

Planning & Development Report to
Calgary Planning Commission
2019 August 15

ISC: UNRESTRICTED
CPC2019-1016

Land Use Amendment in Hotchkiss (Ward 12) at 15665 – 104 Street SE, LOC2016-0115

EXECUTIVE SUMMARY

This land use amendment application was submitted by B&A Planning Group on behalf of the landowner South Shepard Communities Inc, managed by Melcor Developments Ltd, on 2016 May 11. The application proposes to redesignate approximately 59.8 hectares (147.8 acres) of land in the community of Hotchkiss. Specifically, the application provides for:

- a walkable residential neighbourhood with a commercial component and a variety of housing options;
- an anticipated total of 952 residential units with a maximum yield of 1,282 units;
- an anticipated density of 21.3 units per hectare (8.6 units per acre), exceeding policy requirements for 20 units per hectare;
- an anticipated intensity of 76 people and jobs per gross developable hectare, exceeding the policy requirement for 60 people and jobs per gross developable hectare;
- a 15 hectare \pm (37 acre \pm) naturalized storm pond located central to the plan area;
- four and a half hectares \pm (11.0 acres \pm) of land dedicated as municipal reserve; and
- the location of future local and major roadways, utilities and services.

The proposed redesignation serves to implement the objectives of the *South Shepard Area Structure Plan* by allowing for the development of part of neighbourhood eight, which will be a continuation of the approved outline plan for neighbourhood 7 (Hotchkiss). The proposal is aligned with the *Municipal Development Plan*, providing a subdivision plan for the future development of the site, in collaboration with the associated outline plan (CPC2019-0986).

ADMINISTRATION'S RECOMMENDATION:

That Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed redesignation of 59.77 hectares \pm (147.77 acres \pm) located at 15665 – 104 Street SE (SE1/4 Section 36-22-29-4) from Special Purpose – Future Urban Development (S-FUD) District **to** Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-Gm) District, Multi-Residential – Medium Profile (M-2d100) District, Commercial – Community 1 (C-C1) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – City and Regional Infrastructure (S-CRI) District and Special Purpose – Urban Nature (S-UN) District; and
2. Give three readings to the proposed bylaw.

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PREVIOUS COUNCIL DIRECTION / POLICY

On 2018 September 11, Council approved removal of the growth management overlay for the subject lands through C2018-0585, *New Community Growth Strategy – Growth Management Overlay Removals Arising from PFC2018-0678*.

BACKGROUND

On 2016 May 11, B&A Planning Group submitted this outline plan and associated land use amendment application on behalf of the landowner South Shepard Communities Inc, managed by Melcor Developments Ltd, for the new neighbourhood of Sora, as per the applicant's submission in Attachment 2. At that time, a growth management overlay was in place covering the lands within the application area, indicating that there was outstanding infrastructure funding and financing issues to be resolved. On 2018 July 30, Council approved the South Shepard business case as part of the New Community Growth Strategy. As a result, the growth management overlay was removed from the application area on 2018 September 11.

The outline plan for the adjoining neighbourhood to the west, Hotchkiss (LOC2016-0090), was approved on 2018 September 06. The associated land use amendment was given first reading at the public hearing of Council on 2018 September 10. Second and third reading were withheld until approval from the Province is received for disturbance to the crown-owned wetlands in the plan area. Administration received the Provincial Disposition for Public Lands on 2019 July 26.

The community and street naming application (C2018-0881) for the proposed street names in Sora was approved by Council on 2018 September 10.

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Site Context

The subject site, referred to as “Sora”, is located in southeast Calgary in the new community of Hotchkiss. The site represents 59.7 hectares \pm (147.8 acres \pm) of land, adjacent to the approved outline plan for the neighbourhood of Hotchkiss. The site is bound to the north by undeveloped agricultural land, to the south by Marquis of Lorne Trail SE (Highway 22x), to the east by undeveloped agricultural land, and west by the undeveloped neighbourhood of Hotchkiss, owned by Hopewell.

The topography of the site is relatively flat, with slopes draining towards the middle of the site that contains a 15.1 hectare \pm (37.4 acre \pm) wetland that is owned by the Crown under the Public Lands Act. On 2019 June 12, the Crown issued a Department Licence of Occupation, allowing for the reconstruction of the wetlands in order to accommodate the site’s stormwater run-off.

