

Planning & Development Report to
Calgary Planning Commission
2019 October 17

ISC: UNRESTRICTED
CPC2019-0432

Land Use Amendment in Silverado (Ward 13) at multiple addresses, LOC2018-0209

EXECUTIVE SUMMARY

This land use redesignation application was submitted by B&A Planning Group on 2018 September 17 on behalf of the landowners Calgary Co-operative Association Limited and Cardel West McLeod Ltd. The application proposes the redesignation of approximately 9.02 hectares (22.29 acres) of undeveloped land in the southeast community of Silverado in order to develop the site as a comprehensively mixed use development which will include a community shopping centre with a supermarket. The proposed redesignation will allow for:

- Approximately 1,205 dwelling units;
- Approximately 4.18 hectares (10.33 acres) of multi-residential development, including housing types such as townhouses, rowhouse dwellings and low-rise apartments, with a maximum building height of 26.0 metres and Floor Area Ratio of 2.5 (DC Site 1);
- Approximately 2.52 hectares (6.23 acres) of commercial and mixed-use development with a maximum building height of 35.0 metres, and Floor Area Ratio of 3.0, and a privately-owned, publicly-accessible park space (DC Site 2);
- Approximately 2.32 hectares (5.73 acres) of commercial development with a Floor Area Ratio of 0.4 (C-C2); and

This proposal aligns with the *Southwest Community "A" and Employment Centre Mixed-Use Area Structure Plan* (ASP) that envisions the lands as a thriving area anchored by a retail centre that provides goods and services sufficient to meet residents' daily needs, and surrounded by higher densities located in close proximity to a future LRT station. This application also complies with the applicable policies of the *Municipal Development Plan* (MDP).

No development permit has been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 9.02 hectares ± (22.29 acres ±) located at 11 and 21 - 190 Avenue SE and 200 - 194 Avenue SE (Plan 731309, Block 13; Plan 7410507, Block 12; 1211390, Block 1, Lot 1) from Multi-Residential – At Grade Housing (M-G) District, Commercial – Community 2 (C-C2f0.33h20) District and Commercial – Neighbourhood 2 (C-N2) District to Commercial – Community 2 (C-C2f0.4h26) District and DC Direct Control District to accommodate a mixed-use development, with guidelines (Attachment 3); and
2. Give three readings to the proposed bylaw.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

