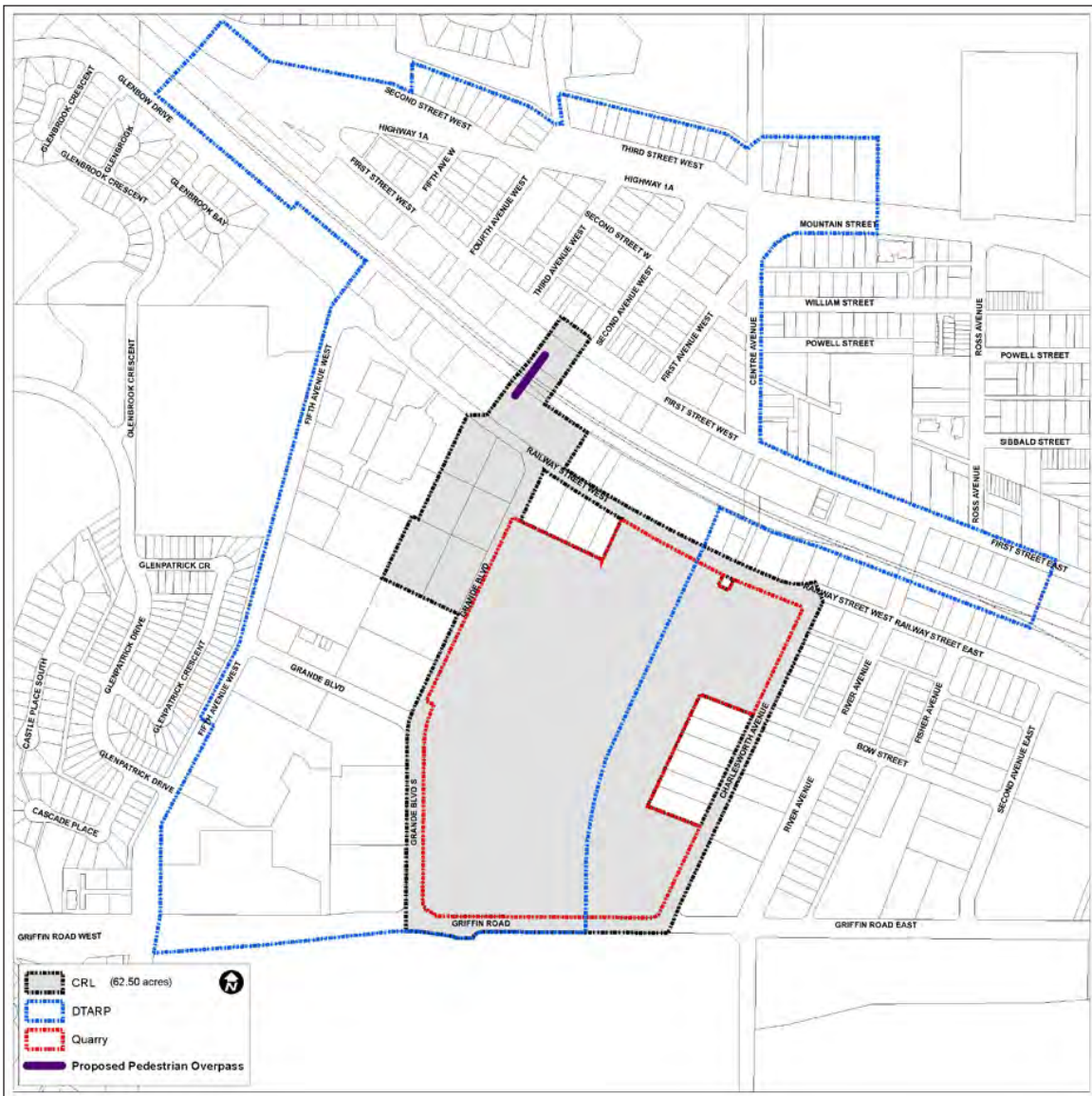


Figure 13: Relationship between CRL, Quarry and DTARP Planning Documents

However, the lands within the CRL that are not within the DTARP are contiguous and will remain with a single ownership group in perpetuity as a result of the previous contamination. In addition, the small area that is not within the DTARP falls within the Quarry Concept Plan, which has similar land use policies, as explained in the next section: Quarry Planning and Design Framework.

#### 5.2.2.4 Quarry Planning and Design Framework

The Quarry Planning and Design Framework (“Quarry Plan”) is a non-statutory planning document that provides direction for the development of just less than 18 hectares of lands in the CRL Plan area, known formerly as the “Domtar site”. The necessity to create

the Quarry Planning and Design Framework arises from Section 21.5.3(b) of the Town of Cochrane Land Use Bylaw, which requires a comprehensive development plan prior to a development or subdivision application for the lands outlined in red in Figure 13. The Quarry Plan espouses many of the policies articulated in the Downtown Area Redevelopment Plan, as the majority of the lands within the Quarry Plan are also contained in the DTARP. However, there several points that the Quarry Plan makes which reinforce the selection of capital projects proposed to be constructed with funds from the Community Revitalization Levy:

### *Section 3: Routes and Movement*

Running through the heart of downtown is the Canadian Pacific Railway line. The railway line played an important role in the early development of the town and is still important in carrying freight. However, it does create a barrier effect and serves to sever old downtown located to the south of the railway line (both physically and psychologically)...New north-south and east-west connections will be important in integrating the site with the rest of the downtown...

### *Section 3: Other Key Influences*

This 400 metre radius demonstrates that if attractive pedestrian linkages are in place, then it is realistic to expect people to walk between old downtown and the site. In order to encourage walking between old downtown and the site, streets should have pedestrian priority, with interesting and attractive edges and on-street parking.

Throughout downtown there is demand for new housing...This should be seen as an opportunity to develop uses that are conveniently located (and of an appropriate format) to service the growing downtown population."

### *Section 3: Opportunities and Constraints*

There are opportunities to create a mixed use district in the northwest corner of the site, anchored by a new community arts centre and focused around a pedestrian-orientated street and plaza space (see Figure 7).

