

Planning & Development Report to
Calgary Planning Commission
2019 October 17

ISC: UNRESTRICTED
CPC2019-1081

Land Use Amendment in Keystone Hills (Ward 3) at 13971 and 14111 – 15 Street NE, LOC2016-0234

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on behalf of Melcor Developments on 2016 October 03. This application proposes a framework for the future subdivision and development of approximately 32.85 hectares (81.18 acres) of undeveloped greenfield area in the north community of Keystone Hills including:

- approximately 8.24 hectares (20.36 acres) of light industrial and employment uses (DC/I-C);
- approximately 6.57 hectares (16.23 acres) of large commercial developments (C-C2);
- approximately 5.48 hectares (13.54 acres) of small to mid-scale commercial (DC/C-C1);
- approximately 4.56 hectares (11.27 acres) of regional commercial (C-R3);
- approximately 3.51 hectares (8.67 acres) of high density, low rise multi residential (M-H1);
- approximately 2.34 hectares (5.78 acres) for a Public Utility Lot (PUL), in the form of a storm pond and associated infrastructure (S-CRI);
- approximately 1.10 hectares (2.72 acres) of Municipal Reserve (MR), in the form of public open space (S-SPR); and
- approximately 0.97 hectares (2.40 acres) remaining as a future urban development area (S-FUD); and
- the location of future local and major roadways, utilities and services.

The proposed land use amendment and outline plan serve to implement the policies of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan*. This application supports the efficient utilization of land and infrastructure by providing a framework for the future subdivision of various industrial, commercial and residential districts with adjacent open space.

The proposed application has been developed in accordance with the Retail Centre Policies and Industrial/Employment Area policies specified in the *Keystone Hills Area Structure Plan*.

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ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission:

1. Direct this report (CPC2019-1081) to the 2019 November 18 Combined Meeting of Council to the Public Hearing portion of the Agenda;
2. Recommend that Council hold a Public Hearing; and
 - a) **ADOPT**, by bylaw, the proposed redesignation of 21.73 hectares (53.70 acres) located at 13971 and 14111 – 15 Street NE (Portion of NE1/4 Section 35-25-1-5) from Special Purpose Future Urban Development (S-FUD) **to** Commercial – Community 2 f0.3h16 (C-C2 f0.3h16) District, Commercial – Regional 3 f0.3h16 (C-R3 f0.3h16) District, Multi-Residential – High Density Low Rise (M-H1) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and DC Direct Control District to accommodate commercial development, with guidelines (Attachment 5); and
 - b) Give three readings to the proposed bylaw.
 - c) **ADOPT**, bylaw, the proposed redesignation of 4.37 hectares (10.80 acres) located at 14111 – 15 Street NE (Portion of NE1/4 Section 35-25-1-5) from Special Purpose Future Urban Development (S-FUD) **to** DC Direct Control District to accommodate commercial development, with guidelines (Attachment 6); and
 - d) Give three readings to the proposed bylaw.
 - e) **ADOPT**, bylaw, the proposed redesignation of 6.75 hectares (16.68 acres) located at 14111 – 15 Street NE (Portion of NE1/4 Section 35-25-1-5) from Special Purpose Future Urban Development (S-FUD) **to** DC Direct Control District to accommodate commercial and light industrial development, with guidelines (Attachment 4); and
 - f) Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

B&A Planning Group on behalf of Melcor submitted the application to The City of Calgary on 2016 October 03 and have provided a summary of their proposal in the Applicant's Submission (Attachment 2).