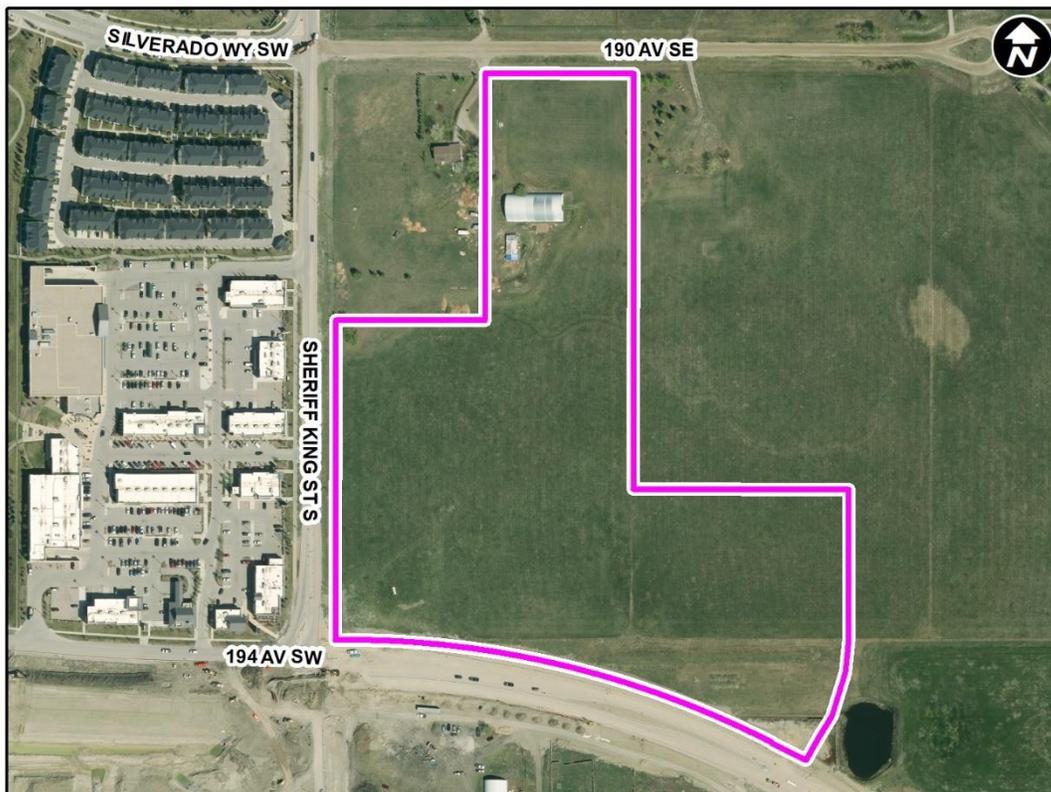
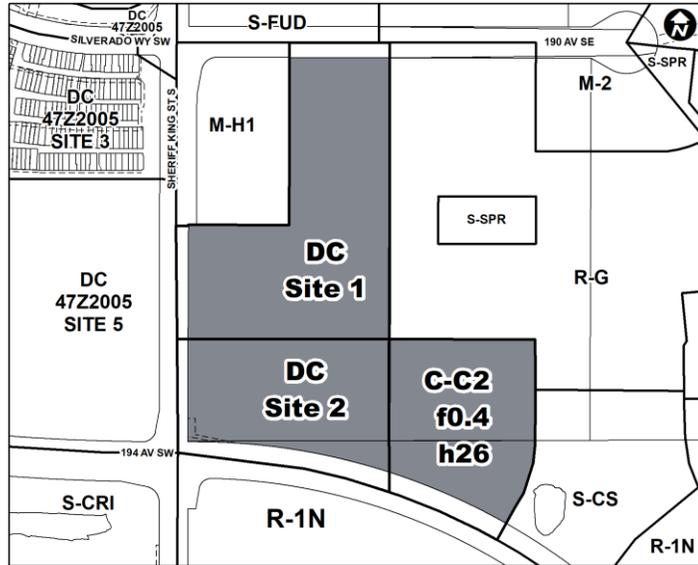
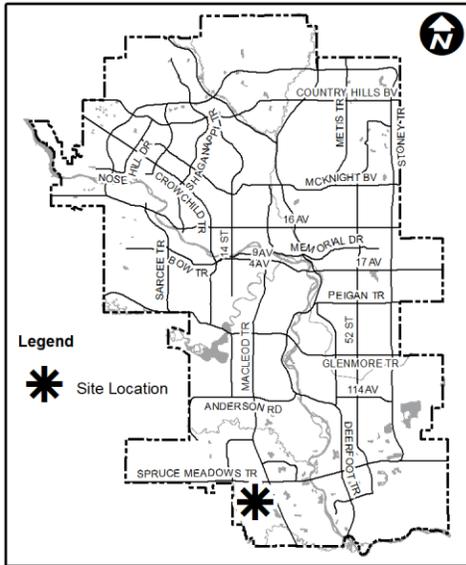
The subject application was submitted on 2018 September 17 on behalf of the landowners Calgary Co-operative Association Limited and Cardel West McLeod Ltd (Attachment 2). No development permit has been submitted at this time, however, the applicant has worked with Administration on a concept plan.

On 2013 February 14, Calgary Planning Commission approved the East Silverado Outline Plan, (LOC2009-0102, Attachment 1), followed by land use approval by Council on 2015 January 26. Administration recommended approval on 2019 February 1 for a subdivision application (SB2018-0139) which includes portions of the lands subject to this application.

There is approximately 0.58 hectares of Municipal Reserve owing on the lands owned by Calgary Co-operative Association Limited (11 - 190 Avenue SE). The applicant has indicated that there is no intention of subdividing the subject lands within a future application, which would result in the dedication of reserves on title, presently registered as a Deferred Reserve Caveat. After exploring several options to include publicly accessible open space within the subject application (e.g. Special Purpose – School, Park and Community Reserve (S-SPR) District), Administration, with the applicant's support, has drafted a proposed DC Direct Control District (Attachment 3) which includes provisions for the design of publicly accessible parks space which will be subject to a Public Access Easement.