### *Section 5: Vision and Objectives*

The overall planning and development objectives for the site are to:

- include other uses such as housing and community facilities in the northwest corner of the site
- capitalize on the site's location within downtown and ensure it integrates with, and connects to, the rest of the downtown
- build on the success of old downtown
- capitalize on the enhanced connectivity that the extension of Centre Avenue will give the site and ensure that this connection provides safe and easy movement for cyclists and pedestrians as well as motorists

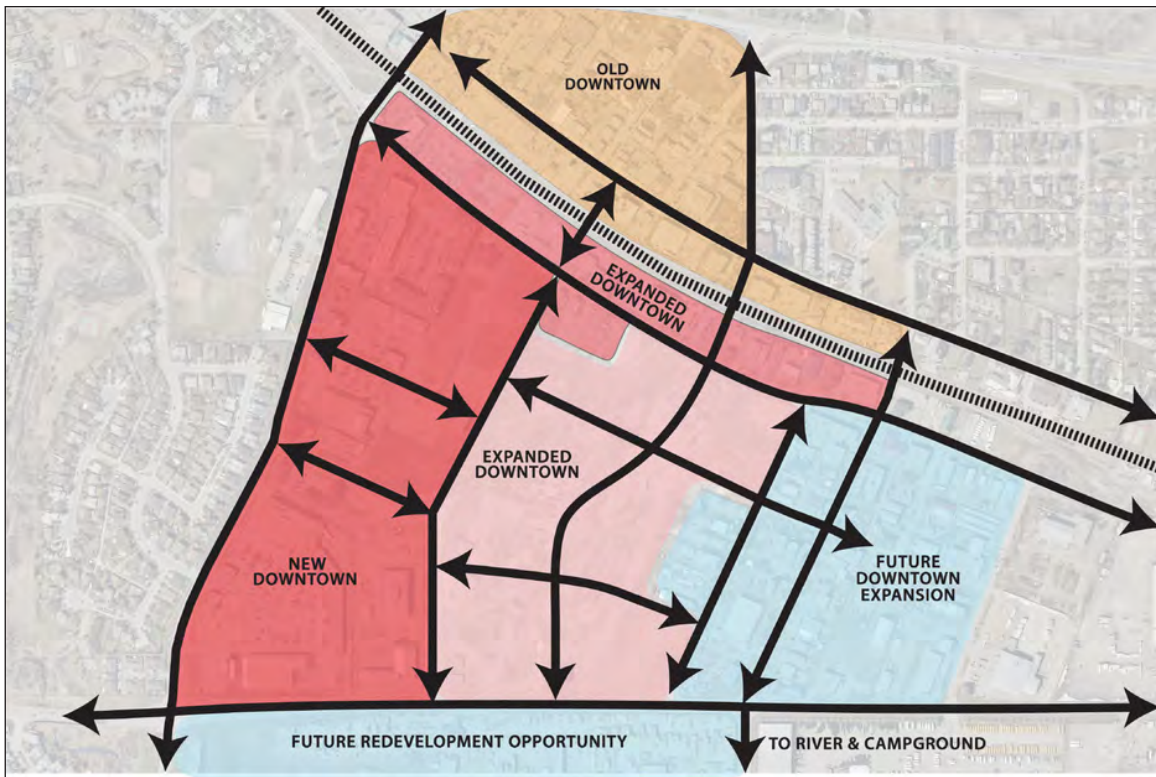


Figure 14: Future Vision for Redevelopment from Quarry Concept Plan

These policies speak directly to the four public improvement projects proposed in this CRL Plan and the ability of a shared parking facility to serve old downtown, the new shopping areas, and the proposed arts centre if placed at or near the “gateway” area. It is fair to say that the CRL Plan achieves the intent of the Quarry Planning and Design Framework (see Figure 14).



#### 5.2.2.5 Western Heritage Design Guidelines

The Western Heritage Design Guidelines (WHDG) represent the Town's guiding document for the design and construction of buildings, open spaces and landmarks in specific areas within Cochrane. This is a non-statutory planning document that was approved in 2000 and it applies to all lands in the Historic Downtown and Downtown Expansion Area, which includes all lands in the proposed CRL Plan area.

The purpose of the WHDG is to recognize the importance of Cochrane's heritage in creating its unique sense of place and strategic advantage. The guidelines apply to buildings, pedestrian walkways, street furniture, lighting and landscaping features in order to create a unified town design. The goal is to bring it all together to create the small town character that will serve as the strategic advantage for economic development.

Under the WHDG, open spaces and landmarks, including street lighting, landscaping, public furnishings and public signage are to be designed so as to preserve the qualities of a small town and consider the visual interest and impact for the pedestrian, in accordance with Sections 1.8 and 4.5. All lands within the proposed CRL Plan area fall within either the Historic Downtown or Downtown Expansion Area, which means that development on these lands is to maintain the spirit of the historic construction which stood in the downtown core, circa 1870-1920.

Constructing these building forms means taking advantage of architectural elements such as roof styles, parapets, cornices, windows, sign bands, lighting, entrances, doors, piers, balconies, canopies, screening, railings and bulkheads in combination to create the desired effect. Overall, there are many acceptable ways to meet the evaluation criteria imposed by the WHDG, but all Development Permit applications within the CRL area will be subject to this review in order to maintain the high standards of development that have made Cochrane's historic downtown so successful.

#### 5.2.2.6 Land Use Bylaw 01/2004

As previously mentioned, the requirement for the Quarry Plan is established in Section 21.5.3(b) of the Land Use Bylaw. In addition to this requirement, the Land Use Bylaw also establishes the land use districts for the lands within the CRL Plan area, as previously noted in Figure 3 and Table 2.

The Land Use Bylaw also establishes the permissible land uses, landscaping, parking, and setback requirements, among other standards for development. Most of the lands in the CRL Plan area are part of the Shopping Centre District (C-SC) and therefore are permitted to be developed as retail stores and other similar uses (see Appendix B). Council has previously adopted some amendments to the Land Use Bylaw for this land use district. In 2006, Council adopted Bylaw 25/2006, which amended the LUB to allow large-format retail stores (up to 18,500m<sup>2</sup>) on the lands in the Quarry Plan. These

amendments speak to the development potential of the lands within the CRL Plan area and the opportunity for redevelopment to transfer onto lands outside of the CRL Plan area as a result of this initiative.