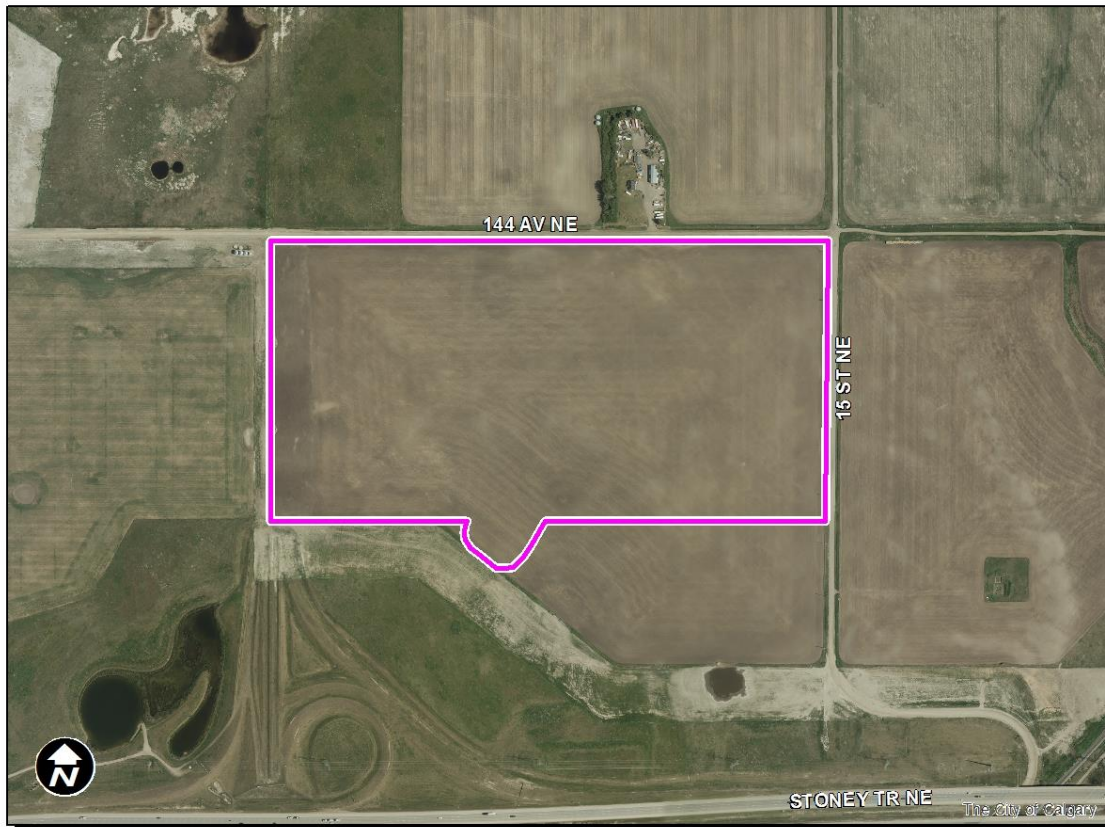
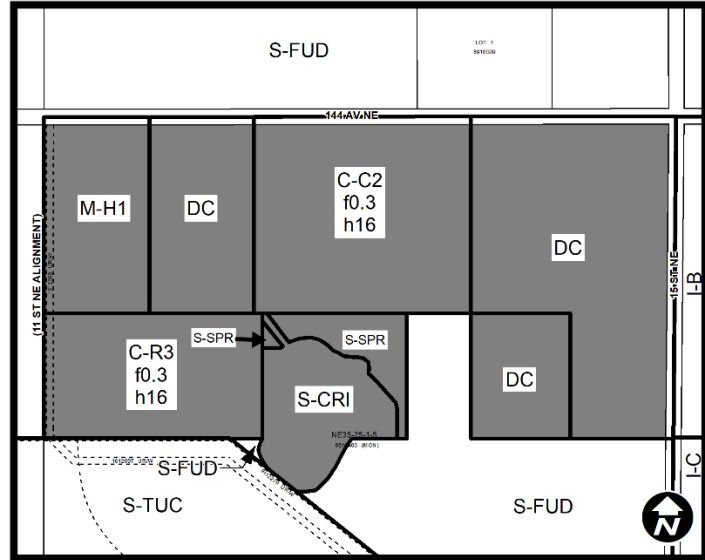
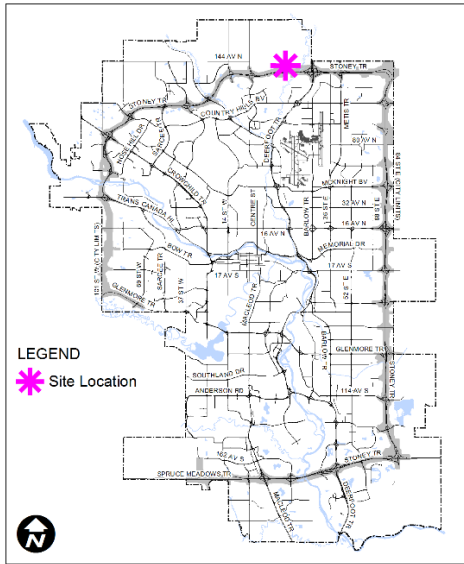
The *Keystone Hills Area Structure Plan* (ASP) was approved on 2012 July 16. In order to facilitate the co-ordination of growth and servicing within the plan area to ensure that development proceeds in an efficient and economical manner, the *Keystone Hills ASP* included a Growth Management Overlay (GMO). 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.