A 240 kilovolt AltaLink Transmission Line is located adjacent to the western boundary of the site. There is a linear easement along the east boundary of the plan area containing an ATCO Gas medium/low pressure gas line. There are no high-pressure gas lines within the plan area.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment, along with the associated outline plan (Attachment 2), will facilitate the development of a wide range of residential, local commercial and recreational development that will contribute to the growth of the Hotchkiss community as envisioned by the policies of the *Municipal Development Plan* (MDP) and the *South Shepard Area Structure Plan* (ASP).

Subdivision Design

The proposed outline plan/subdivision design generally follows a modified grid street pattern that allows for a variety of housing forms with a combination of laned and non-laned product types. Where a lane exists, front garages have been restricted along collector streets to improve the residential street interface and access conditions. A restrictive covenant will be registered against laned parcels that front a collector street or higher classification through an outline plan condition. The block layout also supports the intensification of the neighbourhood over time by providing for flexibility in the built forms that can be accommodated. Anticipated lot widths vary from 5.0 metres for rowhouse buildings in the R-Gm District to 8.2 metres for single detached dwellings in the R-G District.

The modified grid pattern has been adopted due to the central reconstructed wetland, which takes up an area of 15 hectares \pm , or 25 percent of the plan area. A collector street loosely surrounds the modified wetland, embracing the topography of the land while providing good site connectivity and access to the large central amenity space.

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Environmental and Municipal Reserve

A focal point for the community will be the open space which is central to both this proposed neighbourhood and the neighbourhood to the north. The open space consists of a wetland that will be reconstructed to allow for the retention of stormwater. Three forebays designated as Public Utility Lots (S-CRI) are proposed to ensure the stormwater is treated before being released into the constructed wetland, which is designated as Environmental Reserve through the Special Purpose – Urban Nature (S-UN) District. This central amenity space is designed to create an inviting interface, with linear municipal reserve lands proposed as S-SPR District around the wetland. These districts accommodate a green corridor and provide additional buffering between the wetland and the adjacent development. A few neighborhood parks are organized along this linear park and connected by the green corridor pathway, providing a combination of active and passive recreation opportunities. Two more parks are planned for the southern portion of the plan area, and therefore in total, 4.5 hectares (11.0 acres) of land is designated as Municipal Reserve, taking up 10 per cent of the Gross Developable Area.

Neighbourhood Activity Centre (NAC)

The NAC is located at the round-a-bout of Sora Boulevard SE and Sora Gate SE. In keeping with the policies of the ASP, the NAC includes the following elements:

- a central amenity space;
- medium density residential development;
- street-oriented housing;
- an anticipated intensity of 76 people and jobs per gross developable hectare (101 per acre), exceeding the policy requirement of 60 people and jobs per gross developable hectare;
- located at key intersecting collector streets with transit service; and
- a retail development.

The NAC comprises an area of 3.9 hectares \pm (10.0 acres \pm), with an optimal location in terms of its centrality to neighbourhood eight. The collector street of Sora Boulevard SE runs through the NAC, which also includes a range of housing types, including multi-residential dwelling units (M-2d100) and rowhouse buildings (R-Gm). The central amenity space connects to a 3.5 metre green corridor, providing pedestrian/bicycle connectivity to the NAC from all areas of the neighbourhood. The retail component of the site is located on the site of the proposed Commercial – Community (C-C1) District. Future transit service is proposed along the collector street.

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Pathways and Bikeways

Regional and local pathway systems provide east-west and north-south active modes connectivity, in addition to the sidewalks along the street network. The regional pathway aligns with the intent of the ASP by providing pedestrian and cyclist connections to destinations outside the plan area, such as the future neighbourhood of Hotchkiss to the west. Local pathways, on the other hand, provide internal neighbourhood connections to local amenities, and are located within programmed and natural areas.

In accordance with Section 6.4.3 of the ASP, a 3.5 metre green corridor is proposed surrounding the central amenity space, creating a connected pathway system integrated with the regional pathway linking the neighbourhood east and west. The green corridor also provides mobility networks to connect residents to community services, as well as recreational and employment destinations.

Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. To implement the corresponding outline plan's neighbourhood design, the following land uses are proposed:

- Residential – Low Density Mixed Housing (R-G) District;
- Residential – Low density Mixed Housing (R-Gm) District;
- Multi-Residential – Medium Profile (M-2d100) District;
- Commercial – Community 1 (C-C1) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District; and
- Special Purpose – Urban Nature (S-UN) District.

The above districts are located strategically throughout the plan area, with districts that allow for higher densities located in proximity to those that can provide for commercial, recreational and community service uses. Transit routes were also considered in the placement of districts.

Density

Policy 3.1.2(a) of the ASP identifies that the minimum residential density of 20 units per hectare (8 units per acre) is required in each neighbourhood, which is aligned with the requirements of the New Community Planning Guidebook. The outline plan proposes an anticipated total of 952 residential units with a maximum yield of 1,282 units in this new neighbourhood. The unit counts equate to an anticipated density of 21.3 units per hectare (8.6 units per acre) with a maximum density yield of 28.7 units per hectare (11.6 units per acre). This outline plan makes up half of Community 'A', as identified in the ASP.

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Intensity

The minimum intensity target for the MDP and the ASP of 60 people and jobs per gross developable hectare is exceeded. The proposed intensity for this neighbourhood is 76 people and jobs per gross developable hectare. As mentioned in the Neighbourhood Activity Centre (NAC) section of the report, the NAC exceeds the requirement of 100 people and jobs per gross developable hectare, with an anticipated 128 people and jobs per gross developable hectare.

Environmental

No significant concerns were identified through the Environmental Site Assessments from the previous residential and agricultural uses on the site. Minor remediation associated with those previous uses, as may be required, will be addressed through the normal processes with Alberta Environmental and Parks (AEP).

A Biophysical Impact Assessment (BIA) report was submitted as part of this application. Four Class II or III wetlands were identified with the BIA within the Sora lands. A large central Class III wetland straddles two properties, extending further north onto the adjacent lands to the north. A large portion of this wetland was determined by Alberta Environment and Parks (AEP) in 2016 as Crown-owned, and therefore subject to approvals under the Public Lands Act and the Water Act before the wetland could be removed or modified. The applicant submitted an application for a Department Licence of Occupation (DLO) to AEP in 2017 May, and in 2019, Alberta Minister of Environment and Parks signed a Ministerial Order to approve the DLO for Melcor to allow for the disturbance of the Crown-owned land and construction of the Wetland as shown on the outline plan. Water Act approval will be further required at the affected tentative plan stage.

The reconstructed wetland is a central feature and major naturalized open space within the Sora outline plan. In general, the design of this wetland meets the requirements listed within AEP's *Alberta Guide to Wetland Construction in Stormwater Management Facilities* and meets the City's Environmental Reserve standards. The reconstructed wetland has a shallow depth (maximum depth is 1.5 metres measured from the natural water line, with most of the area being much shallower), offering gentle slopes to support plant growth and wildlife habitats, and providing a variety of wetland zones and vegetation community types. Details will be further examined at the Storm Pond Report and landscape construction drawing stage.

The three forebays and associated infrastructure are to be designated as Public Utility Lots (PUL) to ensure the storm water is treated before being released into the constructed wetland. As the high water line of the reconstructed wetland within Sora's boundary is to be changed from the existing 1,020 metres to 1,017 metres, a berm is proposed to separate the north and the south part of the wetland. Constraints of the existing elevations at the boundaries of Sora and the adjacent lands to the north, and potential magnitude of earthworks (if using the existing wetland elevations) are primary drivers for lowering the high water line.

The berm, which forms the north boundary of plan area, is a landscaped slope with a grade of 20 percent and will be constructed to allow for several options of storm water treatment for the future development on the adjacent lands to the north. This berm may be permanent or

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temporary, depending on the future development plans for lands to the north. According to the Staged Master Drainage Plan (SMDP) and the wetland assessment done by the applicant's engineering consultants, under the interim condition before the adjacent northern land is developed, the berm will maintain normal water levels within the northern portion of the wetland and not impact the function of the undeveloped wetland within the northern adjoining lands. A spillway will be incorporated in the berm that only allows storm water from the north to spill into Sora's reconstructed wetland during storm events.

