

Policy Amendment and Land Use Amendment in Residual Sub-Area 13D (Ward 13) at 15113 – 37 Street SW, LOC2017-0308

EXECUTIVE SUMMARY

This land use amendment application was submitted by Stantec Consulting on behalf of Dream Asset Management Corporation on 18 October 2017. The land use redesignation consists of 54.16 hectares± (133.83 acres±) of undeveloped greenfield land in the southwest community of Residual Sub Area 13D. The proposed land use amendment area is located within the *Providence Area Structure Plan*.

The subject lands are currently designated Special Purpose – Future Urban Development (SFUD) District. The proposed redesignation is to allow for a residential development of 1261 units and includes the following:

- A minimum 493 dwelling units within medium and high density, low rise multi-residential developments comprising of townhouses and 4 to 6 storey apartment buildings (M-2 and M-H1);
- A minimum 165 dwelling units within low density residential development comprising of rowhouses on smaller than typical compact lots (DC/R-Gm);
- A minimum 197 dwelling units within low density residential development comprising of single and semi-detached dwellings on comprehensively planned green court blocks that have publicly accessible private open spaces throughout the block (DC/R-G);
- A minimum 406 dwelling units within low density residential development comprising of single and semi-detached dwellings (R-G);
- Approximately 5.64 hectares (13.93 acres) of Municipal Reserve (MR) and Municipal School Reserve (MSR) in the form of neighbourhood parks and a future elementary school site (S-SPR); and
- Approximately 4.30 hectares (10.63 acres) for a stormpond and supporting public infrastructure (S-CRI).

This application has been applied for with the support of a related outline plan application on today's agenda (CPC2018-1360) to provide the future subdivision layout for the subject site. Conditions have been incorporated in the outline plan to effectively address the site's development given the unique conditions and site constraints. The proposed land use amendment is in alignment with the policies of the *Municipal Development Plan* and the *Providence Area Structure Plan (ASP)* by implementing the efficient utilization of land and infrastructure through the outline plan. As part of this application, there are minor text amendments to the *Providence ASP* related to the subject site.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the Providence Area Structure Plan (Attachment 4); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 56.38 hectares \pm (139.32 acres) located at 15113 – 37 Street SW (Portions of NE1/4 Section 36-22-2-5 and SE1/4 Section 36-22-2-5) from Special Purpose – Future Urban Development (S-FUD) District **to** Multi-Residential – High Density Low Rise (M-H1) District, Multi-Residential – Medium Profile (M-2) District, Residential – Low Density Mixed Housing (R-G) District, Special Purpose – Community Service (S-CRI) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and DC Direct Control District to accommodate low density mixed use housing, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018 NOVEMBER 29:

That Council hold a Public Hearing; and

1. Adopt, by Bylaw, the proposed amendments to the Providence Area Structure Plan (Attachment 4);
2. Give three readings to **Proposed Bylaw 8P2019**.
3. Adopt, by Bylaw, the proposed redesignation of 56.38 hectares \pm (139.32 acres) located at 15113 – 37 Street SW (Portions of NE1/4 Section 36-22-2-5 and SE1/4 Section 36-22-2-5) from Special Purpose – Future Urban Development (S-FUD) District to Multi-Residential – High Density Low Rise (M-H1) District, Multi-Residential – Medium Profile (M-2) District, Residential – Low Density Mixed Housing (R-G) District, Special Purpose – Community Service (S-CRI) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and DC Direct Control District to accommodate low density mixed use housing, with guidelines (Attachment 2); and
4. Give three readings to **Proposed Bylaw 31D2019**.

Excerpt from the Minutes of the 2018 November 29 Regular Meeting of the Calgary Planning Commission:

“The following documents were distributed with respect to Report CPC2018-1359:

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- A revised page 3 of 10 of Report CPC2018-1359; and
- A revised Attachment 2.”