The subject lands were part of an annexation from Rocky View County in 1989, which included the developing communities now known as Carrington and Livingston. Development in these communities and adjacent lands remain ongoing.

The proposed land use amendments and outline plan knit seamlessly with the recently approved land use and outline plans to the east (Pacific Investments and Developments Ltd, LOC2014-0107) and to the west (Genstar Titleco Ltd, LOC2016-0311).

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Location Maps



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Site Context

The subject lands, 13971 and 14111 – 15 Street NE, are situated in the northeast quadrant of the city in the developing community of Keystone Hills. The area is bound by 144 Avenue NE to the north, 15 Street NE to the east, 11 Street NE alignment to the west, the remainder of 13971 – 15 Street NE and the Stoney Trail Transportation Utility Corridor to the south. The land is currently used for agricultural production. The desired development timing by the landowners of the remainder of the lands is not imminent.

Across the 11 Street NE alignment to the west are lands owned by Genstar Titleco Limited within the *Keystone Hills ASP* boundary. The outline plan and land use amendment applications for Genstar Titleco Limited (LOC2016-0311) directly to the west of the subject site were approved by the Calgary Planning Commission on 2019 September 05. The outline plan and land use amendment applications for Genstar Titleco Limited (LOC2016-0311) directly to the west of the subject site was recommended for approval by the Calgary Planning Commission on 2019 September 19. Those lands will be primarily residential with accompanying commercial uses, including a neighbourhood activity centre.

Across 15 Street NE to the east are lands owned by Pacific Investments and Developments Limited, also within the *Keystone Hills ASP* boundary. The outline plan and land use amendment applications for Pacific Investments and Developments Limited (LOC2014-0107) directly to the east of the subject site were approved by the Calgary Planning Commission on 2019 June 06. The outline plan and land use amendment applications for Pacific Investments and Developments Limited (LOC2014-0107) directly to the east of the subject site was approved by the Calgary Planning Commission on 2019 June 06. The accompanying land use amendment application was approved by Council on 2019 July 22. Those lands will be primarily industrial with support commercial uses.

The lands across 144 Avenue NE to the north, are used for agricultural production and a farmstead.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use application (Attachment 3) in conjunction with the associated outline plan (CPC2019-1232) will facilitate the development of an industrial, commercial and residential neighbourhood that will contribute to the growth of the Keystone community as envisioned by the policies of the *Municipal Development Plan* and the *Keystone Hills ASP*.

As stated in the *Keystone Hills ASP*, the Industrial/Employment Area and Regional Retail Centre may contain other compatible uses as deemed appropriate by the Approving Authority. Therefore, an amendment to the area structure plan is not required to allow the proposed multi-residential land use.

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The proposed distribution of land uses, which include a DC Direct Control District based on the Industrial – Commercial (I-C) District, Commercial – Community 2 (C-C2) District, DC Direct Control District based on the Commercial – Community 1 (C-C1) District, Commercial – Regional 3 (C-R3) District, Multi-Residential – High Density Low Rise (M-H1) District, Special Purpose – City and Regional Infrastructure (S-CRI) District and Special Purpose – School, Park and Community Reserve (S-SPR) District represent an opportunity to develop a comprehensive industrial, commercial and residential area that is strategically located to serve adjacent residents, but also other areas in north Calgary and within the region.

This report includes a placeholder of approximately a 0.97 hectare (2.40 acre) Special Purpose – Future Urban Development (S-FUD) District parcel to allow for continued discussions between the applicant and Administration regarding the size, design, and final use of the proposed Municipal Reserve parcel. The two scenarios for the ultimate use of this site within the plan area are still being evaluated. The scenarios contemplated on this site are part of two proposals. Proposal 1 contemplates a 0.85 hectare (2.10 acre) park adjacent to the storm pond. With Proposal 1, the S-FUD parcel would be redesignated to DC(C-C1) and be incorporated with the design and development of the adjacent DC(C-C1) lands. Proposal 2 would add the S-FUD parcel to the adjacent Special Purpose – School, Park and Community Reserve (S-SPR) District parcel to create a 1.82 hectare (4.5 acre) regional park. This would be a highly-programmed Municipal Reserve site including a number of non-standard park amenities. Once a design and confirmed final use for that site has been determined, a subsequent land use amendment application will be needed to redesignate this S-FUD parcel to the appropriate land use designation. Further discussion on the evaluation process and timing are included in the accompanying outline plan report, CPC2019-1232.