### 5.3 Role of the Private Sector

The Town has collected contributions toward boundary road improvements proposed within the CRL Plan area. Specifically, the extension of Grande Boulevard to Railway Street will be partially funded from developer contributions. In addition, any boundary road improvements that immediately front on to the development area will be improved by the developers that share the road frontage.

Off-site levies are collected from development to fund all off-site infrastructure improvements that are required as a result of growth. In addition, the proposed shared parking facility attached to the Arts Centre will be funded in part through the CRL and the remainder by the developer of The Quarry lands.

# Impacts, Risks and Mitigating Measures

## 6.1 Land Use and Traffic Impacts from Redevelopment

Redevelopment of this magnitude carries with it the potential to have a considerable impact on land use and traffic patterns, especially to the development and character of the existing neighbourhoods adjacent to the redeveloping lands. The neighbourhoods with the potential to be impacted the most from the development of the lands in the CRL Plan area are the Historic Downtown and East End (“The Settlement”), which comprise the historic core of Cochrane.

Retail shopping areas are a tremendous draw, and therefore attract a considerable amount of all modes of traffic. Increased vehicular traffic in particular may well provide the greatest impact from the development of the CRL Plan area, though the impact on the utility and servicing capacity must also be considered (see Section 6.2). Presently, the lands in the CRL Plan area are accessed mostly via Railway Street, Griffin Road and Grande Boulevard. Traffic analysis conducted as part of the *Town of Cochrane Transportation Master Plan Update* (July 2009) confirms that additional road capacity is necessary to serve the anticipated development.

With respect to land use, there are challenges associated with redeveloping the CRL Plan area primarily as a regional shopping centre within an existing downtown area. Frequently, such regional shopping centres are developed on greenfield sites at the fringe of a municipality’s boundaries in order to take advantage of cheaper land costs and highway access. Development integration on this scale is in keeping with current best planning practices, but is also without as many available precedents.

Finally, redevelopment of the CRL Plan area has the potential to increase the property values of the adjacent service commercial and industrial lands. It is conceivable that these increases and market forces could cause the adjacent lands to transition into higher order commercial developments. This, in turn, could alter the size and character of the industrial neighbourhood east of the CRL Plan boundary along Charlesworth Avenue. Mitigation strategies have been considered in depth as part of this plan, and are

identified in detail in Section 6.4.

## 6.2 Utility and Servicing Capacity for Redevelopment

Utility and servicing capacity is required for the lands within the CRL Plan area to redevelop successfully, and the following sections outline the current and expected capacities in these areas.

### 6.2.1 Utilities

Sanitary, water, power, gas, telephone and cable services are currently available to the boundary of all properties within the proposed CRL Plan area.

#### 6.2.1.1 Shallow Utilities (Power, Gas, Telephone and Cable TV)

Generally, the above utilities are located adjacent the development site. Currently, there is a high pressure gas main which runs north/south through the site, with an ATCO Gas gate station located on the north boundary. The gate station will be relocated to the south boundary and the high pressure gas main replaced with a low pressure gas main to be located within the new Centre Avenue easement.

All shallow utilities will be installed underground on-site as per Section 11.27.1 of Land Use Bylaw 01/2004.

### 6.2.2 Water and Wastewater Services

Based on the *Town of Cochrane Water and Wastewater (W3) Master Plan*, there is sufficient capacity in the Town's systems to accommodate development in this area. Development, however, will be subject to offsite levies to ensure that offsite infrastructure continues to provide sufficient capacity for the redevelopment.

#### 6.2.2.1 Sanitary Servicing

The proposed development will be serviced by sanitary sewer to existing mains located on Charlesworth Drive directly east of the site. There is sufficient capacity in the sanitary sewers to accommodate the planned build-out of the development.

Sanitary offsite capacity needs for development have been identified through past studies. Off-site projects have been undertaken or are planned, and will be recovered through off-site levy collections.

#### 6.2.2.2 Stormwater Management

A stormwater main was previously installed to accommodate storm run-off from this development area. This main is located in Griffin Road south of the CRL Plan area boundary and outfalls to Big Hill Springs Creek to the west. The development will be required to employ on-site stormwater management through a combination of trap lows, rooftop storage, surface, and underground storage to restrict flow to the storm sewer to stay within its design capacity.

To further reduce run-off from the site, infiltration through bio-swales and other potential facilities was considered. However, due to the contaminated nature of the soils on-site, infiltration to ground is not permitted.

### 6.2.2.3 Water Servicing

The development is surrounded with various size distribution water mains located on the boundary roads adjacent the site. The largest main is located on Griffin Road south of the site and is a 300mm diameter main. In order to provide the necessary fire flow required for the proposed commercial developments and to provide redundancy and reliability in service, the development will provide a system of looped distribution mains including a 300mm diameter main that runs north/south through the site and two mains with a 250mm diameter that loop in an east/west direction.

Water offsite capacity increases required to serve this development, including water treatment capacity and other offsite infrastructure, are identified through past studies. Off-site projects have been planned or undertaken and will be recovered through off-site levy collections.

## 6.3 Financial and Operating Risks

There are financial risks of pursuing a community revitalization levy. Table 7 below shows that between \$9 and \$12 million in municipal taxes collected from the CRL Plan area must be designated for the public infrastructure projects in the area, and cannot be used to support the cost of Town operations during the life of the CRL Plan (up to 20 years).

**Table 7: Redistributed Municipal Tax Revenues from CRL Bylaw and Plan**

CRL Scenarios	Total CRL Revenue (over 20 years, including education portion)	Municipal portion of total CRL revenue	Education portion of total CRL revenue
Low	\$13.8 million	\$9.1 million	\$4.7 million
Medium	\$15.9 million	\$10.5 million	\$5.4 million
High	\$17.9 million	\$11.8 million	\$6.1 million

This augments the risk of increased property taxes during the CRL term. However, when the CRL is complete, municipal tax revenues from the CRL will flow back into general revenue and the CRL Plan can be repealed before the 20-year horizon at the request of municipal council if the objectives of the plan have been met.