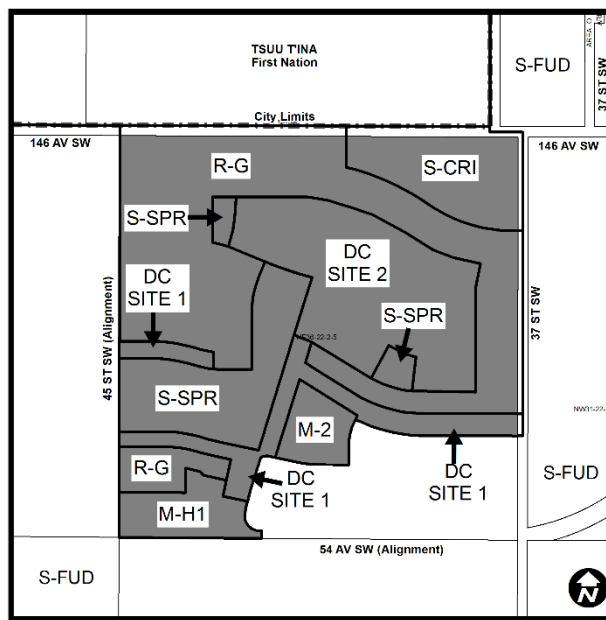
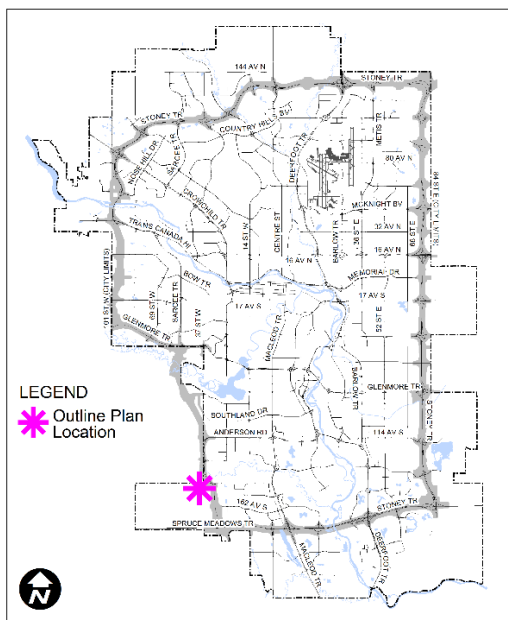
PREVIOUS COUNCIL DIRECTION / POLICY

None.

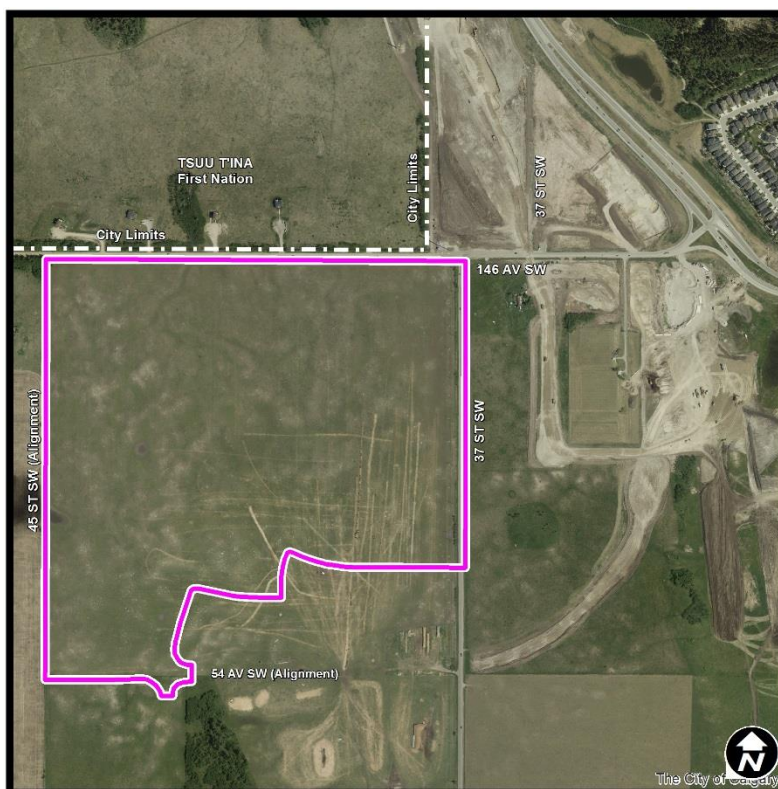
BACKGROUND

In 2015, Council adopted the *Providence Area Structure Plan (ASP)*, in which a Growth Management Overlay (Overlay) was put in place on the subject site to indicate that the capital infrastructure required for development was neither in place nor approved in the capital budget for future years. On 2018 July 30, Council approved the removal of the Overlay for a portion of the *Providence ASP* area, which included the subject site. This is the first proposal for a planned neighbourhood within the *Providence ASP* area.

