

Planning & Development Report to
SPC on Planning and Urban Development
2019 July 03

ISC: UNRESTRICTED
PUD2019-0548

New Policy: West View Area Structure Plan, POL2018-0001 (Ward 01)

EXECUTIVE SUMMARY

The *West View Area Structure Plan* (The Plan) policies provide a vision and framework for the long-term future development of approximately 250 hectares (618 acres) of greenfield land in west Calgary. With an anticipated residential population in the range of 8,000 to 10,000 people and approximately 1,300 jobs, this will meet the *Municipal Development Plan's* (MDP) overall community intensity target of 60 people/jobs per gross developable hectare.

Policies found in The Plan support sensitive planning, urban design best practices, and good planning principles to create two distinct neighbourhoods. Throughout the proposed West View neighbourhoods (The Plan Area), public amenities are within comfortable walking distance through excellent pedestrian connections, while public transport and cycling facilities provide access to wider employment, retail and leisure and cultural destinations.

The goals and objectives of The Plan are to:

- Foster distinct, attractive neighbourhoods
- Create a strong sense of place
- Provide neighbourhood diversity
- Ensure safe and healthy neighbourhoods
- Encourage walkable neighbourhoods
- Conserve natural areas
- Support environmentally sustainable design
- Create a range of housing opportunities
- Develop complete neighbourhoods
- Promote Connectivity

The Plan is part of the Developer Funded Area Structure Plan (ASP) program. The primary landowners within the Plan Area are Melcor Developments Ltd. and Qualico Communities. Among other City of Calgary source documents, The Plan is to be read in conjunction with the MDP *Volume 2, Part 1: New Community Planning Guidebook*.

The Calgary Metropolitan Region Board's (the Board) Interim Regional Evaluation Framework provides member municipalities with criteria to determine when new municipal statutory plans and amendments to existing statutory plans shall be submitted to the Board for approval. As a new statutory policy plan, The Plan must be circulated to the Board for approval following first reading from Council.

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ADMINISTRATION RECOMMENDATION:

That the Standing Policy Committee on Planning and Urban Development:

1. Direct Administration to:
 - a. Prepare a bylaw as outlined in the proposed West View Area Structure Plan in Attachment 1; and
 - b. Forward the proposed bylaw, to accommodate the required advertising, and this report, directly to the 2019 July 29 Combined Meeting of Council.
2. Recommend that Council hold a Public Hearing at the 2019 July 29 Combined Meeting of Council; and
 - a. Give FIRST READING to the proposed bylaw, the proposed West View Area Structure Plan;
 - b. WITHHOLD second and third readings of the proposed bylaw until West View Area Structure Plan has been approved by the Calgary Metropolitan Region Growth Board, then return to Council for SECOND and THIRD READING; and
 - c. Direct Administration to submit the proposed West View Area Structure Plan to the Calgary Metropolitan Region Growth Board for review.

RECOMMENDATION OF THE STANDING POLICY COMMITTEE ON PLANNING AND URBAN DEVELOPMENT, 2019 JULY 03:

That Council hold a Public Hearing; and

1. Give FIRST READING to the **Proposed Bylaw 62P2019**, the proposed West View Area Structure Plan;
2. WITHHOLD second and third readings of the proposed bylaw until West View Area Structure Plan has been approved by the Calgary Metropolitan Region Growth Board, then return to Council for SECOND and THIRD READING; and
3. Direct Administration to submit the proposed West View Area Structure Plan to the Calgary Metropolitan Region Growth Board for review.

Opposition to Recommendations:

Against: Councillor Farrell

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PREVIOUS COUNCIL DIRECTION / POLICY

The *West View Area Structure Plan* was included in both the 2018 and 2019 policy workplans approved by Council. The Planning & Development Policy Prioritization Strategy 2018 (PUD2018-0011) was received for information by Council at the 2018 January 15 meeting, and City Planning and Policy Priorities 2019 (PUD2019-0145) was received for information by Council at the 2019 February 06 meeting. These reports set out the framework for the 2018 and 2019 policy workplans, and were included as attachments to both the PUD2018-0011 and PUD2019-0145 reports.

