

Planning & Development Report to
Calgary Planning Commission
2019 September 19

ISC: UNRESTRICTED
CPC2019-0763

Outline Plan in Residual Sub-Area 3D (Ward 3) at 13910 and 14110 6 - Street NE, LOC2016-0311 (OP)

EXECUTIVE SUMMARY

This outline plan application has been submitted by B&A Planning Group on behalf of the landowner Genstar Titleco Limited. This application proposes the outline for the future subdivision of approximately 42.69 hectares (105.48 acres) of land in the northeast community of Residual Sub-Area 3D. This proposal provides for:

- approximately 17.8 hectares of low-density residential consisting of single detached, semi-detached and rowhouse development with 527 anticipated units (R-G and R-Gm);
- approximately 2.59 hectares medium-density residential to accommodate apartment buildings with 325 anticipated units (M-1 and M-2);
- A commercial site of approximately 1.19 hectares to provide commercial development to serve the needs of the local community (C-C1);
- approximately 4.80 hectares of public park space, of which approximately 3.92 hectares are for an elementary school and associated playfields (S-SPR);
- approximately 0.33 hectares are provided as non-credit open space, consisting of an abandoned well site and a road closure area (S-SPR non-credit);
- an anticipated total of 952 dwelling units, achieving a density of 22.3 units per net developable hectare;
- a stormpond and associated infrastructure consisting of 3.25 hectares (S-CRI);
- a road closure for approximately 0.32 hectares;
- a road network to service the proposed development comprising approximately 13.06 hectares; and
- a neighbourhood activity centre (NAC) comprising 2.5 hectares, consisting of a central park area (S-SPR), multi-residential development (M-1), low density residential development (R-Gm and R-G) and a commercial area (C-C1), achieving a density of 109 people and jobs per hectare.
- a road and block structure that respond to adjacent approved outline plans in the area.

An outline plan is a form of detailed infrastructure plan for a specified area. This application is being considered under the policies of the *Keystone Hills Area Structure Plan* and the *Municipal Development Plan*. An associated land use amendment and road closure application (CPC2019-0762) has been submitted along with this outline plan.

The proposed outline plan serves to implement the objectives of applicable planning legislation which supports the efficient utilization and land and infrastructure by providing an outline for the future subdivision of new mixed-use and multi-residential districts recommended in the associated land use application.

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ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan located at 13910 and 14110 - 6 Street NE (NW1/4 Section 35-25-1-5; Plan 1911200, Area 'A') to subdivide 42.69 hectares \pm (105.48 acres \pm) with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by B&A Planning Group on 2016 November 23 on behalf of the landowner Genstar Titleco Limited. This outline plan is accompanied by a land use amendment and road closure (CPC2019-0762) that will allow for a range of new housing types, commercial development and park space to meet the needs of various household sizes, lifestyles and income levels in the Keystone Hills area.

The *Keystone Hills Area Structure Plan* (ASP) was approved on 2012 July 16. In order to facilitate the co-ordination of growth and servicing within the plan area to ensure that development proceeds in an efficient and economical manner, the *Keystone ASP* included a Growth Management Overlay (GMO). Due to unfunded infrastructure, this application could not advance until the GMO was removed from the subject lands. On 2018 December 10, Council amended the *Keystone Hills ASP* (Bylaw 93P2018) and lifted the GMO for lands in east Keystone (including the subject lands), which allowed Administration to proceed with this application.

A community name and street name application (SN2016-0011) with the proposed community and street name of Lewisburg accompanies this application.