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Location Maps



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Site Context

The subject lands are located in the community of Silverado in the southwest quadrant of the city. The subject lands were part of the approved East Silverado outline plan (LOC2009-0102, Attachment 1). The lands subject to this application comprise an area of approximately 9.02 hectares (22.29 acres). The application proposes to change the designations of the undeveloped land, which currently allow for commercial development, in order to accommodate a comprehensive mixed-use development consisting of both commercial and residential uses, which more closely aligns with the *Municipal Development Plan* (MDP) goals of having greater housing choice and supporting intensification. The proposed redesignation also aligns with the ASP's vision for the site of a cohesive grouping of commercial and multi-residential development.

The parcels are bound by Sherriff King Street S to the west, 194 Avenue SE to the south and 190 Avenue SE to the north. The adjacent parcel to the northwest of the subject site is designated as Multi-Residential – High Density Low Rise (M-H1) District and is planned for a future seniors village. Adjacent to the east of the site (owned by Cardel West McLeod Ltd) lands are vacant and designated as Residential – Low Density Mixed Housing (R-G) District and which are included in the Silverton Station land use and outline plan (approved by CPC and Council in 2016) which encompasses approximately 37.47 hectares (92.59 acres) of land (LOC2015-00118). Directly to the north of the site lands are vacant and are designated as Special Purpose – Future Urban Development (S-FUD) District.

The subject lands are mainly low rolling open prairie which have no significant features and have been cultivated for agricultural use. There are two existing structures on the lands being a quonset (shop) and shed.

As identified in *Figure 1*, the community of Silverado's peak population is 7,400 residents in 2018.

Figure 1: Community Peak Population

Silverado	
Peak Population Year	2018
Peak Population	7,400
2018 Current Population	7400
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 [Silverado](#) community profile.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment will allow for commercial and mixed-use development, an increase to residential densities to the community and will provide more housing diversity in the area (e.g. multi-residential development). Specifically, this application implements the *Municipal Development Plan* policies for building complete communities, supporting intensification and greater housing and employment choice all of which is also in compliance with the *Southwest Community "A" ASP*.

The proposed land use area is large enough to provide flexible options within a future site design, allow for a break-up of building massing, while providing pedestrian permeability through the site and improving interfaces with public streets and pathways.

Planning Considerations

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

Subdivision Design

The previously approved East Silverado outline plan (LOC2009-0102) provides the subdivision layout, road classification and alignment, lot patterns, pathway connections, and the Municipal Reserve (MR) and Environmental Reserve (ER) dedications for the lands. The subject application is not proposing any changes to the subdivision or road network and therefore and outline plan is not required at this time.

Land Use

The existing land uses for the subject lands were previously redesignated under the East Silverado outline plan (LOC2009-0102). The east portion of the site designated as the C-C2 District would allow for a variety of commercial uses and mixed-use development. A small area of the lands within the north portion of the site are designated as M-G District, which allow for a limited amount of multi-residential development of low height and density. Lands within the southeast portion of the site are designated as C-N2 District which is characterized by small scale commercial development.

This land use amendment application proposes to redesignate the subject lands to accommodate a comprehensive mixed-use development consisting of both commercial and residential uses, as follows:

- 0.10 hectares ± (0.25 acres ±) from Multi-Residential – At Grade Housing (M-G) and 6.60 hectares ± (16.30 acres ±) from Commercial – Community 2 (C-C2f0.33h20) to DC Direct Control District; and

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- 2.32 hectares \pm (5.73 acres \pm) from Commercial – Neighbourhood 2 (C-N2) District to Commercial – Community 2 (C-C2f0.4h26) District.

The proposed DC District ensures the provision of publicly accessible park space of a size (0.589 hectares) that corresponds with the Deferred Reserve Caveat registered on title. At this time the exact layout of the overall site, and the associated open space(s) are not known, so a DC District is utilized to ensure that open space is provided once the concept for the site is finalized. The proposed DC District is intended to provide flexibility to the landowner while ensuring that any open space developed on the parcel, whether publicly or privately owned, is designed in a manner that will maximize public accessibility, visibility, and usability. To do so, the proposed district includes rules specifying the required public street frontage in order to ensure a uniform park shape and adequate frontage. The proposed district also includes a relaxation clause for policies contained within this section in order to allow for alterations once the intricacies of the design are known as long as the overall intent is achieved.