Transportation

The regional street network consists of Highway 22X bordering the southern edge of the site, and 104 Street SE, a future Arterial roadway, along the eastern edge of the site. To the southeast of the site, the intersection of 104 Street SE and Highway 22X provides all-turn access to the area. Finally, 146 Avenue SE and 84 Street SE provide access to the 114 Avenue/Stoney Trail interchange.

The ASP identifies the following permanent infrastructure in the area surrounding Sora:

- to the east of the subject lands, a flyover at 104 Street SE over Highway 22X to replace the existing all-turn intersection;
- outside of the ASP boundary, but related to the 104 Street SE flyover, a full interchange at 120 Street SE is required to support the 104 Street SE flyover; and
- to the northwest of the subject lands, a half interchange to/from the north at 130 Avenue SE and Stoney Trail.

The timing of construction of all interchanges is unknown. At-grade intersections along Highway 22X may be utilized as interim measures prior to interchanges being constructed.

In addition to the interchanges, as a result of the 130 Avenue SE interchange, 130 Avenue SE alignment east of the Stoney Trail interchange as well as realignment of 84 Street SE is required to service the ASP area. The right-of-way for both these alignments is largely on private land and has not been secured.

A Transportation Impact Assessment (TIA) was completed in support of this application. The TIA identified that to support the proposed development, significant intersection improvements are required at 104 Street SE and Highway 22X in the interim, prior to the completion of the interchanges identified in the ASP. This intersection is under the jurisdiction of Alberta Transportation. A two-lane roundabout is proposed for this intersection. The roundabout will be designed to accommodate Highway traffic and development traffic. The roundabout capacity is anticipated to accommodate a maximum of 3,200 residential units and 30,000 square feet of commercial retail development. The roundabout construction will be developer funded.

The internal street pattern is primarily defined by one main collector street that surrounds the central wetland feature. Main access to the outline plan area is via 104 Street SE as well as multiple connections to the neighbourhood of Hotchkiss, west of the subject lands.

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Transit is proposed along the main collector street within the subject lands with connectivity to future adjacent residential communities to the north and east. Bus stops will be located adjacent to community destinations such as the commercial center. The most likely transit route for this community would be to/from McKenzie Towne terminal, currently serviced by BRT and eventually the Greenline LRT.

A pathway is proposed east-west of the plan area to connect the pathway along 104 Street SE with the internal pathway system surrounding the wetland with the adjacent neighbourhood of Hotchkiss, which connects to other regional pathways. A regional pathway connection will be provided on the 130 Avenue SE interchange for movements to/from the west. It is anticipated that bike paths will be provided along 104 Street SE and on the flyover to provide for active modes connection to the south of Highway 22X.

Utilities and Servicing

As the growth management overlay was recently removed for these lands, the site does not yet have servicing. Servicing can be provided with developer-funded extensions to the site.

Sanitary Infrastructure

Sanitary servicing is proposed to be provided through the construction of a lift station and force main across the Transportation and Utility Corridor (TUC) to connect to the community of Mahogany, southwest of the subject lands. Capacity is available within the existing system. Off-site sewer extensions in the range of 1.5 to 2.0 kilometers in length would be required to make this connection.

Storm Infrastructure

The Mahogany Storm Trunk is available on the north side of Highway 22X immediately adjacent to the site. This trunk main has capacity for the proposed development and discharges to the Shepard Ditch to the east. Storm servicing is proposed to be provided through the construction of an on-site naturalized stormwater management facility with controlled discharge to the existing stormwater trunk main.

Water Infrastructure

Water is not immediately available to service the proposed development. If development of the adjacent neighbourhood of Hotchkiss (LOC2016-0090) proceeds, a pair of mains are proposed to be extended across the Transportation and Utility Corridor (TUC) from different points within the community of Copperfield to the west of the subject lands. Offsite water main extensions in the range of 2.0 to 2.5 kilometres in length would be required to make the necessary connections to Hotchkiss. Further extensions through the Hotchkiss lands would also be required to service this development, depending on how much of the Hotchkiss plan area is developed at the time of the proposed construction.