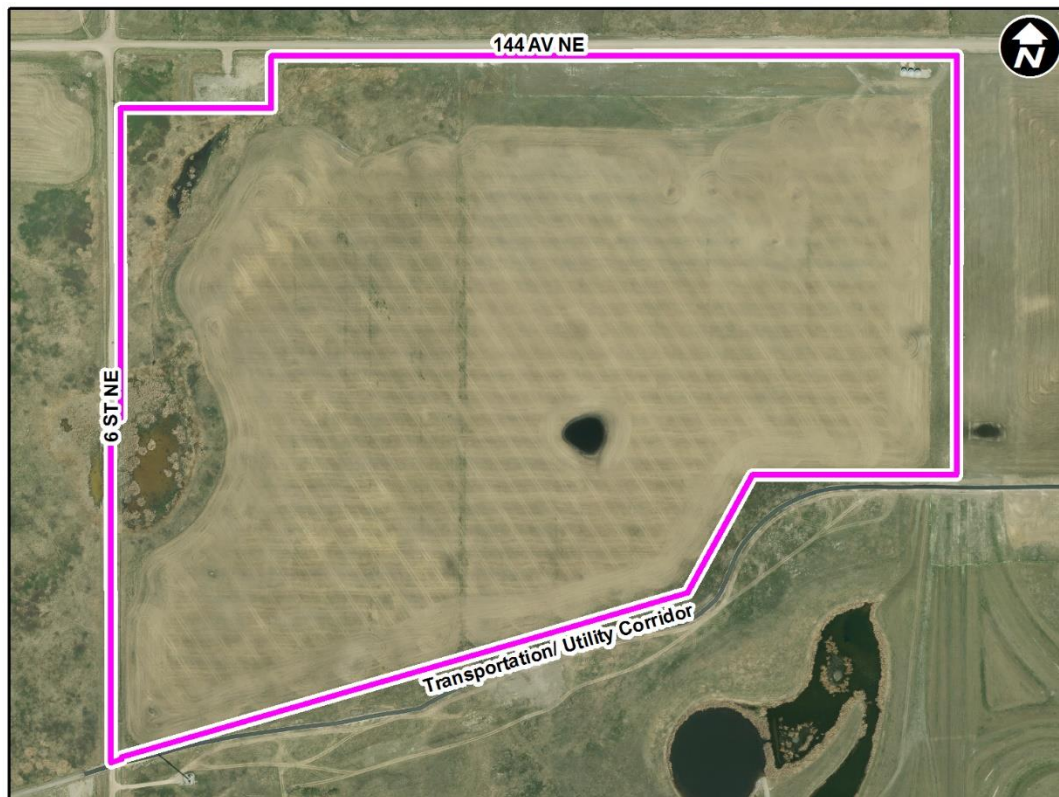
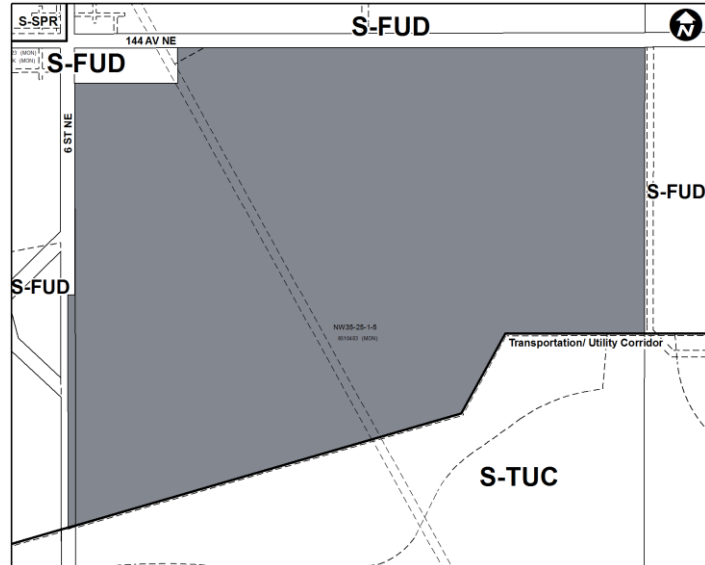
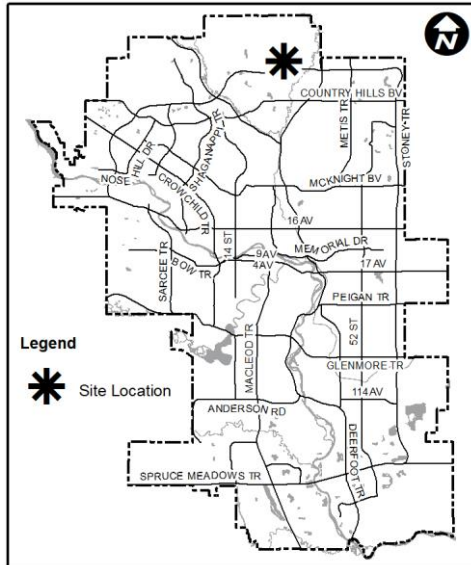
An outline plan (LOC2104-0107) for lands to the east were presented to and approved by Calgary Planning Commission on 2019 June 06. The associated land use application was approved at the 2019 July 22 Public Hearing of Council. No land use or outline plan applications have been submitted for lands directly to the north or west of the subject site. Another land use amendment and outline plan application (LOC2016-0234) directly adjacent to the subject lands, east of 11 Street NE, has been submitted and is under review

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Location Maps



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Site Context

The subject site is located in the developing community of Residual Sub-Area 3D, with the anticipated community name of Lewisburg (concurrent application SN2016-0011), south of 144 Avenue NE, east of 6 Street NE, west of 11 Street NE and north of Stoney Trail. Surrounding development generally consists of cultivated agricultural land to the west, north and east and the Transportation Utility Corridor of Stoney Trail to the south. The developing community of Livingston is located to the northeast of the subject site.