On 2012 April 12, Alderman McIver's Motion Arising was seconded by Alderman Chabot that stated: "That, with respect to the Proposed West Regional Context Study, Be It Resolved that Council direct the Administration to bring forward the Area Structure Plans for Cell A and Cell B (north and south of the river) separately."

BACKGROUND

In 2010, work began on the first draft of The Plan, but did not proceed to Council for adoption as the full interchange shown in the 2011 land use concept was not approved by Alberta Transportation. Without a full interchange, the proposed land use concept, including significant commercial and employment uses, was not viable and the decision was made by Administration to postpone work on The Plan in 2011.

In 2019 January, Administration resumed work on The Plan under the Developer Funded ASP program by signing a funding agreement with Melcor Developments Ltd.

Site Context

The Plan comprises 250 hectares (618 acres) of greenfield land in west Calgary, bordering Rocky View County. Located west of the existing communities of Crestmont and Valley Ridge, The Plan is bisected by the Trans Canada Highway. The Plan is bounded by Old Banff Coach Road to the south and 48 Avenue NW to the north.

Adjacent and to the west of The Plan boundary are existing country residential and agricultural uses located within Rocky View County's Springbank ASP.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Planning Considerations

Policy Overview

The *MDP Volume 2, Part 1: New Community Planning Guidebook* (the Guidebook) should be considered integral to interpreting the proposed Plan. The intent is for regular updates to the Guidebook so that emerging development practices for suburban areas can be captured by modifying a single document rather than multiple ASPs at various stages of implementation.

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Land Use Concept

Development in the Plan Area will include a broad range of land use including residential, commercial, retail, parks and open spaces, with higher intensity uses located around neighbourhood focal points. This will be underpinned by an efficient transportation network, strengthened by pedestrian and cycling connections facilitated along green corridors.

Building blocks found within The Plan are based on those established in the Guidebook. Each building block has a range of land use districts that can be applied at the land use redesignation stage, depending on site context, attributes and development desires. Policies within The Plan provide direction as to appropriate land use and built form.

The following building blocks are found in The Plan:

Proposed Use of Land	Reason(s)
Neighbourhood Area	Provides a degree of flexibility for a variety of residential densities and non-residential support uses.
Neighbourhood Activity Centre (NAC)	MDP prescribed – To have a NAC in each Neighbourhood with multi-residential, non-residential and open space components.
Joint Use Site (JUS)	Provides a location for an elementary or junior/middle school as well as public recreation and neighbourhood uses.
Community Associate (CA) Site	Provides for recreational, cultural, physical and social needs of community residents.
Environmental Open Space (EOS)	Identifies natural areas that may be environmentally significant. Further study of these lands is required to determine preservation or developability of the lands.
Green Corridor	Connects natural areas through a variety of ecological corridors and is enhanced through the provision of pedestrian and cycling facilities.
Regional Pathway	Provides pedestrian and cycling connections within the ASP and to surrounding communities.
Regional Recreation Facility and Library	Serves the recreational, leisure and cultural needs of residents in the surrounding areas.

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Proposed Use of Land	Reason(s)
Utilities	Provides sustainable, cost-effective infrastructure and services for water, sanitary and stormwater management.
Streets	Provides an efficient transportation network that supports Livable Streets, which accommodates multi-modal transportation and an enhanced public realm environment.

Transportation Networks

Transit

This area is currently not served by any transit routes. Calgary Transit adds service or introduces new routes when ridership warrants it and budget is available. As a result, transit service introduction to new communities is balanced with service increases in existing communities including addressing ridership growth or introducing evening and weekend service.

Roads and Streets

The Plan will benefit from proximity to the provincial highway network. The north half of the Plan Area has access to the rest of the street network in Calgary via Township Road 250 and Old Banff Coach Road in Rocky View County. The south half of the Plan Area has access via existing City streets through Crestmont and via Old Banff Coach Road to the south in Rocky View County.

Upgrades to boundary roads are typically funded and constructed by adjacent landowners in conjunction with their development. However, if other development has not occurred along this section of Township Road 250, it may be necessary to advance upgrades of contiguous sections of the road to support development in the Plan Area.