There is also a risk that assessed values could be much lower than estimated, and projects specified in the CRL Plan could be short of funding. The Town of Cochrane anticipates taking a conservative approach to the funding and construction of projects

and therefore timing their construction to mitigate this risk (see Section 6.4.2).

Other operating risks include the possibility that the cost to construct the public improvement projects could escalate from the current assumptions. The cost estimates provided in Table 4 include significant contingency allowances (25%), to allow for cost escalation and design refinement. The Town has flexibility within the scope of work of the various projects such that adjustments can be made to individual projects as required to meet the overall budget requirements.

## 6.4 Mitigating Measures

### 6.4.1 Land Use

Part of the mitigation strategy for dynamic growth in the CRL Plan area is the widening of Centre Avenue, as proposed by the Transportation Master Plan and tendered for construction beginning in Summer 2012, as of the second reading of this plan. This road is intended to follow the “complete streets model”, providing accommodation for transit, bicycles, pedestrians and cars. The roadway easement includes a sidewalk for pedestrians, a regional pathway for multiple transportation modes tying to the Town’s regional pathway network, and on-street bike lanes. Figure 15 demonstrates a typical section for the Centre Avenue arterial that will be built through the site.

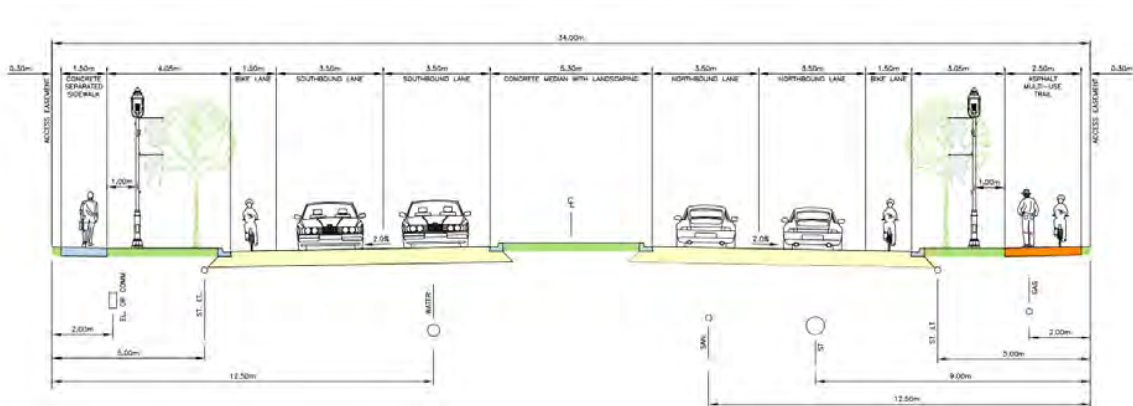


Figure 15: Proposed Cross-Section for Centre Avenue (Arterial) Expansion

A Building Canada Fund grant was received in 2010 to fund the construction of the arterial across the CPR and through the CRL Plan area site, including the installation of deep utilities. Ultimately, this arterial will connect from Highway 1A in north Cochrane to Highway 22 in south Cochrane as identified in the *Transportation Master Plan* and shown in Figure 16.

In addition to the arterial construction through the site, the developer will construct the east/west connections to improve multi-modal connectivity for the community, especially for pedestrians.

With respect to the integration of this redevelopment area to the existing neighbourhoods in Cochrane, a conscious decision was made to develop such a retail centre exclusively within the downtown area, as per Section 8.5.3(b) of the MDP. This policy decision is in keeping with best planning practices by concentrating the retail environment and providing opportunities for boutique and large format retail to develop in concert. This magnifies the draw for those within the retail trade area. Too often, in many other towns of Cochrane's size, a large-format retail "power" centre that was physically separated from the downtown caused economic hardship for the municipality's central business district. It is anticipated that the use of the revenue from the Community Revitalization Levy and the *Building Canada* grant to connect and beautify the transition area between the historic downtown and the CRL Plan area will mitigate this potential land use issue.

Transition of industrial lands providing significant employment within Cochrane is a valid land use concern and Administration has therefore recently completed a review of the commercial and industrial land supply. This review identified possibilities for the redevelopment of some lands within the existing municipal footprint for future employment. Additionally, approximately 40 hectares (100 acres) of land along Highway 22 in south Cochrane have been designated as employment lands within the recently adopted *River Heights Area Structure Plan* (October 2011). The redistribution of commercial and industrial/employment lands in this fashion allows the Town of Cochrane to retain its retail, civic and social core in the downtown without sacrificing its economic marketability for major employers in the foreseeable future.

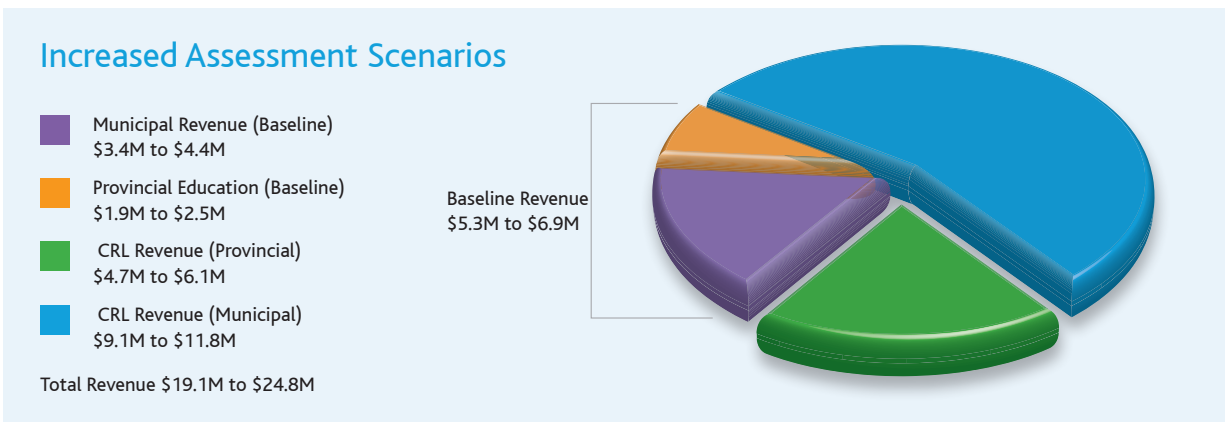


Figure 16: Proposed Arterial Road Network from the Transportation Master Plan

Overall, the redevelopment of the lands within the CRL Plan area provides the opportunity to achieve many of Cochrane’s strategic goals. The key is to ensure that traffic, land use and economic transition issues are mitigated successfully. Using revenues from the Building Canada grant and Community Revitalization Levy provide the best means possible to mitigate the short-term impacts and ultimately create a successful downtown expansion by providing a sense of place through design components such as pedestrian connectivity and landscaping.