The site area, approximately 42.69 hectares (105.48 acres), is currently cultivated and contains several small silos near the northeastern property line. The site has a general slope from the southwest to the northeast, with the lowest portions of the site in the northeast, close to 144 Avenue NE. The land is slightly undulating. The northwest portion of the site has steeper slopes due to backsloping from the intersection of 144 Avenue NE and 6 Street NE.

Three wetlands are located on the site (one Class III and two Class IV). The Class III wetland is located in the northeast portion of the site at approximately where the future proposed stormpond is located. The Class III wetland is located in the northeast portion of the site at approximately where the future proposed stormpond is located. The two Class IV wetlands are located on the western portion of the site, close to 6 Street NE. An abandoned well is located in the eastern portion of the site. Setbacks for the well have been determined by the well operator and incorporated into the plan.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This outline plan and corresponding road closure land use application will facilitate the development of a range of multi-residential, commercial, low-density residential development and a school site along with associated parks, storm water facilities and roads.

Planning Considerations

Given the nature of this application several key factors were considered and are outlined in the following technical analysis.

Subdivision Design

The proposed outline plan contemplates a new community to the north of Stoney Trail and to the east of the developing community of Livingston.

The associated outline plan contemplates a subdivision pattern based on a modified grid street network. Acting as a central spine for the community, 140 Avenue NE, is provided with rear lanes on both the north and south sides to improve interface conditions. Residential streets branch off this main thoroughfare. Pedestrian and bicycle pathways are designed to reduce travel distances, with multiple linkages provided within the community, as well as to regional pathway networks. Park spaces are primarily provided through a central school site, with neighbourhood parks spread throughout the community.

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A neighbourhood activity centre (NAC) is located along 140 Avenue NE on the east portion of the plan area. The NAC consists of a centralized open space along with adjacent multi-residential, commercial and low-density residential development. The NAC is 2.5 hectares (6.2 acres) in size and achieves the minimum intensity targets with a density of 109 people and jobs per hectare.

Street and Mobility Network

The road system is laid out in a modified grid network, providing convenient and direct access for pedestrians, cyclists and vehicles throughout the community. One hundred and fourth Avenue NE forms the main spine of the community with commercial, educational and multi-residential uses located along the corridor. Rear lanes provide vehicular access for residential buildings along 140 Avenue NE, creating an improved interface along this corridor. Local transit service is located along 140 Avenue NE as well as a regional pathway connection. Ninth Street, 6 Street and 11 Street NE act as north/south connections to 144 Avenue NE, a major transit corridor.

Pathway connections are provided at regular intervals along the southern and western boundaries of the outline plan to provide access from the community to the Rotary/Mattamy Greenway. These access points are aligned with north/south streets and pedestrian connections that provide a direct and legible pedestrian and cycling route from the Greenway into the community and beyond.

Open Space

Open space is provided in the outline plan area with a Municipal Reserve (MR) dedication of approximately 4.47 hectares (11.05 acres) or 10.46 percent of the net developable area. The 0.46 percent over dedication is a result of approximately 0.23 hectares (0.57 acres) of MR being transferred from Genstar Community A (located to the immediate west of Centre Street south of 144 Avenue). As per the *Keystone Hills ASP*, Section 7.6.4.2 – Transfer of Municipal Reserve, a transfer of creditable reserve between communities where land is owned by the same landowner will be permitted, if agreed by the landowner, in accordance with the MGA and subject to approval by JUCC. This transfer was agreed to and approved by JUCC based on the collective recognition that additional MR for neighbourhood parks was needed within the community as the Calgary Board of Education (CBE) elementary school at approximately 3.92 hectares (9.69 acres) in size accounts for 92 percent of the required 10 percent MR dedication.

An additional 0.33 hectares (0.82 acres) of non-credit Municipal Reserve was provided for lands encumbered by existing abandon wells and road closure areas that can be rehabilitated and contribute to the open space.

