

Planning & Development Report to  
Calgary Planning Commission  
2019 September 05

ISC: UNRESTRICTED  
CPC2019-0530

**Land Use Amendment in Springbank Hill (Ward 6) at 2333 – 81 Street SW,  
LOC2018-0144**

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**EXECUTIVE SUMMARY**

This application was submitted by B&A Planning Group on 2018 June 18, on behalf of HBA Urban (Wildflower) GP Inc. The land use amendment proposes the redesignation of an approximate 1.92 hectare (4.77 acres) parcel in the southwest community of Springbank Hill from DC Direct Control District (Bylaw 12Z96) to Residential – Low Density Multiple Dwelling (R-2M) District. The existing land use district accommodates only rural residential development and predates the adoption of the *Springbank Hill Area Structure Plan (ASP)*. This application would:

- accommodate a comprehensively designed low density residential development without an outline plan;
- accommodate a range of residential development in the form of semi-detached dwellings, duplex dwellings, rowhouse buildings, and townhouses on one parcel;
- accommodate development through a conventional condominium plan, upon approval of a subsequent development permit application; and
- allow a maximum building height of 11 metres (an increase from the current maximum of 10 metres).

As there is no subdivision of the parcel anticipated, there is no outline plan associated with this proposal. Development on the subject parcel is intended to be accommodated through the review of a subsequent development permit application. A development permit application has not been submitted at this time.

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**ADMINISTRATION RECOMMENDATION:**

That Calgary Planning Commission:

1. Direct this report (CPC2019-0530) to the 2019 September 30 Combined Meeting of Council to the Public Hearing portion of the Agenda;
2. Recommends that Council hold a Public Hearing; and
  - a) **ADOPT**, by bylaw, the proposed redesignation of 1.93 hectares  $\pm$  (4.77 acres  $\pm$ ) located at 2333 – 81 Street SW (Plan 3056AC; Lot 21) from DC Direct Control District to Residential – Low Density Multiple Dwelling (R-2M) District; and
  - b) Give three readings to the proposed bylaw.

**RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 SEPTEMBER 05**

That Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed redesignation of 1.93 hectares  $\pm$  (4.77 acres  $\pm$ ) located at 2333 – 81 Street SW (Plan 3056AC; Lot 21) from DC Direct Control District to Residential – Low Density Multiple Dwelling (R-2M) District; and
2. Give three readings to Proposed Bylaw 195D2019

**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

**BACKGROUND**

B&A Planning Group, on behalf of HBA Urban (Wildflower) GP Inc, submitted the subject application to the City on 2018 June 18, and has provided a summary of their proposal in the Applicant's Submission (Attachment 1).

