

## **West Macleod Quadrant Boundary Alignment – C2018-0317**

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### **EXECUTIVE SUMMARY**

Administration has prepared this report in response to a Motion Arising put forward by Councillor Demong to examine the West Macleod quadrant boundary alignment including: all lands west of Macleod Trail, south of Spruce Meadows Trail and S/22X (Highway 22X), extending to the current city boundary. Administration has reviewed the current quadrant boundary and the boundary proposed in the Motion Arising and has examined three options: 1) implement the proposed changes only when development of the parcels within the affected area occurs (as described in the Motion Arising); 2) implement the proposed changes all at one time; and 3) maintain the current quadrant boundary.

It is Administration's judgement that the current quadrant boundary has the correct (north-south) orientation and should be maintained. However, if a boundary adjustment is desired, Administration has developed a feasible fourth option that includes moving the quadrant boundary from Sheriff King Street to Macleod Trail beginning at 146 Avenue and extending to the city limit.

### **ADMINISTRATION RECOMMENDATION:**

That Council:

1. Receive for information this report with respect to a Motion Arising put forward by Councillor Demong regarding the West Macleod quadrant boundary alignment; and
2. Direct Administration to maintain the current West Macleod quadrant boundary (Option 3).

### **PREVIOUS COUNCIL DIRECTION / POLICY**

A Motion Arising (Attachment 1) was put forward at the 2017 June 12 Combined Meeting of Council by Councillor Demong and seconded by Councillor Colley-Urquhart after reviewing Report CPC2017-188 (a land use amendment supported by an outline plan). The Motion directed Administration to examine the West Macleod quadrant boundary alignment including all lands west of Macleod Trail, south of Spruce Meadows Trail and S/22X, extending to the current city boundary and to report back with options for Council consideration. At the 2017 July 24 Regular Meeting of Council, Administration presented report C2017-0598, requesting that the report be deferred until later in 2017 to ensure internal and external feedback was included in its investigation. At the 2017 December 18 Regular Meeting of Council, report C2017-1212 was referred back to Administration for further consultation with the councillors.

### **BACKGROUND**

In September 1979 Council approved the existing SE/SW quadrant boundary aligned with the CPR tracks and the Sheriff King Street alignment, south of 146 Avenue (now James McKeivitt Road). Subsequent annexations (occurring in 1989, 1994 and 2007) maintained the Sheriff King Street alignment as the quadrant boundary.

In the past, throughout the city, there has been some alteration of quadrant boundaries: the area of Coach Hill was originally part of the NW quadrant, but the boundary was subsequently changed and Coach Hill became part of the SW; Mayland Heights was originally in the SE, but the quadrant boundary was moved so that it became a NE community.

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With the existing quadrant boundary alignment, the community of Silverado is bisected by the quadrant boundary, with the western portion in the SW and the eastern (currently undeveloped) portion in the SE. There are 22 communities that are also bisected by quadrant boundaries in Calgary. They are: Abbeydale, Applewood Park, Beddington Heights, Beltline, Bridgeland/Riverside, Chinatown, Crescent Heights, Downtown Commercial Core, Erlton, Franklin, Highland Park, Huntington Hills, Livingston, Manchester Industrial, Mayland, Meridian, Millrise, Mission, Pine Creek, Shawnessy, Thorncliffe and Tuxedo Park.

The area that would be impacted by a quadrant boundary change as proposed in the Motion Arising currently contains the following:

- 71 unique registered owners
- 76 unique building addresses
- 322 unique parcel addresses
- Six numbered streets:
  - 6 Street SE
  - 190 Avenue SE
  - 194 Avenue SE
  - 210 Avenue SE
  - 218 Avenue SE
  - 226 Avenue SE
- 10 Outline Plans, proposing development within the area
- Three Subdivision submissions which may result in an additional 369 titled parcels.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

As part of Administration's investigation into alternatives, three options were examined. Administration also assessed the level of effort required to make the changes and the impacts of the changes for both internal and external stakeholders.