The CBE elementary school site is centrally located on the northwest of the intersection of 140 Avenue NE and 9 Street NE, with convenient access to pedestrian and cycling facilities, bus and parent loading areas. The playfield programming provides major-minor soccer fields and a baseball field. Overall, the parcel size, layout, and conceptual programming is in compliance with the ASP and Site Planning Team (SPT) design guidelines and received approval from SPT.

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Three neighbourhood parks are located within the plan area to provide amenity for local residents. The first park (0.20 hectares (0.50 acres)) is located within the southern portion of the plan providing recreational open space, playgrounds, and seating areas for residents of the area and is designed with park fronting lots that help to activate the space and provide passive surveillance. The second park (0.15 hectares (0.36 acres)) is located at the terminating vista to the south of the intersection of 140 Avenue NE and 6 Street NE provides recreational opportunities for local residents, facilitates pedestrian connection between 140 Avenue NE and Lewisburg Circle NE (via a paved lane with a pedestrian connection) and regional pathway system, includes a central plaza with seating options, and activates an area adjacent to a transit stop with open space and feature planting. The third park (0.21 hectares (0.53 acres)) is located in the eastern portion of the site, east of the M-1 parcel, south of the storm pond and along 140 Avenue NE. The park surrounds an abandoned well site that comprises 0.01 hectares (0.03 acres) of non-credit open space. The well owner has specified a 5 metre clearance and perpendicular access, which can be manicured grass and poses a minimal encumbrance to the park design. This park provides recreational opportunities for nearby residents, primarily located in the M-1 and M-2 sites, as well as patrons of the nearby C-C1 commercial area. The park integrates with the local pathway system encircling the proposed storm pond and multi-use pathway system along 140 Avenue NE, as well as providing family-oriented programming. Finally, a linear park space (0.32 hectares (0.79 acres ±), non-credit) is located along the western boundary of the site, south of 140 Avenue NE, that provides a linear connection from the regional pathway located on 140 Avenue NE and the Rotary/Mattamy Greenway planned adjacent to Stoney Trail NE.

Road Closure

A portion of the 6 Street NE right-of-way is proposed to be closed along with this application (CPC2019-0762). The lands are proposed as non-credit Municipal Reserve with a land use designation of Special Purpose – School, Park and Community Reserve (S-SPR) District to facilitate a linear park. This park will connect 140 Avenue NE to the Rotary/Mattamy Greenway located within the Stoney Trail right-of-way. The road closure conditions are part of the corresponding Land Use report.

Land Use

Concurrent with the outline plan is a land use amendment application (Attachment 4) that proposes to redesignate the subject lands from Special Purpose – Future Urban Development (S-FUD) District to a mix of residential and commercial land uses that include Residential – Low Density Mixed Housing (R-G and R-Gm) District, Multi-Residential – Low Profile (M-1) District, Multi-Residential – Medium Profile (M-2) District, Commercial – Community 1 (C-C1) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and Special Purpose – City and Regional Infrastructure (S-CRI) District.

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Density

The *Keystone Hills Area Structure Plan* provides direction for density targets for new communities. Section 6.5.1(1)(a) stipulates that neighbourhoods are required to meet a minimum average density of 20 units per hectare. The proposed outline plan achieves an anticipated density of 22.3 units per hectare (Attach 5). The maximum density of the plan would achieve 30.1 units per hectare.

Environmental

The Biophysical Assessments (BA) conducted previously as part of the *North Regional Context Study* and the *Keystone Hills ASP* identified environmental open space study areas within the subject site. To comply with the ASP, a Biophysical Inventory Assessment (BIA) was submitted and approved as part of this application. The conclusions of the approved BIA identified three wetlands on the site (one Class III and two Class IV). The Class III wetland is located in the northeast portion of the site where the proposed stormpond is located. The two Class IV wetlands are located on the western portion of the site, close to 6 Street NE.

Ultimately, the grading of the site directs water away from the existing wetlands, with the natural low point of the site being in the northeast portion of the plan where the proposed stormpond is located. These grading challenges highlighted that the sustainability and health of these wetlands would be compromised in a post-development scenario without providing an extensive catchment area. Additionally, the existing condition of these wetlands were examined which identified disturbance from past agricultural operations and the construction of access roads which have contributed to deteriorated conditions. For some of the factors mentioned above and through focused discussions with the applicant group, none of the wetlands identified within the plan area have been retained as Environmental Reserve (ER).