### 6.4.2 Financial

The financial impact of the CRL on Cochrane’s annual revenue is mitigated by timing the adoption of the CRL so that some of the increased assessed value from redevelopment will flow into general revenue. The baseline assessment of about \$20 million is estimated to raise municipal taxes of \$3.4 to \$4.4 million over the next 20 years.



Financial risks can be mitigated by using conservative revenue estimates, deferring some capital works until taxation revenues have been collected, or using alternative sources of project funding to bridge the timing for anticipated cash flows.

It is also worth noting that even though the revenues from the Community Revitalization Levy must be used exclusively within the Plan area, without them, this area may have continued to remain vacant for a considerable length of time. Should this have remained the case, it is very likely that additional strain may have been placed on the current tax base and that the projects and contributions cited in the *Ten Year Financial Strategy* may not have been fulfilled.



# Public Engagement

Engaging property owners and the public-at-large about the implications of a Community Revitalization Levy is an important part of the process when considering adopting the required bylaw and plan. In the case of the Cochrane Community Revitalization Levy, the public engagement efforts have been considerable.

## 7.1 Formal Open House

Administration hosted a formal open house to discuss the benefits and risks of a Community Revitalization Levy with the public-at-large on April 19, 2012 in the Council Chambers of the Cochrane RanchHouse (town hall). Twelve residents from the community attended the event, along with both local newspapers. Poster boards explaining the logistics of a Community Revitalization Levy were on display and explained by staff members from Planning Services and Financial Services.

A formal presentation from staff members explaining the details of a Community Revitalization Levy evolved into an open discussion of the merits and the logistics of the proposed levy area, infrastructure improvement projects and timing/capacity for borrowing. Questions arising from this discussion included the following:

- *Could the Arts Centre be developed within a timeframe of at least four years from now? Costs are always escalating and theatres within driving distance of Calgary would be ideal for major acts and might keep people in Cochrane for a few days.*
- *What areas would the shared parking facility serve?*
- *Couldn't the pedestrian overpass be designed along the lines of the LRT crossings in Calgary?*
- *Would a public plaza be part of the anticipated public space improvements?*
- *Could staff please prepare a cash flow chart to describe the relationship of the costs for the initial borrowing and make it available during the public hearing?*

Figure 17: Comments and Questions from the CRL Open House

Staff answered these questions during the open house, and in some cases, provided follow-up responses via e-mail to questions from formal comment cards made available at the event. Both local newspapers, the Cochrane Eagle and the Cochrane Times have subsequently published articles about either the event, or the proposed plan, to provide further education and information to residents.

## 7.2 Other Direct Engagement Methods

In addition to the public open house held on April 19, 2012, municipal staff presented the CRL proposal to members of the development industry to solicit their feedback on this initiative. Support for this initiative is high from the development community, who recognize the completion of the public infrastructure projects as part the town-building that gives Cochrane a competitive advantage for new jobs, new residents and new activities.

Multiple invitations were sent to the Historic Downtown Cochrane Business Association (HDCBA) and the Cochrane Chamber of Commerce (CCC) to have individual meetings with, or formal presentations from, senior staff members. Affected property owners also received regular updates on the process to develop the Bylaw and Plan and a few contacted municipal staff for further information about the particulars of the proposed public improvement projects.

The Town of Cochrane hosted a booth at the Cochrane Trade Show on the weekend of May 5-6, 2012 and displayed the poster boards from the open house at this event. Members of Council and Administration answered questions from the public about the initiative during this time and made information pamphlets available for interested residents. Further comments and question cards were also collected at this event.

Finally, the poster boards from the open house and trade show were put on display in the Cochrane RancheHouse from the week of May 7 to May 28 so as to educate, inform and solicit feedback from residents coming to town hall for bill payments and other services in advance of the public hearing.

## 7.3 Online Engagement and Communication

The Town of Cochrane recently launched an initiative for engagement with the community on key issues, known as Let's Talk Cochrane. This is a multi-faceted approach to public engagement that incorporates conventional methods as well as social media, such as Facebook and Twitter. Administration incorporated the discussion on the Community Revitalization Levy as part the Let's Talk Cochrane outreach program and launched a website outlining the benefits and risks of this unique legislation on April 26, 2012.

In the interim, pictures of the poster boards used at the open house were posted to the Let's Talk Cochrane Twitter account on the evening of the open house in order to broaden the reach of the public engagement. Staff members continue to receive comments and inquiries on the Community Revitalization Levy, and other municipal initiatives, from the Facebook and Twitter accounts.

## 7.4 Public Hearing

A public hearing is a requirement of the *Municipal Government Act* in order to consider adopting a Community Revitalization Levy Bylaw and Plan. The public hearing is to be held on a date set by Council at first reading. Minimum notification for the public hearing includes advertisement in a local newspaper in accordance with the *MGA*. However, staff will also distribute a press release to all local media outlets after first reading for additional potential exposure.

Once held, records from the public hearing will be made available. Modifications may also be made to this plan prior to being sent to the Lieutenant Governor in Council for review and endorsement.

# Project Financing

## 8.1 Authority and Limits to Municipal Borrowing

Council's debt strategy mandates that Town debt to be at, or below, median levels of similar municipalities in Alberta. The most recent data, published in 2010, cited the median debt levels of similar municipalities at 39% of their *MGA* debt limit. The Town of Cochrane had an audited debt limit of \$46 million as of December 31, 2010. Actual debt was \$15 million as of December 31, 2011. Completing all of the public infrastructure improvements immediately would require \$13 million of funding, as per Table 4. With another \$13 million in debt, the Town of Cochrane would be at 61% of the *MGA* limit. This would not align with the Town's debt strategy, so CRL projects need to be phased in order of priority.