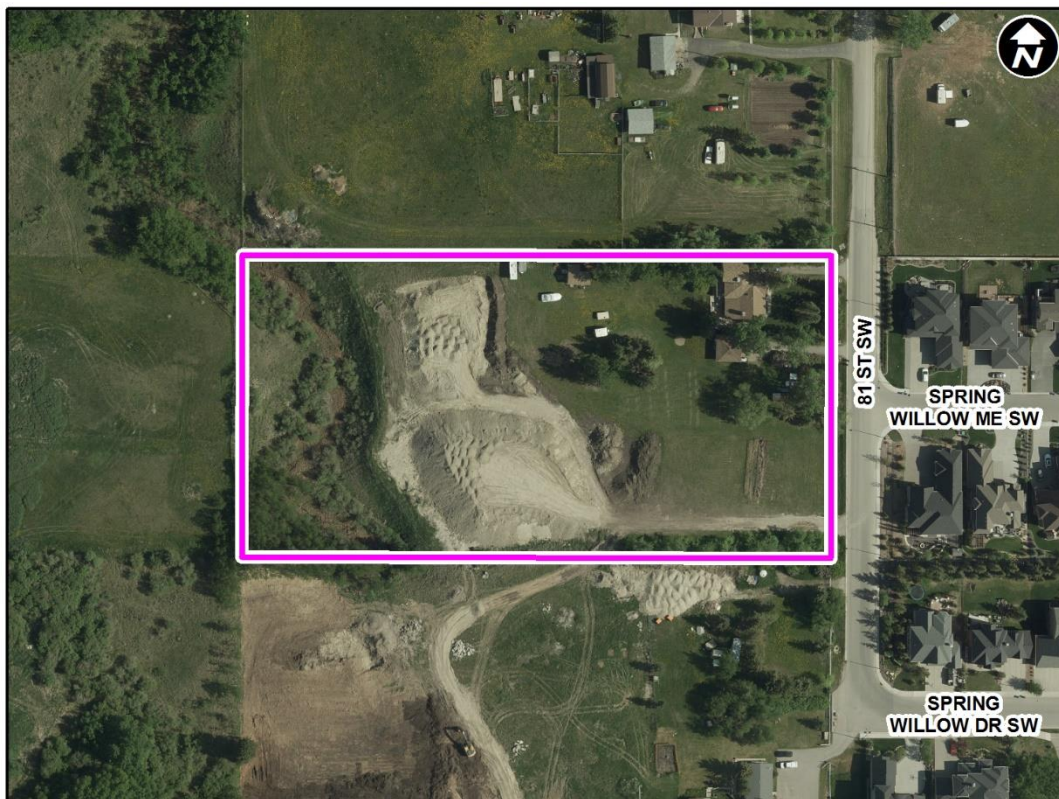
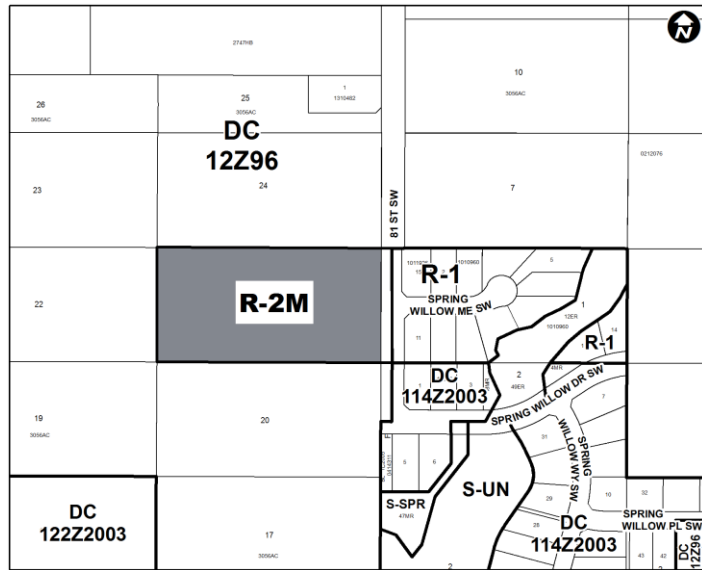
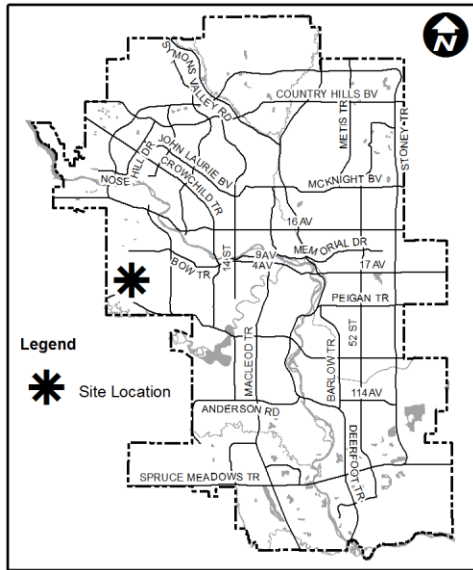
On 2017 June 13, Council approved the *Springbank Hill Area Structure Plan* (ASP), the local area plan providing policy direction for this community and the subject lands. Development within the immediate vicinity predates the adoption of this local area plan.

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Location Maps



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**Site Context**

The subject site, located at 2333 – 81 Street SW, is approximately 1.92 hectares (4.77 acres). The site currently exists as a residential acreage, where a one-storey, single detached home has occupied the property for more than 70 years. The site is located in the community of Springbank Hill, within a fragmented ownership area where a mix of rural and urban development co-exist.

The topography of the site is generally flat along the eastern half of the site, with gradual backsloping towards a ravine located along the west edge of the site. Two distinct stockpiles sit within the central portion of the site. The most significant change in topography occurs along the west edge of the site from the top of slope areas towards the ravine.