A Phase I Environmental Site Assessment was completed for the subject site. It identified areas of environmental concern including an abandoned well and several groundwater monitoring wells adjacent to the former Beddington Traps petroleum facility. The report concluded that the areas were not of significant environmental concern and a Phase II Environmental Site Assessment was not required. Setbacks for the abandoned gas well were determined by the well operator and considered in site design.

Transportation

Street and Mobility Network

The subject site is bounded by 144 Avenue NE to the north, 6 Street NE to the west, Stoney Trail NE to the south, and 11 Street NE to the east. The internal road system is laid out in a modified grid network, providing convenient and direct access for pedestrians, cyclists and vehicles throughout the community. The main spine through the community is 140 Avenue NE, which spans the length of the community. The commercial, educational and multi-residential uses are located along this corridor. Additional community entrances are available from 144 Avenue NE via 9 Street, 6 Street and 11 Street NE.

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The regional pathway network connects through the community along the 140 Avenue NE spine. Local walkway and pathway connections are provided at regular intervals along the southern and western boundaries of the outline plan to provide access from the community to the Rotary/Mattamy Greenway. The Greenway access points are aligned with the internal north/south streets and pedestrian connections that provide a direct and legible pedestrian and cycling route from the Greenway into the community and beyond.

The plan area is well-connected to the regional transportation network and is in close proximity to both Stoney Trail NE and Deerfoot Trail NE / QEII Highway. Direct access to Stoney Trail NE is available via 11 Street NE, which forms the east boundary of the subject lands. In support of the New Community Growth Strategy, The City of Calgary is advancing the 11 Street NE full interchange with Stoney Trail in support of the *Keystone Hills Area Structure Plan* lands captured within One Calgary. The interchange is anticipated to be constructed and opened by end of 2022. In conjunction with the advancement of the full interchange, construction of 11 Street NE by the area developers is required to tie into the interchange, thereby realizing the value of infrastructure investment made by the City in support of the *Keystone Hills Area Structure Plan* development.

Transit

This area is currently not served by any transit routes. Public transit is anticipated to be introduced in phases over time and is expected to include several bus routes running through the *Keystone Hills Area Structure Plan* lands, providing local and regional service through and around the plan area, and later phased to support the future Green Line extension and cross-town bus services. Transit service introduction to new communities is balanced with service increases in existing communities as ridership grows, including potential introduction of evening and weekend service. Construction of 144 Avenue NE along the north boundary of and to the east/west of the plan area by the Developer and by the neighbouring developers will enable the introduction and eventual enhancement of transit service as the community builds out.

The arterial road network (144 Avenue NE), as well as the parallel collector network within the *Keystone Hills Area Structure Plan* area (approximate 140 Avenue NE alignment) will provide connections for east *Keystone Hills* to the future Green Line station south of 144 Avenue NE and Centre Street. The arterial road network (144 Avenue NE), as well as the parallel collector network within the *Keystone Hills Area Structure Plan* area (approximate 140 Avenue NE alignment) will provide connections for east *Keystone Hills* to the future Green Line station south of 144 Avenue NE and Centre Street N.

Utilities and Servicing

Water servicing will be provided by extending the existing water network from the south side of Stoney Trail to the proposed development in two locations.

Sanitary servicing will be provided by connecting to the existing 1050 millimetre sanitary trunk within 11 Street NE along the east boundary of the plan area.

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Stormwater will be managed through a proposed stormwater facility within the plan area and will discharge into a proposed capital-sized storm trunk within 144 Avenue NE along the north boundary of the plan area. The trunk will discharge into a drainage channel to the east and ultimately to Nose Creek. The trunk is included in the 2019-2022 budget cycle.

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 landowners and the application was advertised online.

There is no Community Association for the subject area. One letter of support from an adjacent landowner was received.

No public meetings were conducted by the applicant or Administration in direct relation to this outline plan application.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The site 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 this site, the proposal is consistent with policies on Land Use Patterns.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment and outline 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.

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan* identifies the subject site as belonging to the Planned Greenfield with Area Structure Plan (ASP) land use typology. The *Municipal Development Plan* recognizes that Area Structure Plans are appropriate policies to provide specific direction for development of local communities in these areas. The *Keystone Hills Area Structure Plan* is the relevant Area Structure Plan for the subject site.

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Keystone Hills Area Structure Plan (Statutory – 2012)

The *Keystone Hills Area Structure Plan* (ASP) lays out the general policies regarding community development and design within the Area Structure Plan. Some relevant policies and how the proposed outline plan addresses those policies are as follows:

Neighbourhood Areas

6.5.1(1)(a) In order to ensure the ASP meets the Intensity requirements of the MDP, a minimum average residential density of 20 units per hectare (8 units per acre) is required in the Neighbourhood Area within each neighbourhood.