Planning Considerations

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

Subdivision Design

The corresponding outline plan contemplates subdivision of large parcels served by a grid street network and internal private streets. The large parcels have been designed to accommodate comprehensive site developments. The proposed subdivision is approximately 32.85 hectares (81.18 acres) and is broken down into the various components under the Subdivision Data Sheet (Attachment 4). In general, the subdivision consists of 8.24 hectares (20.36 acres) of industrial lands, 3.51 hectares (8.67 acres) of residential lands and 16.61 hectares (41.04 acres) of commercial lands.

A local arterial street (140 Avenue NE) is proposed at an east – west route through the outline plan area and will provide access from the newly created parcels to an arterial street to the west (11 Street NE). The local arterial and arterial include multi-use pathways on both sides of the street. Two modified industrial streets (Keystone Way NE and Keystone Street NE) will provide north – south connections between the local arterial street (140 Avenue NE) and the arterial street to the north (144 Avenue NE). The arterial street to the north will include multi use

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pathways on both sides of the street. At the east side of the outline plan area, a modified industrial street (Keystone Link NE) and primary collector street (Keystone Avenue NE) will connect the local arterial (140 Avenue NE) to an arterial street (15 Street NE) at the east boundary of the outline plan area. The modified industrial street and arterial include sidewalks on both sides of the streets. The primary collector includes a multi-use pathway on one side of the street and a sidewalk on the other side of the street.

Private streets are proposed through the parcels north of 140 Avenue NE for additional connectivity through the plan area. A conceptual private “high street” is proposed through the Commercial – Community 2 (C-C2) District parcel. The design of the future “high street” will be finalized through subsequent subdivision and development permit applications but the conceptual design includes two travel lanes, angle parking, street trees and sidewalks with the adjacent buildings located close to the sidewalks. The “high street” concept could be designed to create a walkable, central amenity space within the larger outline plan area.

The plan area is within the Calgary International Airport Vicinity Protection Area (AVPA). The westerly portion of the plan area that contains the proposed Multi-Residential – High Density Low Rise (M-H1) District is within the Noise Exposure Forecast (NEF) 25-30 Area. The AVPA regulation allows for residences within the NEF 25 – 30 Area. The balance of the outline plan area is within the NEF 30-35 Area. The AVPA regulation prohibits residences, schools, medical care facilities and campgrounds within the NEF 30-35 Area. The proposed outline plan and land uses have been designed to comply with the AVPA regulations.

Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. To implement the *Keystone Hills ASP's* proposed Industrial / Employment area and Regional Retail Centre land use concept, the following land uses are proposed:

- DC Direct Control District based on the Industrial – Commercial (I-C) District;
- Commercial – Community 2 (C-C2) District;
- DC Direct Control District based on the Commercial – Community 1 (C-C1) District;
- Commercial – Regional 3 (C-R3) District;
- Multi-Residential – High Density Low Rise (M-H1) District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) District.

The I-C District has setback and screening rules that are compatible with this higher visibility location adjacent to 144 Avenue NE and 15 Street NE. The C-C2, C-C1 and C-R3 Districts will allow for the development of a significant regional retail centre on a combined land area of approximately 13.10 hectares (32.37 acres). The MH-1 District allows for high density multi-residential development in a number of forms and a limited range of support commercial uses. There will be many shopping and employment opportunities within walking distance from the multi-residential parcel.

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The proposed application is primarily industrial employment and regional retail land uses with limited residential population base. Based on this, Municipal Reserve (MR) has been provided within the subject site in a phased approach to both land dedication and cash-in-lieu. The proposed MR is dedicated under the S-SPR District, to compliment the proposed uses with park space for recreation, leisure and active transportation. The proposed MR is approximately 0.85 hectares (2.10 acres) and accounts for 2.7 per cent of the required MR. The current proposal is for the remaining MR area of approximately 2.39 hectares (5.91 acres) to be provided as cash-in-lieu of reserve with ongoing discussions between Administration and the applicant to adjust the cash and land balance of MR dedications in the future. Any change to this would occur through either a subsequent land use amendment or through the applicable tentative plan. Under Section 7.6.4 of the *Keystone Hills ASP* Creditable Reserve Policies, cash-in-lieu may be accepted in place of reserve lands for subdivision of land within industrial areas, subject to approval from the Joint Use Coordinating Committee.