Current development within the immediate area is predominantly single detached dwellings situated on larger residential acreages, varying in lot size, depth and frontages.

Figure 1 provides Peak Population statistics for the community of Springbank Hill. As identified in Figure 1, the community of Springbank Hill reached its peak population in 2018 with 10,052 residents.

*Figure 1: Community Peak Population*

<b>Springbank Hill</b>	
Peak Population Year	2018
Peak Population	10,052
2018 Current Population	10,052
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2018 Civic Census

Additional demographic and socio-economic information may be obtained online through the [Springbank Hill](#) community profile.

**INVESTIGATION: ALTERNATIVES AND ANALYSIS**

This land use amendment application will accommodate a comprehensively designed low density residential development in forms envisioned by the *Springbank Hill Area Structure Plan (ASP)*. Administration reviewed the application with respect to applicable policies including but not limited to the *Municipal Development Plan* and the *Springbank Hill Area Structure Plan*. Administration’s review also included an evaluation by the Corporate Planning Applications Group (CPAG) as well as circulation to internal and external stakeholders including the Springbank Hill Community Association.

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### Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration.

#### ***Land Use***

Development of the subject parcel is currently governed by the rules of a DC Direct Control District (Bylaw 12Z96). The purpose of this DC Direct Control District is to accommodate rural residential development in the form of single detached dwellings. The discretionary use allows for existing parcels to be subdivided only once, where the purpose of the subdivision is to create an additional lot for residential development of no less than 0.2 hectares (0.5 acres).

Future urban development of the subject site is being proposed through the redesignation from DC Direct Control District (Bylaw 12Z96) to the Residential – Low Density Multiple Dwelling (R-2M) District (Attachment 2). This district is intended to primarily accommodate comprehensively designed low density residential buildings that may include semi-detached dwellings, duplex dwellings, rowhouse buildings, and townhouses in the developing area.

There is no associated outline plan proposed with the subject application since development by way of subdivision is not proposed. According to the applicant's submission, future development is to be accommodated through a comprehensive development permit application. Residential units are to be created within each building on the parcel through the registration of a conventional condominium plan (Attachment 1).

#### ***Density***

The maximum density allowed in the R-2M District varies, depending on building forms and is listed below:

- 50 units per hectare for rowhouse buildings;
- 50 units per hectare for street-oriented townhouses; and
- 38 units per hectare for townhouses in all other cases.

There are no required minimum density requirements for low density residential districts. However, the *Springbank Hill Area Structure Plan* established minimum intensity thresholds and density targets to use land efficiently. These thresholds and targets vary depending on the proposed land use (residential or commercial). The minimum intensity to be achieved in Low Density areas is 20 units per hectare. There is no minimum intensity target for low density contextual areas.

At the development permit stage, a detailed site plan will be required to establish areas as either low density or low density contextual policy areas. It is anticipated that the low density contextual policy area is to be established along the east edge of the parcel that accommodates units that are oriented towards 81 Street SW. The vast majority of the parcel where units

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oriented towards privately-maintained internal streets is anticipated to form the low density policy area. These areas are to form the basis for calculating density and ensuring compliance with each applicable land use policy area, as established in the *Springbank Hill ASP*.

***Development and Site Design***

According to the applicant's submission, future development by way of subdivision is not anticipated. The applicant's intent is to accommodate a comprehensively designed low density residential development by way of a subsequent development permit application. Upon approval of a development permit application, a condominium plan that establishes units within buildings is to be considered; differing from bare land condominiums that establish bare land units. A condominium plan that establishes units within buildings is not a form of subdivision and is accommodated through the approval of a comprehensive multi-residential development permit application.

This development permit application will be subject to further policy analysis and technical review. A detailed site plan that shows the proposed number of units and its distribution across the site is to be evaluated under the auspices of the *Springbank Hill Area Structure Plan (ASP)* and the rules for the R-2M District.

Dedication of Environmental or Municipal reserves is not required as there is no subdivision of land being considered. Future development is anticipated to be serviced and maintained privately. A comprehensively designed internal road network is to provide vehicular access to all dwelling units, while satisfying requirements for emergency access. Such details are to be reviewed upon the submission of a development permit application. As all site planning considerations are to be evaluated at the development permit stage, an outline plan was not required to be reviewed in conjunction with this land use amendment application.