**Option 1:** Re-align the quadrant boundary at the time of property development as proposed in Attachment 1- Motion Arising, Pages 2 & 3 (solid orange line). This is the most complex option and will require careful consideration and planning to have a logical and consistent addressing plan. Streets and addresses will be changed to reflect the new quadrant boundary as parcels are developed. If no development occurs, the streets, addresses and quadrant designations would not be changed. This could result in inconsistent addresses and quadrant designations within the affected area. The impact of this option is potential confusion in way-finding/routing.

**Option 2:** Re-align the quadrant boundary, as in Attachment 1, Pages 2 & 3 (solid orange line), and update all addresses, quadrant designations and street names at the same time. This option will require the most effort as all addresses, data management systems, street signs, mapping and routing applications will need to be updated at the same time. This will result in a significant amount of unplanned work for, and cost to, Administration. There will also be considerable cost and effort for external stakeholders, which would include updating websites, stationery, promotional materials, utility accounts, etc. for commercial property owners and personal information, accounts, etc. for residential property owners.

**Option 3 (Recommended):** Status quo – no changes to the quadrant boundary, Attachment 1, Page 2 (solid red line). There are no impacts to The City (or to external stakeholders) in the form of additional effort or cost. The impact is that the community of Silverado will continue to

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be bisected by the quadrant boundary, like the other 22 communities that are bisected by quadrant boundaries in other areas of Calgary.

**Option 4:** If there is still a desire to make the quadrant boundary change, Administration has developed a feasible fourth option. While examining options 1 to 3, it was noted that there is a significant area of land also west of Macleod Trail, north of Highway 22X and south of 146 Avenue that is within the southeast quadrant, as shown in Attachment 2. If the quadrant boundary is to be re-aligned, then this north area should also be included, as shown in Attachment 3 – Potential Macleod Tr Alignment (dashed red line). No engagement has been done on this option. The following stakeholders would need to be contacted:

- 132 businesses
- 265 residences
- 1 high school
- 1 library/recreation complex
- 419 unique registered owners
- 73 unique building addresses
- 45 unique parcel addresses
- One numbered street – 162 Avenue SE

If the goal of the boundary change is to eliminate confusion over the location of the quadrant boundary by making it Macleod Trail, then this should be done where the boundary first deviates from Macleod Trail, which is at 146 Avenue. In addition, if Macleod Trail was to be made the quadrant boundary south of Highway 22X but not north, significant wayfinding or routing confusion would be created. However, in Calgary, there are many communities that are bisected by quadrant boundaries, and it is not typical for a boundary line to follow a roadway that diverts from the logical north/south or east/west direction, therefore the quadrant alignment should remain as is.

### **Stakeholder Engagement, Research and Communication**

Following the tabling of the report, further consultation was held with Councillors Demong and Colley-Urquhart on 2018 January 19. At this meeting, the following items were noted:

- the SE quadrant is significantly larger than the SW quadrant in the far south and the proposed change in quadrant boundary would help lessen this imbalance;
- the residents of Silverado find it confusing that the quadrant boundary is not Macleod Trail and that their community is bisected by the quadrant boundary;
- by altering the quadrant boundary, future communities (ie. Pine Creek) will not be bisected by the quadrant boundary;
- the councillors are aware that the area to the north is also part of the southeast quadrant; and
- If there is future expansion of city limits southwards, the quadrant boundary could be re-aligned to a more logical north-south alignment at that time.

Discussions were held with City business units that would be affected by the potential change (as in the Motion Arising) to discuss the proposed options, the level of effort the proposed options would take, and to summarize the impacts to these business units. These would include creating a communications plan for the affected area, creating and implementing an addressing plan, updating the base map & mapping applications, ensuring road signs for the

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area are updated, and ensuring that the numerous (more than 35) computer applications that rely on addressing are updated, coordinated, and working properly. As a class 5 estimate, this work is anticipated to cost approximately \$150,000 which includes new road signs, project management costs and developing and implementing an addressing plan. There is no current budget for this work. Additional work of up to 3,000 hours by other business units may be incorporated into their existing or future work plans.

External engagement was conducted (in the original, south area only) by sending a combination of letters and e-mail messages to targeted stakeholders, and asking them to respond to a questionnaire on the three options. The targeted stakeholders were property and business owners residing within the affected area, as well as businesses that operate within the area. A list of business owners contacted is provided in Attachment 5. The questionnaire was developed with the assistance of Customer Service and Communication's Engage section, and posted on the Engage website from November 14 to 24. The questionnaire asked for the respondent's perception of each of the three options (whether positive, neutral or negative) and for the perceived impact in terms of time, cost, and effort for respondents for each option.