The long-term transportation plans for this area include completion of a partial interchange in the middle of The Plan on Highway 1. These future projects provide opportunities for better connections for active modes, transit and vehicle travel. The City is collecting contributions for these improvements through the Transportation Off-Site levies for development, however, these projects are not included in the City's current budget or 10-year capital plan.

Public Facilities and Open Space Network

There are two Joint Use Sites (JUS) in the Plan Area, which will provide for two Kindergarten to Grade Nine schools in the area. Neighbourhood A in the north includes a Calgary Board of Education site while Neighbourhood B to the south includes a Calgary Separate School District site.

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An optimized recreation facility and library are proposed within The Plan to support an active and vibrant community through the provision of indoor and outdoor spaces that facilitate participation in art, fitness, leisure, and sport activities that respond to the needs and interests of Calgarians within the service region. The recreation facility and library will be adaptable, sustainable, and responsive to community needs and will support active and healthy lifestyles. It will also be accessible by car, transit, cyclist, and pedestrian, and it will function as a community hub for Calgarians of all ages and is an integral part of the south Neighbourhood Activity Centre. The specific recreational amenities to be accommodated in the facility will be identified through needs and preference studies. The recreation facility may also include supportive office or retail uses, community services, arts and cultural uses or any other uses deemed compatible and appropriate.

A Community Association site is identified in Neighbourhood B. The proposed site is located in close proximity to the proposed regional recreation facility/library and is an integral part of the south Neighbourhood Activity Centre. To facilitate community-building in Neighbourhood A, the policy contains a provision for accommodation of a community garden on Municipal Reserve lands in the northern neighbourhood, pending Parks' approval.

The Plan includes Environmental Open Space Study Area lands including the escarpment, riparian areas adjacent to the Bow River, native grasslands, large tree stands, and Coach Creek and its associated riparian area, all of which are environmentally significant. Green corridors are proposed to bring users into proximity of these unique natural features.

The heart of the regional pathway network in the neighbourhoods is a component of the River Pathway System and regional pathways that will run within the green corridor adjacent to Valley Ridge and along the escarpment near the Bow River. These pathways will provide a recreational amenity for local residents and Calgarians at large. Additional regional pathways are proposed to connect to adjacent communities to the east and Rocky View County trail network to the west, and to provide connections within the Plan Area.

Utilities and Servicing

The Plan will require the installation of a capital-sized water feedermain, sanitary trunk, and stormwater infrastructure. The capital infrastructure required to service the full build-out of the Plan Area was not allocated in the current One Calgary 2019-2022 Service Plans and Budgets.

The Plan has two water pressure zones: Big Hill West and Crestmont. The conceptual locations of the future water feedermain, pressure-reducing valve and pump station improvements are identified in Map 8: Water Servicing, in The Plan, with ultimate servicing to be confirmed by The City of Calgary's Water Resources business unit prior to land use redesignation and outline plan approval.

The delineation of sanitary catchments and general alignments of the sanitary collection network required to service the Plan Area are identified in Map 7: Sanitary Servicing. These

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alignments are conceptual and will be further defined at the land use redesignation and outline plan stage.

Stormwater management of The Plan will be achieved through the construction of future stormwater ponds and trunks, which will ultimately discharge to the Bow River, as identified in Map 8: Stormwater Management.

Costs associated with developer-sized water distribution, sanitary collection, and stormwater conveyance/treatment networks, will be borne by the developer. Additional policy regarding utility infrastructure can be found in the Guidebook.

Growth Management

Administration has identified that utility and transportation capital infrastructure is required to service the Plan Area. This capital infrastructure is not included in the One Calgary 2019-2022 Service Plans and Budgets and is also not included in the current Off-site Levy Bylaw. A full financial analysis will be completed for The Plan at the time of business case submission to understand the financial impact of development to The City. At this time, the financial impact to The City is unknown.