Portions of the site that are considered environmentally significant is to be preserved through a Conservation Easement (Attachment 2). This Conservation Easement is to protect the ravine which runs north-south along the western portion of the site and are areas below the top of slope. A Conservation Easement is a tool used to protect privately owned environmentally significant features, its broad purpose being equal to the dedication of Environmental Reserves (ER) that is executed and registered on title. This Conservation Easement is to be registered on title at the development permit stage, in lieu of an Outline Plan establishing ER dedication.

***Environmental***

Phase I and Phase II Environmental Site Assessments (ESAs) were completed by Tetra Tech Canada Inc. for the site and reviewed by Administration. The reports indicate an area on the southern perimeter of the site which may contain fill soil from historical dumping in the ravine. The fill soil likely contains varying amounts of construction debris including wood, plastic, metal and concrete. Soil sample results from assessments completed in similar material to the south show elevated concentrations of lead, copper, tin and zinc.

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A Materials Management Plan (Tetra Tech 2018), which outlines the handling, characterization, and reuse or disposal requirement of the impacted fill, was also submitted by the applicant and was reviewed by Administration.

At the development permit stage, the applicant will be required to submit a report documenting field activities undertaken as outlined in the ESA's, the remediation action plan, and the Materials Management Plan.

### ***Transportation***

Vehicular access to the site is provided from 81 Street SW, designated as a collector. This access is to provide the access into the privately maintained street network, servicing all future dwelling units.

A detailed site plan or design concept did not form part of the technical review. The applicant acknowledges further analysis of future internal roads being proposed will be conducted at the development permit stage.

A Transportation Impact Assessment was not required to be reviewed based on the proposal aligning with approved land use policies of the *Springbank Hill ASP*. A more detailed analysis may be required at the development permit stage.

Mobility policies (Section 5) of the *Springbank Hill ASP* identified a future transit route to be provided along 81 Street SW; a route that would be completed by way of a future east-west connection along Spring Willow Drive SW. This connection would ultimately tie into the existing bus route (Route 454) along 77 Street SW. The subject lands are approximately 2 kilometres from the 69 Street LRT Station.

### ***Utilities and Servicing***

The subject site is within the Strathcona pressure zone and can be serviced by a watermain along 81 Street SW south of Spring Willow Mews SW.

The subject site currently has multiple sanitary and storm servicing solutions that may be considered acceptable. The applicant has been advised that sanitary and storm servicing solutions are to be resolved at the development permit stage.

There are currently two viable regional sanitary servicing solutions available to landowners in the Springbank Hill area, including the subject site. The first option requires utility easements to be registered on private property and will require standard cost-sharing agreements between developers for funding. The second option will be constructed and initially funded by The City. Developers in the area will then reimburse The City through development agreements. An information session for landowners was held in 2019 February. Feedback from landowners is expected soon. Further sanitary servicing details are to be resolved at the development permit stage.

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There are currently several stormwater servicing options being considered, all of which may be considered by Administration. A final stormwater servicing decision for the site has not yet been determined due to fragmented ownership and ongoing land purchases in the area than can affect timing of construction and location of a future Springbank Hill regional pond. Each of the stormwater servicing options that are currently being proposed will likely require some drainage to the adjacent ravine system (back of lot drainage). The applicant has been advised that City approvals will be required for any discharge into the ravine system. Stormwater servicing details are to be resolved through the completion of the Staged Master Drainage Plan and confirmed at the development permit stage.

**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.

No public meetings were held by the applicant or Administration in association with this application.

The Springbank Hill Community Association (SHCA) was circulated on this application. The Association's main reason for not supporting the land use amendment is due to uncertainty of how the two distinct land use policies applicable to the parcel would be implemented at the development permit stage. The SHCA aspires to see a detailed plan at the development permit stage that implements a distribution of units across the site in a manner that complies with each policy area. The SHCA has been advised that a circulation of the development permit application would provide external stakeholders the opportunity to review and provide feedback on the proposed development upon submission.