Location Maps



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Site Context

The subject site is located in the southwest quadrant of the city in Residual Sub-Area 13D. The land is bounded by 37 Street SW to the east and 146 Avenue SW to the north. Within close proximity are Tsuut'ina First Nation to the north across 146 Avenue SW and the Southwest Ring Road (under construction) which is approximately 200 metres to the east. The nearest existing community is Evergreen which is located to the east on the other side of the Southwest Ring Road.

The subject site is currently undeveloped and are used for agricultural purposes. There is a significant change in topography of approximately 30 metres from the highest point in the southwest corner of the subject site where it then slopes downhill to the northeast corner.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment with Direct Control Guidelines (Attachment 2), outline plan application (Attachment 3) and minor Area Structure Plan textual amendment (Attachment 4) will facilitate the development of a residential neighbourhood with a strong mix of housing types, as well as parks and school uses that will contribute to the growth of this future new community as envisioned by the policies of the *Municipal Development Plan* (MDP) and the *Providence ASP*.

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Planning Considerations

As part of the review of this application, several key factors were considered by Administration including implementing the direction of the *Providence Area Structure Plan*, providing a condition framework that ensures key infrastructure is built and including the basic design elements that contribute to a complete neighbourhood.

Subdivision Design

The related outline plan informs a future proposed subdivision that is approximately 56.38 hectares (139.32 acres) in size. The application consists of predominantly residential development that is intended to tie into a future Neighbourhood Activity Centre (NAC) and Community Retail Centre (CRC). The NAC and CRC would be provided as part of a subsequent outline plan for Dream's future and subsequent phases of development immediately adjacent to the south of the subject site. In addition, the NAC and CRC will be within a five minute walk (400 metres) of the vast majority of the subject outline plan area.

A wide mix of dwelling unit types are proposed in the plan area including single and semi-detached homes, rowhouses, townhouses and apartments. Anticipated lot widths and sizes for the low density residential uses vary from 5.0 metres wide and 90 square metres lot area for rowhouse buildings in the Direct Control Residential – Low Density Mixed Housing (DC/R-Gm – Site 1) District to an average of 16 metres wide and 450 square metre lot area for single detached dwellings in the R-G residential area within the 200 metre Tsuut'ina Interface Area.

A unique and innovative product proposed by the applicant includes five green court blocks. The green court blocks (DC/R-G – Site 2) will consist of single and semi-detached homes that either front onto the public street or onto a central inner green space area ("green court") that would be privately owned and maintained by a homeowners association but remain accessible to the public. The green spaces and their pathways will provide a critical role in connecting the neighbourhood together.

Two multi-residential parcels are proposed for the development. The first parcel is designated Multi-Residential – High Density Low Rise (M-H1) District and proposes 371 units in townhouse and apartment building form with heights between 3 and 6 storeys. The second parcel is designated Multi-Residential – Medium Profile (M-2) District and proposes 122 units in townhouse and apartment building form with heights between 3 and 4 storeys.

Open space is provided through parks serving varying functions. A central park is located along a primary north south green spine which is envisaged to run the entire length of the subject site from 146 Avenue SW in the north, to 162 Avenue SW at the south. 2.34 hectares (5.77 acres) of Municipal Reserve (MR) will be dedicated within the Outline Plan Area. 3.30 hectares (8.15 acres) is dedicated as MSR – Municipal and School Reserve to facilitate a Calgary Board of Education (CBE) Elementary School Site. The MR/MSR dedication provides the 10 percent MR requirement.

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Land Use

This land use amendment application proposes to redesignate the current site from Special Purpose – Future Urban Development (S-FUD) District and undesignated road right-of-way to the following:

- Residential – Low Density Mixed Housing (R-G) District;
- Direct Control / Low Density Mixed Housing (DC/R-Gm – Site 1) District;
- Direct Control / Low Density Mixed Housing (DC/R-G – Site 2) District;
- Multi-Residential – Medium Profile (M-2) District;
- Multi-Residential – High Density Low Rise (M-H1) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District; and
- Special Purpose – City and Regional Infrastructure (S-CRI) District.

Density

This land use amendment and associated outline plan provides for development that achieves both the *Municipal Development Plan* and the *Providence Area Structure Plan* minimum density and intensity targets (population and jobs). This will help to support the future transit and community amenities within the greater area.

The *Providence Area Structure Plan* requires that land within 200 metres of Tsuut'ina Nation be developed at a maximum density of 12 units per hectare (5 units per acre) and therefore this area is to be subtracted from the density and intensity calculations of the remainder of the plan area. The number of units proposed for the Tsuut'ina Nation Interface Area is 153 which equates to an anticipated residential density of 9.7 units per hectare (24.0 units per acre).