## 8.2 General Approach to Finance CRL Projects, Borrowing and Other Costs

The highest priority project to be completed with revenues from the Community Revitalization levy is the public space improvements (urban roadway design) at a cost of \$3 million. The Town will finance this project through borrowing and defer the remaining projects until CRL cash flows can support additional debt. With another \$3 million in debt, the Town of Cochrane would be at 39% of the *MGA* debt limit, which is a healthy amount to carry in terms of debt servicing and in relation to similar size municipalities. Assuming a ten-year term and an interest rate of 3%, debt repayments would be \$365,000 per year in order to borrow \$3 million in 2013 to finance the public space (urban roadway) improvements. The current debt service limit for the Town of Cochrane as of December 31, 2010 was \$7.6 million, and actual debt service was \$1.9 million. With another \$365,000 in debt service, the Town would be at 30% of its debt servicing limit as a result of the initial borrowing, which is a healthy debt servicing amount.

With the first phases of redevelopment expected to begin on The Quarry (former Domtar) lands as early as 2012 and 2013 as per Section 4.2, increased assessments are expected to provide revenues under the Community Revitalization Levy immediately. Cash flows from CRL revenues can be used to pay principal and interest payments on any borrowing undertaken to fund CRL projects. Starting in 2013, an annual review will be undertaken by municipal staff to determine if cash flows warrant additional borrowing, accumulated savings, or a combination thereof in order to finance the other public infrastructure improvement projects.

In addition to the costs of the actual public infrastructure improvements, there are a few other costs to consider as part of the Community Revitalization Levy Bylaw and Plan. These include infrastructure project design costs, public consultation expenses, and expenditures involved preparing this document. To date, public consultation and plan preparation expenses have been paid for using grant funding from the Federation of Canadian Municipalities (FCM). Infrastructure project design costs have been included as part of the estimates and contingencies shown in Table 4.

### 8.3 Methods to Finance Potential Funding Shortfalls

If cash flow is not sufficient, debt repayments would be covered through capital reserves. With the \$3 million borrowing initially proposed, there are sufficient reserves to cover any principal and interest payment shortfalls. If capital reserves are not sufficient, debt repayments would be covered from general tax revenues.

For the remaining \$10 million in CRL project costs, other options would need to be considered. These options would include applications for grants to cash flow the projects or delays in the timing of the projects until the CRL generates sufficient annual revenue to fund additional debt.

# Implementation and Monitoring

## 9.1 Timeline for Plan Review, Accountability and Potential Dissolution

Assessments and revenues generated under the Community Revitalization Levy will comply with the legislative requirements of the *Municipal Government Act*. Accountability for the revenue generated by the Community Revitalization Levy is enforced primarily through the CRL Regulation. The CRL Regulation requires that a separate assessment roll and tax rate bylaw be developed annually for the lands within the Plan area.

The potential for this area to redevelop rapidly, as suggested in Section 4.2, makes it possible that infrastructure projects can be completed and the objectives of this plan met in less than the 20-year horizon provided by the province for this Bylaw. Reviews for this plan will occur as part of the comprehensive land use planning reviews that the Town undertakes at regular intervals, including those of the MDP and DTARP, which influence the development of this CRL Plan.

However, should it become desirable to repeal the Community Revitalization Levy, a request to repeal this Bylaw and Plan may be sent to the Lieutenant Governor in Council by way of a majority decision from municipal council. This request for repeal can be sent any time after the initial endorsement of the CRL Bylaw and Plan by the municipality and province.

# Glossary and Definitions

- Administration** Staff members in the employ of the Town of Cochrane under the direction of the Chief Administrative Officer.
- Burnswest Lands** Those lands legally described as Lots 7-12 (inclusive), Block 2, Plan 001 1685, at the time of the adoption of this plan.
- Community Revitalization Levy**  
The legislation provided under Part 10, Division 4.1 of the Municipal Government Act to impose such a levy and consisting of a site-specific regulation, bylaw and plan.
- Community Revitalization Levy Bylaw**  
A bylaw duly enacted by municipal council to establish the Cochrane Community Revitalization Levy, and includes the Community Revitalization Levy Plan.
- Community Revitalization Levy Plan**  
A document prepared by administration in accordance with the Community Revitalization Levy Regulation to specify the geographic limits and anticipated projects to be developed from the Community Revitalization Levy, and forming part of the Community Revitalization Levy Bylaw.
- Community Revitalization Levy Regulation**  
The regulation established by the Lieutenant Governor in Council for Alberta that provides the requirements for the Community Revitalization Levy Bylaw and Plan.
- Lieutenant Governor in Council**  
The representative of the Queen in Right of Alberta and may also be referred to as the Lieutenant Governor.

Memorandum of Understanding	The agreement between the Town of Cochrane and Springwood Developments Inc., signed and dated on March 10, 2010.
Municipal Affairs	The department in the Government of Alberta responsible for the administration of Community Revitalization Levies, or its successor.
Municipal Council	The collective of duly elected council members forming the Council of the Town of Cochrane.
Municipal Government Act	Chapter M-26 of the Revised Statutes of Alberta (2000), as amended from time to time.
Plan Area, The	The lands subject to the Cochrane Community Revitalization Levy Regulation, Bylaw and Plan, legally described in Appendix A.
Public Infrastructure Improvement Projects	Capital projects outlined in the plan that are proposed to be constructed using revenues from the Community Revitalization Levy.
Quarry, The	The lands known as the “former Domtar lands” and legally described as Block F, Plan 1325JK at the time of the adoption of this plan.
Town of Cochrane	The municipal corporation in the Province of Alberta legally described as the “Town of Cochrane”, and where the context so requires, the area contained within the corporate boundaries of said municipality.