Overall, the respondents rated Option 1 as having the greatest impact on them and rated Options 2 & 3 as having an equal impact on them.

A summary of the internal engagement can be found in Attachment 6, and the external engagement report is included in Attachment 7.

### **Strategic Alignment**

Addresses in Calgary must adhere to the Addressing Bylaw (67M86). A copy of this bylaw is presented in Attachment 8.

### **Social, Environmental, Economic (External)**

Option 1: Social impacts include potential way-finding confusion due to inconsistent addresses and quadrant designations in the affected area; no environmental impacts have been identified with Option 1; there would be economic impacts to property owners, businesses, postal/delivery companies and utility companies operating in the affected area and to the provincial land titles office.

Option 2: No social or environmental impacts were identified with Option 2; there will be economic impacts to property owners, businesses, postal/delivery companies and utility companies operating in the affected area and to the provincial land titles office.

(In Options 1 & 2 affected stakeholders would be financially responsible for updates to their stationery, signs, websites, advertising, databases, personal information, etc.)

Option 3: Social impacts are having Silverado and the future community of Pine Creek bisected by the quadrant boundary. There are no environmental or economic impacts resulting from Option 3.

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### **Financial Capacity**

#### ***Current and Future Operating Budget:***

Option 1 will impact The City's operating budget to enact the proposed changes. As this option is dependent on the timing of development within the affected area, both current and future operating budgets will be affected.

Option 2 will also impact The City's current operating budget. Unless the changes can be completed prior to the end of the current 2015-2018 business cycle, there will be an impact on the 2019-2022 operating budget.

Option 3 has no impact on current or future operating budgets.

#### ***Current and Future Capital Budget:***

There are no impacts to current or future capital budgets for any of the options identified.

### **Risk Assessment**

Option 1 has significant risks associated with it. By waiting for its development to re-designate a parcel's quadrant (change from SE to SW), there will be a patchwork of quadrants within the affected area (for example, there could be alternating quadrant designations on a single street). Parcels that are not developed will remain designated as SE indefinitely while physically residing in the SW quadrant. In addition, because The City does not initiate development, it will have no control over when the re-designation of parcels within the affected area will be complete, if at all.

Option 2 also has risks associated with it. There is a delay between when addresses are changed by The City and when external users (Google, Magellan etc.) will incorporate these changes into their processes. Changing this many addresses in one area at one time has not been done before so there is the potential for large scale inaccuracies in external mapping providers' data.

Option 3 has no associated risks.

### **REASON(S) FOR RECOMMENDATION(S):**

Addressing (and subsequently mapping) in Calgary follows a logical and orderly system, based on the Addressing Bylaw (67M86). Changes that affect addressing must be closely examined to ensure that they conform to City standards. Any changes to addresses that already exist have many downstream impacts; and any changes would need to be closely monitored and coordinated with the many internal and external stakeholders including global content providers for many commercial applications including in-vehicle and internet based navigation systems. If the goal of the potential boundary change is to eliminate confusion about where the boundary is by making Macleod Trail the boundary, then to be consistent the change should be made from 146 Avenue southwards.

Option 1 would result in an inconsistent system of addresses and street names that would create confusion in finding an address – this confusion is avoided in Option 2, but it requires significant cost and effort. Administration recommends **Option 3** to maintain the current

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boundary with a north/south alignment as it is logical based on a technical (mapping) perspective.

If Council determines a boundary change is necessary, Administration recommends including the lands west of Macleod Trail, north of Highway 22X and south of 146 Avenue, yet further research and engagement will need to be done for this option.

**ATTACHMENT(S)**

1. Attachment 1 – Motion Arising
2. Attachment 2 – Proposed Affected Areas
3. Attachment 3 – Proposed Boundary Changes
4. Attachment 4 – Estimated Effort/Complexity Matrix
5. Attachment 5 – List of Businesses Contacted
6. Attachment 6 – City Business Unit Responses
7. Attachment 7 – Engage Stakeholder Report Back
8. Attachment 8 – Addressing Bylaw (67M86)