As part of the New Community Growth Strategy 2018 – Further Review and Analysis Directed through PFC2018-0678 (C2018-0900), Council also directed Administration to bring forward the next recommendations for new community growth decisions no later than 2020 March in coordination with the One Calgary 2019-2022 Service Plans and Budgets mid-cycle budget adjustment process. This process allows for evaluation using the key factors of MDP/CTP Alignment, Market Demand, and Fiscal Impact. As was done in 2018, this will provide Council the ability to make comprehensive growth decisions (including on budget implications and Growth Management Overlay removals) during the mid-cycle budget review, considering The Plan alongside other growth candidates citywide. For these reasons, Administration has included a Growth Management Overlay covering all of the developable lands in The Plan.

Calgary Planning Commission Review

A closed session of Calgary Planning Commission (CPC) was held on 2019 May 16. Administration provided CPC members with a draft copy of The Plan with a supporting cover letter, which identified key issues (including residential unit split, single loaded roads, multi-residential urban design principles, emergency access and egress, bus stop proximity and various utilities and servicing policies) for discussion and input. CPC members provided valuable technical input and industry expertise early in the policy formation stage, which allowed Administration to make further improvements to the proposed Plan prior to Committee and Council. This approach will also aid CPC members in their future review and recommendations/approvals of subsequent land use redesignation, outline plan and development permit applications in the Plan Area. A summary of the comments and suggestions from CPC members along with Administration's follow-up to each item is included in Attachment 2 of this report.

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Stakeholder Engagement, Research and Communication

City-Led Outreach

In keeping with Administration's standard practices, key stakeholders were circulated information about the policy project when the process started. A project page for The Plan, located on The City's Engage Portal, was available throughout the planning process.

The engagement program was developed at the Listen & Learn level and included a phased approach to collect input at the key milestones throughout the policy's creation. Phase one included gathering feedback to inform the plan vision and draft land use concept options. Phase two engagement was focused on evaluating two proposed land use concepts, and phase three focused on sharing the final proposal, changes made and the engagement summary.

Landowners, along with internal and external stakeholders were collaboratively engaged through regular on-going meetings, an open house and online engagement throughout the project.

Phase One:

- 2018 January, Visioning Workshop
 - Attendees included landowners and key internal and external stakeholders (including Alberta Transportation, Rocky View County, Valley Ridge Community Association, Crestmont Community Association, etc.)
- 2018 February, Public Open House
 - 176 attendees from surrounding communities including Rocky View County
- 2018 February, Online Survey
 - 78 participants

Phase Two:

- 2018 May, Public Open House
 - 149 attendees from surrounding communities including Rocky View County
- 2018 May, Online Survey
 - 32 participants

Phase Three:

A final information session was held 2019 June 18 to share The Plan and a summary of outreach on the project. 135 people attended the session.

What we heard/what we did

Citizens provided a diversity of comments to The City and the main themes identified included:

- Citizens value pedestrian and cycle connections in all directions
- Citizens value good vehicular access and connectivity but want impacts on other surrounding roads mitigated.
- Citizens would like to see as much natural area preserved as possible.
- Citizens value lower density development with suitable community amenities.

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Summary

A diversity of comments were received from citizens through The City's outreach efforts. Ultimately, a range of changes to the proposal were made to reflect areas of alignment and a balance of City, landowner and local citizen interests. Letters of support for the proposed Plan from the primary landowners in the Plan Area were received by Administration and are included in Attachment 3 and Attachment 4 of this report.

The detailed What We Heard Reports including verbatim comments, for each phase, can be found at Calgary.ca/WestViewASP.

Strategic Alignment

The Plan is to be read in conjunction with the Guidebook, the *Calgary Transportation Plan*, the *South Saskatchewan Regional Plan* and other City of Calgary policy and guiding documents. Land within The Plan will be aligned with the Comprehensive Citywide Growth Strategy, which considers the municipal budgeting process for new community growth.

South Saskatchewan Regional Plan (Statutory, 2014)

The Plan is located within the 'City, Town' area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. While the SSRP makes no specific reference to these sites, the proposal is consistent with policies on Land Use Patterns.