## *Appendix A: Legal Description for Cochrane Community Revitalization Plan Area Boundary*

All of the lands in the Town of Cochrane contained within the Plan area may be described as follows:

All the lands contained within the area commencing at the northeast corner of the lands legally described as Block 12, Plan 771 1319; thence southerly along the east boundary of said Block 12 to the southeastern corner of said Block 12; thence easterly along the north boundary of the road shown on Plan 1325JK (municipally known as Railway Street) to the point of intersection with the northwest corner of Road Plan 941 0377; thence easterly along the north boundary of Road Plan 941 0377 to the point of intersection with the northern limit of the road shown on Plan 771 1319; thence southeasterly to the northwest corner of Condominium Plan 811 1822; thence southerly along the east boundary of the road municipally known as Charlesworth Avenue as shown on Plan 3761X and Plan 425HW to the point of intersection with the south boundary of the Original Road Allowance (municipally known as Griffin Road); thence westerly along said Original Road Allowance to the point of intersection with the east limit of Road Plan 031 0094; thence westerly along the south boundary of Road Plan 031 0094 to its western limit; thence westerly along the south boundary of the Original Road Allowance to a point of intersection of the south boundary of the Original Road Allowance with the west boundary of the road municipally known as Grande Boulevard South as shown on Plan 071 6154 produced south; thence northerly along said production of the west boundary of the road municipally known as Grande Boulevard South as shown on Plan 071 6154 to the point of intersection of the west boundary of said road produced north with the west boundary of the road municipally known as Grande Boulevard South as shown on Plan 981 2656 produced southwest; thence northeasterly along the production of the west boundary of Grand Boulevard South as shown on Plan 981 2656 to the southeast corner of Lot 12, Block 2, Plan 001 1685; thence westerly along the south boundary of Block 2, Plan 001 1685 to the southwest corner of Lot 7, Block 2, Plan 001 1685; thence northerly along the full west boundary of Plan 001 1685 to the northwest corner of Lot 9, Block 2, Plan 001 1685; thence northeasterly across the road municipally known as Railway Street as shown on Plan 1325JK to the southwest corner of Block 12, Plan 771 1319; thence northerly along the west boundary of said Block 12 to the northwest corner thereof; thence northerly across the Canadian Pacific Railway Plan RY10 to the southwest corner of Lot 1, Block 3, Plan 851 1119; thence northerly along the west boundary of said Lot 1 to the point of intersection of the west boundary of said Lot 1 produced north to the north boundary of First Street West as shown on Plan 2395H; thence easterly along the north boundary of First Street West to the point of intersection of the north boundary of said road with the east boundary of Lot 1, Block 3, Plan 851 1119 produced north; thence southerly along the production of the east boundary of Lot 1, Block 3, Plan 851 1119 to the point of intersection with the north boundary of Block 12, Plan 771 1319; thence easterly along the north boundary of said Block 12 to the point of commencement.

Excepting Thereout: Lots 1 to 3 inclusive, Block G, Plan 991 2992; Block G, Plan 1325JK; Parcel A, Plan 3282GN; Lots 1 to 3 inclusive, Block H, Plan 1325JK; and Lots 4 to 6 inclusive, Block H, Plan 881 1042.

*Appendix B: Permitted and Discretionary Uses in the Shopping Centre (C-SC) District*

**Permitted Uses**

Arts and Crafts Studios

Bed and Breakfast Accommodations

Dwelling Units (limited to second storey and above, excluding the lot legally described as Block F, Plan 1325JK) **(Bylaw 25/2006)**

Eating Establishments

Educational Establishments

Entertainment Establishments

Fences

Financial Institutions

Gas Bars

Home-Based Businesses, Major

Home-Based Businesses, Minor

Home Enterprises

Hotels

Medical Clinics

Motels

Offices

Parking Lots

Parks

Personal Service Shops

Private Clubs, Lodges and Fraternal Orders

Recreational Facilities

Religious Institutions

Rental Shops

Rental Stores

Retail Stores

Signs as listed in Table 34.3.1

Taverns

**Discretionary Uses**

Accessory Buildings and Uses

Antenna Structures

Auction Establishments

Automotive Parts Sales

Automotive Repair Shops

Automotive Sales or Rental (excluding the lot legally described as Block B, Plan 7015JK)

Car Washes (only for the lot legally described as Block F, Plan 1325JK) **(Bylaw 25/2006)**

Crematoria

Child Care Services

Dwelling Units (ground floor, excluding the lot legally described as Block F, Plan 1325JK) **(Bylaw 25/2006)**

Funeral Service Facilities

Garden Supply Centres

Public and Quasi-Public Installations and Facilities

Repair and Service Shops (household goods)

Sales/Lot Information Centre

Signs as listed in Table 34.3.1

Veterinary Clinics - small animal only

### Appendix C: Applicable Municipal Development Plan Policies

MDP Section	Policy Statement
1.1 (2)	The community of Cochrane takes pride in the entrepreneurial spirit demonstrated in the existing business community and sees great potential for diversifying the local economy and drawing on opportunities in the tourism sector.
1.1 (7)	Recreation areas and cultural venues provide opportunities to socialize, to be creative and to lead a healthy life. Cochrane residents possess many talents and appreciate ongoing support in order to share these gifts with the greater community.
1.3 – Principle 2: Goal #5	Cochrane will be a community that inspires and supports a vibrant arts community.
1.3 – Principle 3: Goal #5	Cochrane will be a community that promotes remediation of brownfield sites to allow for future development.
1.3 – Principle 4: Goal #2	Cochrane will be a community that recognizes the importance of arts and culture in making the community more attractive.
5.3	Economic diversification: The public identified the importance of providing a range of land uses in order to create an appropriate balance of residential, commercial and light industrial uses. An enhanced range of commercial and industrial uses would balance the assessment base as well as provide local employment opportunities.
5.3	Retention and growth of existing business base: The importance of maintaining and supporting existing businesses was stressed as an important economic development goal.
5.3	Economic leakages: Currently, Cochrane’s residents and business operators purchase a significant percentage of goods and services outside Cochrane. An economic goal is to reduce this occurrence.
6.2 (4)	To promote remediation and reclamation of brownfield sites to allow for future development.
6.3.13(b)	The Town shall promote the remediation of contaminated sites and brownfields for redevelopment purposes.