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Fire Infrastructure

In order to support the recent Growth Management Overlay removal, Council has approved a budget to construct a fire station that would service the plan area. Currently the site is outside of the Council approved standard for seven and 11 minute fire response, as well as the 10 minute response criteria identified in the Alberta Building Code. The Fire Department will work with the Developer on an interim fire services strategy and construction timing of the proposed development in order to facilitate development. Details, location, and timing of the proposed new fire station have not yet been confirmed.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent land owners and the application was advertised online. There is presently no community association for this area, and no public meetings were held.

Administration did not receive any comments from the public on the application.

Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to the associated land use amendment and road closure, will be posted in developed areas near the site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy directions of the *South Saskatchewan Regional Plan* which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed application builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Rocky View/Calgary Intermunicipal Development Plan (Statutory – 2012)

The subject site is located within the *Rocky View/Calgary Intermunicipal Development Plan* (IDP) area. The policy area contains lands immediately adjacent to the shared border. The subject site is not located within any special policy area or key focus area.

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As per the inter-municipal circulation and referral process, the application was circulated to Rocky View County for comments. The County questioned the anticipated traffic that would utilize county roads, to which the TIA advised there would be none. Further, it was requested that future applications on the land be circulated to the County.

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan* (MDP) identifies the plan area as Future Greenfield, which is generally large areas of land that are identified for future urban development, that do not have an approved Area Structure Plan (ASP) in place. In this instance, the plan area does have an approved ASP in place. The MDP will be updated to reflect this with upcoming 2019 MDP housekeeping updates. As the *South Shepard ASP* was approved in 2013 May, the ASP has been developed to implement the strategic goals and objectives set out in the MDP. The detailed policies and guidelines in the ASP were developed through consultation involving landowners, developers, the existing communities, Administration, school boards, and other stakeholders. These detailed policies and guidelines are used to guide outline plan/land use amendment application decisions, details of which are provided below.

South Shepard Area Structure Plan (Statutory – 2013)

The subject lands are identified as forming the southern half of neighbourhood eight on map four of the *South Shepard Area Structure Plan* (ASP): Community and Neighbourhood Concept Map. The ASP identifies the subject lands as Neighbourhood Area, primarily for residential uses with a NAC located in the north eastern portion of the neighbourhood.

Section 3.3 states that neighbourhood areas should include a wide range of housing types, forms, sizes, ownership and tenure to achieve housing diversity. Residential land use districts that allow secondary suites should be the standard land use district for single-detached housing in the Neighbourhood Area. The policies also support community-oriented institutional uses, recreational uses, public uses, and local commercial uses. The associated outline plan provides for a range of housing types, local services and amenities throughout the neighbourhood to meet the ASP policies. The proposal includes a range of land use districts that will allow for a variety of housing forms, including single and semi-detached dwellings, row house buildings and multi-residential development. Further, non-residential uses are provided through park spaces and the commercial site located in the NAC.

The ASP requires 30 per cent of the housing units within each outline plan application be non-single detached housing units to meet the needs of different income groups and lifestyles. Approximately 37 per cent of the units are anticipated as non-single detached housing units, exceeding the requirements.

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Social, Environmental, Economic (External)

The proposed land use amendment and associated outline plan enables the continuation of the community of Hotchkiss. The development of these lands will enable a more efficient use of land and infrastructure and will support surrounding uses and amenities while introducing additional amenities to the area.

Financial Capacity

Current and Future Operating Budget

The operating costs required to service the proposed development are included within the current operating budget. As development proceeds, the provision of other City services such as roads, transit, parks and waste and recycling would have an operating budget impact at such time as they are provided. Projected operating costs for this development during 2019-2022 have been included in the One Calgary service plan and budget.

Current and Future Capital Budget

The operating costs required to service the proposed development are included within the current operating budget.

Risk Assessment

There are no risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed outline plan achieves the *Municipal Development Plan* and *South Shepard Area Structure Plan*'s policy objectives by contributing to the minimum density and intensity targets for neighbourhood areas, and providing for a range of housing types, commercial development and community amenities.

Council has provided direction on the growth management overlay removal at the 2018 July 30 Combined Meeting of Council. The removal of the overlay signifies that funding required for infrastructure to service the proposed new neighbourhood has been resolved, and is included within the current operating budget.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Outline Plan