Municipal Development Plan (Statutory, 2009)

The Plan is identified as a Future Greenfield on Map 1: Urban Structure in the MDP. The MDP provides guidance for the development of new communities through the policies found in the Guidebook. The MDP's overall Community typology sets a minimum density target of 20 units per developable hectare and an intensity target of 60 people/jobs per gross developable hectare. Communities should have distinct neighbourhoods that are developed to provide opportunities for people to live, work, and recreate focusing on the following MDP objectives (section 3.6.2):

- providing a diversity of housing types;
- including Neighbourhood Activity Centres;
- locating multi-residential developments near transit and open spaces;
- implementing a grid-based subdivision design pattern;
- providing multi modal connectivity for pedestrians, cyclists and transit riders; and
- protecting and integrating significant ecological elements into the plan.

West Regional Context Study (Non-Statutory, 2004)

The *West Regional Context Study (WRCS)* directs lands within its plan area to be planned and developed through the creation of area structure plans that refine The City's broader policy objectives to ensure the development of comprehensively planned residential communities. The WRCS also recognizes the Bow River valley as a unique natural amenity with regional

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significance and directs that both the escarpment and river areas should be conserved while integrating it appropriately with the urban context.

Interim Growth Plan (2018)

The Calgary Metropolitan Region Board (the Board) is a Provincially legislated entity comprised of elected officials representing The City of Calgary and nine surrounding municipalities. The Board has prepared the Interim Growth Plan and the Interim Regional Evaluation Framework; these documents were approved by Ministerial Order on 2018 December 13 and enable the Board to approve or refuse new statutory plans or plan amendments. The Interim Growth Plan provides planning direction and guidance on certain areas of regional significance related to population and employment growth, land use, infrastructure and services. The recommendation aligns with the policy direction of the Interim Growth Plan. The Plan builds on the principles of the Interim Growth Plan by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

The Interim Regional Evaluation Framework provides member municipalities with criteria to determine when new municipal statutory plans and amendments to existing statutory plans shall be submitted to the Board for approval. As a new statutory policy plan, The Plan must be circulated to the Board for approval following first reading from Council. The anticipated timeline for review and decision by the Board is approximately two months which has been reflected in the project schedule and communicated to the landowner group. After a decision by the Board, The Plan will return to Council for second and third readings.

Social, Environmental, Economic (External)

Social

The Plan aims to create a diverse, inclusive, and comprehensively designed community with opportunities for all people to live, work and recreate.

Economic

The Plan provides long term policy direction that is aligned with The City's New Community Growth Strategy, which seeks to enable strategic growth in new community areas by aligning planning policy, market demand, infrastructure and servicing needs, and City capital and operating budgets.

Environmental

There are no significant environmental issues in The Plan that would prevent development. Section 10.1 Appendix A: Biophysical Background Information in The Plan describes the general biophysical features in the Plan Area.

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Financial Capacity

Current and Future Operating Budget:

There are no impacts to the current and future operating budget as a result of this report. There will be impacts to future operating budgets as development progresses. These impacts will be brought forward to Council as part of the comprehensive growth strategy and budget process.

Current and Future Capital Budget:

There are no impacts to the current and future operating budget as a result of this report. Future utility and transportation capital investment will be required to facilitate the buildout of The Plan. The future capital budget impact will be brought forward to Council as part of the comprehensive growth strategy and budget process.

Risk Assessment

There are no known risks associated with the adoption of The Plan as recommended.

If the Growth Management Overlay is removed from The Plan at this time, it would not allow Council to consider this growth decision comprehensively alongside other growth candidates city-wide. The impact to the current and future operating and capital budgets is also unknown at this time.

Subsequent stages of the approvals process will address mitigation of any risks that may arise.

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REASON(S) FOR RECOMMENDATION

The West View Area Structure Plan aligns with the Municipal Development Plan and Calgary Transportation Plan. The West View Area Structure Plan responds to direction from Council to create a new policy document to facilitate creation of new planned neighbourhoods. The West View Area Structure Plan will provide statutory policy guidance in the new development of two complete neighbourhoods in southwest Calgary, focussing on efficient land uses, multi-modal connectivity, provision of public facilities and services, and open space network that integrate natural area protection and conservation.

ATTACHMENT(S)

1. **Proposed Bylaw 62P2019**, Proposed West View Area Structure Plan
2. Calgary Planning Commission Review – Administration Follow-up
3. Letter of Support – Melcor Developments Ltd.
4. Letter of Support – Qualico Communities
5. **Public Submissions**