The applicant wanted to advance the outline plan for decision, while Administration continues to pursue all options for this land; therefore, the S-FUD designation will be a placeholder until the final use is confirmed, and all technical and operational elements of that proposed use are addressed. Two proposals for the ultimate use of this site within the plan area are still being evaluated. . Proposal 1 contemplates a 0.85 hectare (2.10 acre) park adjacent to the storm pond. With Proposal 1, the S-FUD parcel would be redesignated to DC(C-C1) and be incorporated with the design and development of the adjacent DC(C-C1) lands. Proposal 2 would add the S-FUD parcel to the adjacent Special Purpose – School, Park and Community Reserve (S-SPR) District parcel to create a 1.82 hectare (4.5 acre) regional park. This would be a highly-programmed Municipal Reserve site including a number of advanced amenities. Once a design, operations, final land use and further details on programing are worked out between The City and the applicant, a subsequent land use amendment application will be needed to redesignate this S-FUD parcel to the appropriate land use designation.

Density

The *Municipal Development Plan* requires that the general Developing - Future Greenfield area achieve a minimum intensity threshold of 60 people and jobs per gross developable hectare. The subject site is anticipating a minimum intensity of approximately 90 people and jobs per hectare.

The *Keystone Hills ASP* identifies an anticipated 5,600 job requirement for Community D with an area of 82 hectares. The subject lands are identified as Community D and comprise 32.85 developable hectares which would account for approximately 40 per cent of that total job requirement. This equates to 2,240 anticipated jobs. The subject site is anticipating 1,936 jobs and potentially as many as 2,404 jobs depending on employment intensity.

The anticipated density at the multi-residential site is 441 dwelling units (or 185 units per hectare) an increase to a density as high as 624 units. The exact number of dwelling units will be determined through a development permit application in the future. This residential density significantly exceeds the residential population anticipated by the *Keystone Hills ASP* in

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Community D. A residential population of 100 was anticipated and this proposal anticipates a residential population of 970 people, assuming 2.2 people per dwelling unit.

Historical Resources

In response to a circulation of this application, a Historic Resources Impact Assessment (HRIA) is required by Alberta Culture Heritage Division. The HRIA is to consist of an excavation monitoring program. Melcor Developments Ltd was granted conditional *Historical Resources Act* approval to proceed with development of the project on the understanding that the required HRIA will be undertaken. The associated conditions of approval (Attachment 1) require completion and sign off of this component by Provincial authorities prior to any final subdivision endorsements or stripping and grading activity occurring on the lands.

Environmental

A preliminary Biophysical Impact Assessment was submitted with the application and has been approved by The City of Calgary Parks department. Environmentally Significant Areas do not occur in or near the outline plan area; there are no watercourses, drainages, wetlands or patches of native vegetation. Land cover in the outline plan area consists of cultivated fields that were planted with wheat. No wildlife movement corridors were identified.

A Phase 1 Environmental Site Assessment (ESA) was completed by the applicant in 2013 November. Both on-site and off-site items of potential environmental concern (IPECs) were identified. On-site IPECs consist of wastes such as wood, fence wire, used tires, a battery, a pick-up truck capper and scrap metal. These wastes are located in and around the remnants of a concrete building foundation of the former airport beacon complex within the outline plan area. Off-site IPECs consist of two sour gas pipelines situated north and east of the outline plan area and a railway line located to the east. These items will be addressed during the site's redevelopment stages in more detail.

Transportation

Streets and Access

The subject site is bounded by 144 Avenue NE to the north, 15 Street NE to the east, Stoney Trail N to the south, and 11 Street NE to the west. Administration worked with the applicant to develop a transportation network of arterial, collector and industrial standard streets that were refined to accommodate active modes, transit, and vehicular movement within the plan area, as well as connections to the regional transportation network.

The plan area is well-connected to the regional transportation network and is in close proximity to both Stoney Trail N and Deerfoot Trail N/QEII Highway. To the west of the plan area, 11 Street NE will directly connect to the planned Stoney Trail NE interchange. 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 ASP* lands and captured within

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One Calgary. The interchange is anticipated to be constructed and opened by end-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, realizing the value of infrastructure investment made by The City in support of the *Keystone Hills ASP* area development.

Transit

This area is currently not served by any existing 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 ASP* 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 rapid transit services. Transit service introduction to new communities is balanced with service increases in existing communities with ridership growth, including potential introduction of evening and weekend service. Construction of 144 Avenue NE along the north boundary of and to the 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 in the lands will provide a connection 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 outline plan area.