Following Calgary Planning Commission, notifications for the Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, the Commission's recommendation and the date of the Public Hearing will be advertised.

**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 the site, the proposal is consistent with policies on Land Use Patterns (Section 8.14).

***Interim Growth Plan (2018)***



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The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed policy amendment and land use amendment build 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 subject parcel is located within the Developing Residential areas as identified in the *Municipal Development Plan (MDP)*. With the recent adoption of the *Springbank Hill Area Structure Plan (ASP)*, policies are in place to guide the development of the subject site in compliance with the applicable policies of the *MDP*.

Section 3.6.2 (Future Greenfield Area) of the *MDP* requires Developing Residential areas to achieve a minimum intensity threshold of 60 people and jobs per gross developable hectare. The *MDP* does not provide specific thresholds for low density areas that are not part of Neighbourhood Activity Centres (NACs), Community Activity Centres (CACs), Urban Main Streets or Neighborhood Main Streets. Nevertheless, minimum intensity thresholds for low density areas have been established in the *Springbank Hill ASP*.

***Springbank Hill Area Structure Plan (Statutory – 2017)***

The subject site is located within Low Density Contextual and Low Density policy areas of the *Springbank Hill Area Structure Plan (ASP)*.

The *Springbank Hill ASP* establishes minimum intensity thresholds and density targets to use land efficiently (Section 3.6). These thresholds and targets vary depending on the proposed land use. The minimum Intensity to be achieved in Low Density areas is 20 units per hectare. While the R-2M district does not require a minimum density to be achieved, future development is anticipated to achieve an overall density that is closer to the maximum of 37 units per hectare allowed across the parcel, rather than the minimum density of 20 units per hectare required. This is evidenced by the SHCA's letter (Attachment 3) that speaks to concerns of how future development would remain within the maximum density thresholds allowed by the rules of the R-2M district.

The proposed land use amendment complies with both land use policy areas and helps achieve minimum intensity thresholds for low density areas. The implementation of the ASP policies and rules of the R-2M District ensures Administration has the means to accommodate development that achieves minimum intensity thresholds of the *Springbank Hill ASP* through the technical review of detailed plans at the development permit stage.

A smaller portion of the subject site that fronts 81 Street SW is located within the Low Density Contextual policy area (Section 3.1.4) within the subject site. This policy area is to accommodate a suitable transition in density and built form between existing Standard Suburban across 81 Street SW to the east, and Low Density areas further into the subject

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parcel. Densities in such areas are to range between 12 to 20 units per gross developable hectare (3 to 8 units per gross developable acre).

The vast majority of the subject site (away from 81 Street SW) is found within the Low Density policy area (Section 3.1.5). Densities in this area are to range between 20 to 37 units per gross developable hectare (8 to 15 units per gross developable acre). Development is to accommodate a mix of dwelling types comprised of single detached, semi-detached, clustered dwellings and row housing.

A very small portion along the southern edge of the subject site is also found within the Policy Review area (Section 3.7). The presence of historical fill material, including construction debris, in this area requires the completion of all necessary environmental testing and monitoring to be conducted prior to development. The applicant has submitted a Phase II Environmental Site Assessment along with a Materials Management Plan that details how the historical material would be removed at the time of development. Administration has reviewed both and is satisfied that the historical fill can be removed and managed by way of monitoring reports to be submitted at the development permit stage.

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

The proposed land use amendment accommodates additional housing forms at higher densities that are not available within the current land use district. The proposal helps achieve a greater mix of housing types in the community of Springbank Hill.

**Financial Capacity**

***Current and Future Operating Budget***

There are no known impacts to the current and future operating budgets at this time.

***Current and Future Capital Budget***

The proposed amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

**Risk Assessment**

There are no significant risks associated with this proposal.

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

The proposal complies with the applicable policies of the *Springbank Hill Area Structure Plan*. The proposed redesignation of the parcel to the R-2M District accommodates comprehensively designed low density residential development, to be reviewed at the development permit stage.

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This proposal also accommodates a greater mix of housing forms in keeping with the policies of the *Springbank Hill Area Structure Plan*.

ATTACHMENT(S)

1. Applicant's Submission
2. Land Use Plan
3. Community Association Letter
4. **Proposed Bylaw 195D2019**