The proposed DC District would also include two sites:

- Site 1, based on the M-H1 District, would facilitate multi-residential developments in a variety of buildings forms, a maximum floor area ratio of 2.5 and maximum height of 26 metres; and
- Site 2, based on the C-C2 District, would facilitate a commercial and mixed-use development with a maximum floor area ratio of 3.0 and a maximum building height of 35.0 metres.

The proposed C-C2 District is intended to include a future grocery and liquor stores and car wash and gas bar development with a maximum height of 26 metres.

It should be noted that standalone multi-residential in the C-C2 District would require a bylaw relaxation at the development permit review stage.

Density

Within the previously approved East Silverado outline plan (LOC2009-0102) no residential units were anticipated within the lands designated C-C2 or CN-2. The 0.10 hectare M-G parcel would permit a maximum of 8 units (maximum 80 units per hectare). In contrast, the proposed redesignation anticipates approximately 157 units per hectare, which would result in accommodating approximately 1,205 units across the entire application area. As such, the proposal can be seen as a positive improvement for the community's growth and sustainability by not only facilitating a wide range of commercial development but also including a higher intensity of multi-residential development which will allow afford the opportunity for more residents to live within the community and for more housing opportunities and choice for residents who already reside within the community.

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Development and Site Design

Administration requested that the applicant submit a concept plan in support of the proposed land use redesignation in order to evaluate and ensure that a future development will be compatibly developed in the context of the immediately surrounding area, as depicted in Attachment 4.

City Wide Urban Design reviewed the application, provided comments, and recommended that the subject application be reviewed by the Urban Design Review Panel (UDRP). The Panel found the proposed concept (regarding the added density, uses, and location of those uses) appropriate to best-practice. Primary UDRP comments focused on eliminating north-south vehicle short-cutting and reinforcing pedestrian desire lines to improve pedestrian safety and overall site connectivity.

The complete assessment from UDRP can be found attached to this report (Attachment 5). The comments received from the UDRP in response to the proposed land use redesignation and concept plan, along with recommendations from Administration, have already contributed to revisions to the concept plan submitted by the applicant (Attachment 4) and will continue to assist in the review of future development permits.

Environmental

No Environmental Site Assessment was required as there are no known environmental concerns.

A Biophysical Impact Assessment was completed for the subject lands associated with LOC2009-0102 and no wetlands or other environmental concerns were identified.

Transportation

The subject lands are bordered by two arterial roadways (Sheriff King Street S and 194 Avenue SE) providing connections to the regional transportation network of Stoney Trail, Macleod Trail SE and Spruce Meadows Way SW.

Access to the subject lands is from Silverton Way SE: roundabout (all turns access); and 194 Avenue SE (right-in/right-out only).

The future Red Line LRT station in Silverado will be located approximately 800 metres east of the subject lands and will be accessed via a 3 metre regional pathway on the north side of Silverton Way SE and a sidewalk on the south side.

Public transit in the area continues to be reviewed as developments are completed. The subject lands will be serviced by both the future LRT station and adjacent bus stops. The bus stop locations will be further refined at the time of development permit.

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A Transportation Impact Assessment (TIA) was not required as part of the subject application. This is due to both the location of the subject lands (within proximity of the future LRT station) and an existing comprehensive TIA previously prepared for the West Macleod area.

A localised TIA will be required as part of future development on the subject lands to confirm transportation details affecting the subject lands.

Utilities and Servicing

Water main connection (400 millimetres) is available from 194 Avenue SE, sanitary sewer connection is available from 194 Avenue SE and storm sewers are currently unavailable. This site has a zero release rate until the Priddis Slough outfall structure is completed. It is scheduled to be completed by 2021 (subject to funding and Alberta Environment and Parks approval). Silverado East Pond cannot discharge to Priddis Slough until the outfall structure is in place.

Site specific stormwater management solutions will be considered at the development permit.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to stakeholders and noticed posted within visible locations on the subject site. Notifications were sent to adjacent landowners and the application was advertised online.