Overall, the application proposes to accommodate a residential unit range between 1261 and 1459 units. When the Tsuut'ina Nation Interface Area is subtracted from the calculations, the remainder of the plan area has a projection of 1109 units and 3059 total people and jobs. This equates to a minimum and anticipated residential density of 27.1 units per hectare (11.0 units per acre) and an intensity of 75.4 people and jobs per hectare. This anticipated density and intensity achieves the minimum residential density of 20 units per hectare (8 units per acre) and minimum intensity of 60 people and jobs per hectare required by the *Municipal Development Plan* and the *Providence ASP* for the neighbourhood.

Environmental

A Phase I Environmental Site Assessment (ESA) for the site was provided and was reviewed. No significant pre-development environmental risks were noted in the report.

There are a number of small Class I and Class II wetlands located on the subject lands, however none of them are Crown claimed and will be subject to Province of Alberta Water Act approval.

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Transportation Networks

The proposed development is generally bounded by 146 Avenue SW to the north, 37 Street SW to the east, 154 Avenue SW to the south, and 45 Street SW to the west. Primary access to the subject lands is provided from Stoney Trail SW via 154 Avenue SW and 37 Street SW. Additional access from the south is available from Highway 22X via 53 Street SW.

Administration worked with the applicant to develop a transportation network that supports multi-modal connectivity for local and regional trips. The combination of limited block sizes, comprehensive development permit review for the large DC green court blocks, and planned pathways and park space that are adaptive to the existing topographic features provide additional opportunities for pedestrians and cyclists to enjoy good connectivity within and around the plan area.

Staging of the proposed development through to completion is planned to provide connectivity to the regional transportation network, with primary access to Stoney Trail SW. Opportunities for connections to the south into future development areas, including an additional connection to Stoney Trail SW via 162 Avenue SW are provided with the proposed plan.

The plan also provides the opportunity to introduce transit service to the area. Public transit will be introduced in phases over time and is expected to include several bus routes running through the *Providence Area Structure Plan* lands, providing local and regional service through and around the plan area. Transit service will be phased to support future Bus Rapid Transit stations along 162 Avenue SW connecting to the Somerset-Bridlewood LRT station.

A regional pathway system that establishes both strong east-west and north-south connections both within and adjacent to the plan area is provided.

The regional pathway aligns with the intent of the *Area Structure Plan* by providing pedestrian and cycling connections around and outside the plan area.

Utilities and Servicing

A capital-funded dual zone pump station (the Lower Sarcee Reservoir/Starlight Pump Station) will be required and designed to accommodate the ultimate servicing for the *Providence ASP*. Once complete, water servicing of the lands within the subject site will be achieved through a tie-in to the pump station.

Sanitary servicing of the lands within the subject site will be achieved via an extension of the 162 Avenue SW sanitary trunk from the stub at 24 Street SW in the community of Evergreen. Once complete, the plan area will tie-into the extended portion of the 162 Avenue SW sanitary trunk. It is noted that permissions will be required for the 162 Avenue SW sanitary trunk extension to cross the Transportation Utility Corridor.

The plan identifies that water will be directed to a single engineered stormwater management facility/pond in the northeast corner of the plan area. Future storm trunks are planned along the

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west side of the Southwest Ring Road (Transportation Utility Corridor) with an outfall to Fish Creek west of the Ring Road. The pond will discharge to the outfall at Fish Creek via a storm line under 146 Avenue SW. It is noted that permissions will be required from Alberta Transportation to allow the storm main to cross the Transportation Utility Corridor and thereby extend to the outfall at Fish Creek.

A Staged Master Drainage Plan (SMDP) was submitted by the applicant and was reviewed and approved by Water Resources. A Master Drainage Plan for the *Providence ASP* area is still under review. However, Administration has evaluated the risks and has no concerns with allowing the SMDP and Outline Plan approval prior to approval of the Master Drainage Plan. The Staged Master Drainage Plan for the subject lands demonstrates that this development area is fairly isolated with respect to drainage and that there are no major drainage systems that have any measurable impact on adjacent lands to the north or west, including the Tsuut'ina Nation. For this reason Administration is proposing an amendment to the Providence ASP to exempt them from the requirement that the Master Drainage Plan be complete prior to land use and outline plan approval. Each subsequent land use and outline plan application will have to be evaluated on its own merits with respect to the requirement for the Master Drainage Plan completion, prior to the review and approval of a Staged Master Drainage Plan. Approval of this application has been assessed to be low risk.