6.5.1(3)(a) In order to provide residents with a Pedestrian-Oriented environment, the transportation network in neighbourhood Areas:

- i. shall be designed with a block-based pattern, and
- ii. should provide multiple routing options for residents to access the Activity Centre or Corridor safely and conveniently using walkways, pathways and/or streets.

As noted above, the density achieved in the proposed outline plan area is 22.3 units per hectare. The road network is designed in a block-based patterns and pedestrian connections are provided throughout the plan area to connect to destinations within and outside the outline plan area.

Housing Diversity

7.1.1(1)(b) A minimum of 30 per cent of the housing units within each neighbourhood should be non-single-detached housing units in order to meet the needs of different income groups and lifestyles. Outline Plan/ Land Use Amendment applications will be monitored to ensure that each neighbourhood within the Plan Area achieves a minimum 30 per cent non-single-detached housing.

Approximately 44 percent of housing units in the outline plan area consist of multi-residential or rowhouse developments. An estimated additional 12 percent of units in the outline plan area consist of semi-detached housing.

Open Space

7.6.1(a) Integrate the open space into the wider Community through safe, pleasant and efficient pedestrian and bicycle routes.

7.6.1(g) Promote “eyes on the street” by using active building edges to frame and define neighbourhood parks, plazas and playgrounds where possible.

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7.6.1(h) Support linear parks and linkages where appropriate to promote connectivity and facilitate walking and cycling.

The outline plan area provides safe, pleasant and efficient pedestrian and bicycle routes to all open spaces areas, with the school site and two of the three neighbourhood parks located adjacent to multi-use pathways, regional pathways or wider sidewalks. Additionally, the neighbourhood park is located in a residential area with sufficient sidewalk connections provided to the park.

Neighbourhood Activity Centre

The *Keystone Hills Area Structure Plan* also identifies a neighbourhood activity centre (NAC) proposed within the plan area. The following policies, among others, apply to the NAC:

6.6.2(a) NACs should be comprised of a mix of land uses that reach a minimum intensity of 100 people and jobs per gross developable hectare.

6.6.2(b) A NAC should comprise an area of approximately 2 to 4 hectares (5 to 10 acres)

6.6.3(a) Each NAC should be comprehensively planned, Mixed-Use area consisting of a central amenity space, Medium-Density Multi-residential Development and a non-residential use.

The proposed NAC is located just to the east of the centre of the community, centred along 140 Avenue NE. The NAC comprises 2.5 hectares (6.18 acres) of land and achieves a density of approximately 109 people and jobs per hectare. The NAC contains a central amenity space in the form of a neighbourhood park, a commercial use and multi-residential development.

Social, Environmental, Economic (External)

The recommended outline plan and associated land use framework will provide for a diversity of housing choices to meet the needs of various household sizes, lifestyles and income levels in an existing established area. The plan provides for densities that are transit-supportive and that make efficient use of land and infrastructure. Adjacent commercial areas provide services for local residents.

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, and parks maintenance 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 2019-2022 Service Plans and Budgets.

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Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. The City transportation and utility capital infrastructure required to service this development is included in the One Calgary 2019-2022 Service Plans and Budgets. This additional infrastructure will be funded by The City and through off-site levies paid by developers. The capital investment required to construct and upgrade the required local infrastructure will be funded by the developer.

Risk Assessment

There are no significant risks associated with this proposal. A decommissioned gas well is located within the plan area, and setbacks determined by the operator were considered in site planning around the well site.

REASON(S) FOR RECOMMENDATION(S):

The proposed outline plan serves to implement the objectives of the *Municipal Development Plan* which supports the efficient utilization of land and infrastructure. The proposal is also in keeping with applicable policies of the *Keystone Hills Area Structure Plan*.

The proposal provides a well designed residential community with a mix of residential housing types served by commercial and open space amenities connected through a network of pathways and pedestrian infrastructure. The plan meets the minimum densities set out in the *Keystone Hills Area Structure Plan*.

The conditions of approval (Attachment 1) effectively implement the technical aspects of the plan area's future development.

ATTACHMENT(S)

1. Conditions of Approval
2. Proposed Outline Plan
3. Applicant's Submission
4. Proposed Land Use District Map
5. Subdivision Data Sheet