The Silverado Community Association was circulated on this application and responded indicating they did not have any concerns regarding the proposed application (Attachment 6).

One letter was received from a citizen who indicated concerns with the following items:

- light pollution – lights should be directed downwards in order to protect nearby residents and the Rothney Observatory;
- that the gas bar will create noise with idling cars – perhaps the development would be better suited further east on 194 Avenue SW; and
- heights of buildings - should be less than 3 storeys.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. As mentioned, the applicant has submitted a concept site plan, which has been informed by comments from Administration and the UDRP. Further discussion on items such as site planning, building design and location, landscaping and lighting will be discussed during the development permit review process.

The applicant, in consultation with Administration and the Silverado Community Association, held a public open house in the community on 2018 December 05. The event was advertised two weeks prior with signage posted along Sheriff King Street S at the entrance to the community, and posted on the Community Association's Facebook page. The open house was framed as an information session, although the public was encouraged to provide feedback on

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the conceptual plan and appropriateness of the land use redesignation. Approximately 15 people attended and the general sentiment from attendees was support for the project. Specifically, for the gas bar as there are none in the community. The attendees also supported the land uses proposed and general layout of the conceptual plan.

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

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan* (SSRP) which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment 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 – 2019)

The subject site is located within the Residential - Developing - Planned Greenfield with Area Structure Plan (ASP) area as identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). The ASP for Planned Greenfield Areas, in existence prior to adoption of the MDP, are recognized as appropriate policies to provide specific direction for development of the local community. The proposal's scope and intensity will create a range of housing opportunities and choices, and provide a mix of housing types and ownerships in the same neighbourhood, which is in greater alignment than the existing land use with relevant MDP policies.

South Macleod Trail Regional Policy (Non-Statutory – 2007)

The subject land is located within the Residential Area on Map 3 – Land Use Concept in the *South Macleod Regional Policy Plan*. All forms of residential uses are encouraged and a diversity of housing shall be provided within each residential community in the Residential Area. Compatible and complementary uses will also be encouraged, such as institutional, recreational and commercial.

The proposed land use amendment will provide a diversity of housing opportunities and align with relevant policies in the *South Macleod Regional Policy Plan*.

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Southwest Community 'A' and Employment Centre / Mixed-Use Area Structure Plan (Statutory – 2004)

Portions of the subject lands are located within the Residential Redevelopment Area and Core Commercial Centre on Map 2 – Land Use Concept in the ASP. The Residential Redevelopment Area is intended to accommodate low density residential development and may also contain medium density residential, high density residential, recreational, institutional and local commercial uses. Planning policies are also included to provide development direction in the Residential Redevelopment Area.

The Core Commercial is identified as a thriving area anchored by a retail centre that provides goods and services sufficient to meet residents' daily needs and surrounded by higher densities. The Core Commercial is also considered as integral to the community's development and should contain a cohesive grouping of commercial and multi-residential development. As such, the proposed land use which would facilitate a comprehensive mixed-use and commercial development is deemed to be in greater alignment with the above noted policies than the current land uses for the subject lands.

Social, Environmental, Economic (External)

The proposed land uses would allow for a wider range of housing types and commercial uses than the existing M-G District and C-N2 District. As such, the proposed changes can be seen as being able to better accommodate the housing and servicing needs of different age groups, lifestyles and demographics. Further the proposal is in closer alignment with MDP policies than the current land uses as the commercial and mixed-use districts will facilitate transit supportive development near a future LRT station.

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.

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REASON(S) FOR RECOMMENDATION(S):

The proposal conforms to the *Southwest Community 'A' and Employment Centre / Mixed-Use Area Structure Plan* as amended and is in keeping with applicable policies of the *Municipal Development Plan*. The proposed land use amendment would allow for a comprehensively planned mixed-used development, transit supportive development near a future LRT station, a range of commercial opportunities and choices and provide a mix of housing types in the same neighbourhood.

ATTACHMENT(S)

1. Approved Outline Plan, LOC2019-0102
2. Applicant's Submission
3. Proposed DC Direct Control Guidelines
4. Concept Plan of a Future Development
5. Urban Design Review Panel Comments
6. Community Association's Letter