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, including Tsuut'ina First Nation, and the application was advertised online. There is no Community Association for the subject area and no letters from adjacent landowners or the general public were received.

The applicant undertook extensive engagement with Tsuut'ina First Nation, including members of Tsuut'ina Administration, Elders and neighbouring residents. City Administration also participated in three meetings with Tsuut'ina that were led by the applicant. Overall, Tsuut'ina is generally supportive of the application. A summary of the engagement undertaken by the applicant with Tsuut'ina can be found in Attachment 5.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan (SSRP)*. The site is located within the "City, Town" area as identified on Schedule C: *South Saskatchewan Regional Plan Map* in the SSRP. While the SSRP makes no specific reference to this site, the supporting application is consistent with the SSRP policies including the Land Use Patterns strategies (subsection 8.14) within the Implementation Plan portion of the document through featuring innovative housing designs with a range of densities and housing types.

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Municipal Development Plan (Statutory, 2009)

The subject lands are identified as Planned Greenfield with Area Structure Plan (ASP) as per the MDP, Map 1 Urban Structure. The MDP provides overall guidance for development in new communities and the *Providence Area Structure Plan (ASP)* provides policy guidance for the planning and design of the neighbourhood. The proposed land use amendment application meets the MDP objectives by providing a diversity of housing types, efficient usage of land by locating higher density developments near transit stations, promoting grid-based street networks to improve connectivity within the neighborhood, incorporating multi-modal connectivity for all users, and protecting and integrating significant ecological sites into the plan.

Providence Area Structure Plan (Statutory, 2015)

The subject lands are identified within a portion of “Neighbourhood 2” of “Community A” in the *Providence Area Structure Plan*. The ASP identifies this site primarily as a ‘neighborhood area’, with arterial and collector road connections, regional pathways and a joint use site. The ASP also identifies a Neighbourhood Activity Centre (NAC), a Community Association site and a Community Retail Centre, however each of these are located just outside the proposed plan area and will be provided as part of the applicant’s second phase of development to the south. Considering the above, the proposed plan is in alignment with the ASP. A minor policy amendment is required under section 8.3 of the ASP to allow for the Outline Plan to be approved prior to Water Resources approval of the Master Drainage Plan (see Attachment 4) under section 8.3 of the ASP.

Social, Environmental, Economic (External)

The proposed outline plan enables development of a new neighbourhood that provides a future framework for a mix of housing types, various densities

Financial Capacity

Current and Future Operating Budget:

There is currently no impact to the current operating budget. As development proceeds, the provision of City services such as roads, transit, parks maintenance and waste and recycling would have an operating budget impact at such time as they are provided. The projected operating costs for this development during 2019-2022 have been included in the One Calgary service plans and budgets.

Current and Future Capital Budget:

There is no impact to the current capital budget as a result of this report. The capital investment required to construct and upgrade the required local infrastructure will be funded entirely by the developer. The proposed development will require City capital investment in utilities and has been included in the 2019-2022 budget cycle. This City infrastructure was added to the Off-site

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Levy Bylaw through report PFC2018-0973 and approved by Council on 2018 November 12. The utilities will be funded 100 per cent through off-site levies paid by developers. While the infrastructure is funded by developer levies, the initial monetary outlay for this infrastructure is paid for by The City and debt financed, with developers repaying this infrastructure outlay through levies as development progresses.

Risk Assessment

This project lies on the periphery of The City of Calgary in an area which is currently unserved and has a transportation network that is still developing. The associated outline plan conditions of approval (CPC2018-1360) adequately deal with the infrastructure costs associated with development of a new neighborhood in this area.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment has been developed in accordance with the objectives of the *Municipal Development Plan*, and more specifically is in accordance with the policies specified in the *Providence Area Structure Plan*. The proposed land uses and their distribution facilitate the development of a strong mix of housing options, creating conditions to enable citizens from a wide economic spectrum to live within the neighbourhood. These land uses will be implemented through the supporting outline plan application that provides the subdivision layout and conditions to realize the site's development.

ATTACHMENT(S)

1. Applicant's Submission
2. **Proposed Bylaw 8P2019**
3. Proposed Outline Plan
4. **Proposed Bylaw 31D2019**
5. Summary of Applicant's Indigenous Engagement
6. **Public Submission**