7.1	<p>Cochrane's economic profile consists of the following factors:  Cochrane is the service centre for the region;  The Town of Cochrane relies heavily upon residential taxes for revenue. High land costs coupled with low land availability for commercial/industrial development have resulted in significant new residential growth with modest new development in commercial and industrial areas;  The retail trading area for Cochrane includes the Town of Cochrane, the Municipal District of Rocky View, the Municipal District of Bighorn, the City of Calgary and the Stoney-Nakoda First Nation;  Retail leakage to Calgary, while decreasing over time, is still significant for items such as cars, furniture, major appliances, clothing, electronics and office supplies;</p>
7.2	<p>Goals:  To create a safe, healthy, vibrant community through a balance of environmental, economic and social infrastructures.  To attract businesses that will diversify Cochrane's economy and create career opportunities.  To support the economic vitality of the downtown.  To encourage all businesses to stay and expand in the community.  To create and promote tourism opportunities.</p>
7.3.3(a)(i)	<p>The Town shall promote tourism by encouraging the development of tourism, recreation and culture-related businesses, particularly those that encourage visitors to stay overnight in Cochrane.</p>
7.3.5(a)	<p>Cochrane will minimize outshopping by attracting businesses that meet the commercial and residential needs of its residents.</p>
8.5.2	<p>Goals:  To reinforce the downtown as Cochrane's primary commercial area by concentrating commercial activities within the downtown lands.  To promote the role of the downtown as Cochrane's primary area of community social interaction and a focus of civic and cultural identity.  To ensure that the downtown accommodates residential developments.  To connect the downtown north and south of the CPR right-of-way with vehicular and pedestrian crossings.  To ensure that parking requirements allow for innovative commercial uses and structures in the downtown.</p>
8.5.3(b)	<p>Regional shopping developments shall be located only in the downtown.</p>
8.5.3(c)	<p>The Town shall promote residential developments in conjunction with commercial redevelopments in all commercial areas.</p>

8.5.5(b)	The downtown shall continue to be the primary civic, social, cultural, retail, professional, and entertainment heart of Cochrane and shall be a pedestrian-oriented, mixed-use focal point for Cochrane.
8.5.5(c)	The Town of Cochrane shall expand the existing revitalization plan to apply throughout the downtown. Elements of this downtown revitalization plan shall include, but not necessarily be limited to: sidewalk improvements; pedestrian access; accessibility; lighting; landscaping; parking; street furniture; gathering places;
8.5.5(f)	New developments within the downtown commercial areas shall provide a combination of commercial and residential developments.
8.5.5(g)	Pedestrian connections shall be created in the downtown north and south of the CPR right-of-way at Centre, Second and Fifth Avenues. These areas shall be connected through vehicular and pedestrian linkages, good urban design, and signage.
8.7.5(b)	Where recreational and cultural facilities are being developed, they shall be multi-use facilities wherever possible.
8.7.5(c)	The development of public recreational and cultural facilities shall be based on the commitment of users to raise funds, support capital development costs, and support operational costs through user fees.
9.4.6(a)	The transportation network shall focus on producing convenient linkages to the downtown.
11.3.3(a)	Leisure and cultural facility development shall be focused on meeting community demands.
11.3.3(b)	The Town will cooperate with its neighbouring municipalities to provide facilities that meet regional demands.
12.2 (2)	To recognize the importance of Cochrane's heritage in creating its unique sense of place and strategic advantage.
12.3.3(b)	The naming of neighbourhoods, including streets, shall use names from local history or natural features.

*Appendix D: Applicable Downtown Area Redevelopment Plan Policies*

DTARP Section	Policy Statement
1.2.1 – 1.2.6 (Plan Goals)	<p>Provide a broad range of commercial, institutional, entertainment and residential uses</p> <p>Encourage intensification of land use</p> <p>Encourage the development of a pedestrian-oriented environment.</p> <p>Establish a strong sense of place that reflects Cochrane’s image and identity and small town character.</p> <p>Continuing to enhance the downtown to make it more hospitable for residents and visitors and make it more prosperous for business owners.</p> <p>Encouraging a high quality of design for all developments.</p>
1.5.2 (6)	<p>In conjunction with the Highway 1A upgrading, enhancement of the street environment of Centre and Fifth Avenues, including street landscaping, pedestrian friendly sidewalks, lighting, street furniture, etc.</p>
1.5.3 (2)	<p>Incorporation of the pedestrian crossing proposed in the MDP into development plans for the area.</p>
1.5.6 (5)	<p>Emphasize the significance of entries through additional landscaping, signage and lighting.</p>
1.5.6 (7)	<p>Identify and delineate a continuous pedestrian movement corridor throughout the area and ensure linkages with adjacent streets and development; pedestrian connections to Grande Boulevard will be particularly important.</p>
2.1.2	<p>The commercial objectives of the downtown are to:</p> <p>Reinforce the downtown as Cochrane’s primary retail area by concentrating commercial activities within the downtown.</p> <p>Promote the role of the downtown as Cochrane’s primary area of community, interaction, and civic and cultural identity.</p> <p>Ensure there are strong linkages, both pedestrian and vehicular, throughout the downtown.</p> <p>Ensure that land supply for commercial uses corresponds to Cochrane’s population.</p>
2.2.3.4	<p>On the Domtar site [the Quarry], residential development may be allowable, provided the site is deemed acceptable for residential development by Alberta Environment.</p>

2.4.2	<p>The transportation, circulation and connectivity objectives of downtown are to:</p> <ul style="list-style-type: none"> <li>• Ensure strong pedestrian and vehicular linkages between areas north and south of the Canadian Pacific Railway right-of-way.</li> <li>• Extend streetscape improvements as part of the downtown revitalization through the downtown.</li> </ul>
2.4.3.4	<p>Pedestrian linkages between First and Railway Streets will be provided at Third Avenue across Highway 1A and over the Canadian Pacific Railway track in the vicinity of Centennial Plaza.</p>
2.4.3.8	<p>Extension or redevelopment of roadways within the downtown will incorporate the design elements used in the downtown revitalization (i.e. landscaping, sidewalks, street furniture, ornamental lighting).</p>



Centre Avenue  
Town of Cochrane, Alberta