Sanitary servicing will be provided by connecting to the existing 1050 sanitary trunk within the Transportation and Utility Corridor at the south-east of the plan area.

Stormwater will be managed through a proposed stormwater facility as shown on the proposed outline plan.

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.

A circulation was provided to Rocky View County in accordance with the Rocky View/Calgary Intermunicipal Development Plan. Information regarding stormwater management and transportation infrastructure was requested by Rocky View County Administration but there are no planning related concerns.

There is currently no community association for the subject area and no letters from adjacent landowners were received.

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

Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to this land use amendment, will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

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

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan* (MDP), Map 1: Urban Structure, identifies the subject lands as Developing- Future Greenfield. The MDP identifies that specific policies will be identified through the *Keystone Hills ASP*.

The proposed redesignation and associated outline plan meets the following *Municipal Development Plan* objectives (Section 3.6.2):

- Land use diversity;
- People and job intensity;
- Mix of local and regional retail;
- Parks within walkable proximity to all residences; and
- Creating a connected, multi-modal street network.

Keystone Hills Area Structure Plan (Statutory – 2012)

The *Keystone Hills ASP* provides more direction with detailed policies and guidelines for development. The subject lands are identified as Community D on Map 6: Community and Neighbourhood Concept, and as Industrial/Employment Area plus Regional Retail Centre.

The proposed industrial area complies with the Industrial/Employment Area policies by providing for light industrial uses.

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The proposed commercial retail areas comply with the Retail Centre policies by providing for retail, employment, cultural, recreational and institutional uses.

Pedestrian and cycling connections from the surrounding areas are provided into the plan area in the form of a regional pathway along the block-based road network and a green corridor along the proposed storm pond. Recreation opportunities for employees are additionally provided for along that open space system.

The proposed land use redesignation and associated outline plan is therefore consistent with the applicable policies of this plan.

As stated in the *Keystone Hills ASP*, the Industrial/Employment Area and Regional Retail Centre may contain other compatible uses as deemed appropriate by the Approving Authority. Therefore, an amendment to the area structure plan is not required to allow the proposed multi-residential land use.

Improving Calgary's Entranceways: A Guide for Development Adjacent to Entranceways (Non-statutory – 2012)

These lands are subject to the City's Entranceway policies as contained in The Guide for Development Adjacent to Entranceways. The policies apply to all roads designated as Entranceways Routes including the entire length of the "Ring Road". The development of the subject lands will have to observe the Entranceway guidelines given the location adjacent to Stoney Trail. Further analysis and application of the policies will be required at development permit stage.

The land uses proposed adjacent or in areas immediately visible from entranceways need to provide for higher quality development opportunities. The proposed land uses are therefore consistent with the guidelines of this guide. This will be further reviewed at the development permit stage.

Calgary International Airport Vicinity Protection Area Regulation (Statutory – 2009)

The subject site is located within the 25-30 and 30-35 noise exposure forecast (NEF) contours of the Airport Vicinity Protection Area (AVPA) land use regulations. The recommended land use districts provide for a range of uses that are generally allowable within the 25-30 and 30-35 NEF contours. However, future individual development permit applications will be circulated to the Calgary Airport Authority and reviewed in the context of applicable regulations to ensure further compliance.

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Social, Environmental, Economic (External)

The development of this comprehensive industrial employment, commercial retail and multi-residential area will provide adjacent residents and population centers within the metropolitan area with local job opportunities and amenities while enabling a more efficient use of land and infrastructure.

Financial Capacity

Current and Future Operating Budget

There is no impact to the current operating budget as a result of this report. As development proceeds in this area and additional services come online, operating costs will be incurred related to services such as roads, parks, and transit. These costs have been incorporated into the One Calgary 2019-2022 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 City's capital investment contribution required for the construction of the 11 Street NE/Stoney Trail ramps and interchange has been included in the One Calgary 2019-2022 service plans and budgets.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment serves to implement the objectives of the *Municipal Development Plan*, and more specifically is in accordance with the policies specified in the *Keystone Hills Area Structure Plan*. The proposed land uses and their distribution facilitate the development of industrial, retail and residential land uses and provides the components to complete the planning and set the framework for completion of the supporting infrastructure in this area of Keystone Hills – all attributing to making this a complete community.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Land Use District Map
3. Proposed Outline Plan
4. Proposed DC Direct Control Guidelines (Industrial)
5. Proposed DC Direct Control Guidelines (Commercial)
6. Proposed DC Direct Control Guidelines (Commercial)