

Planning & Development Report to
Calgary Planning Commission
2019 October 17

ISC: UNRESTRICTED
CPC2019-1236

Road Closure and Land Use Amendment in Rangeview (Ward 12), at multiple addresses, LOC2018-0088

EXECUTIVE SUMMARY

This road closure and land use amendment application was submitted by B&A Planning Group on behalf of the landowner Trafford Titleco Ltd, managed by Genstar, on 2018 April 20. The application proposes the closure of a portion of 72 Street SE as well as the redesignation of approximately 130.5 hectares (322.4 acres) of land in the community of Rangeview to allow for:

- a residential neighbourhood with a retail centre, two neighbourhood activity centres, a middle school and a community association site (C-C2f0.5h10 and S-SPR Districts);
- an anticipated total of 2,835 residential units in a variety of housing options (R-1N, R-G, R-Gm, M-2, MU-1f2.0d154h16 Districts); and
- approximately 12.9 hectares (31.9 acres) of land dedicated as Municipal Reserve (MR) for a middle school and community association site (S-SPR).

The proposed land use amendment serves to implement the objectives of the *Rangeview Area Structure Plan (ASP)* and the *Municipal Development Plan (MDP)*, providing a subdivision plan for the future development of the site, in collaboration with the associated outline plan (CPC2019-1155) and street naming application (CPC2019-1068).

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ADMINISTRATION'S RECOMMENDATION:

That Calgary Planning Commission recommends that Council hold a public hearing, and:

1. **ADOPT**, by bylaw, the proposed closure of 1.54 hectares \pm (3.8 acres \pm) of road (Plan 1911178, Area 'A') adjacent to and between the NW1/4 Section and NW1/4 Section 15 within TWP 22 RGE 29 W4, with conditions (Attachment 1); and
2. Give three readings to the proposed closure bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 130.5 hectares \pm (322.4 acres \pm) located at 19610 and 20706 – 72 Street SE (W1/2 Section 14-22-29-4) from Special Purpose – Future Urban Development (S-FUD) District and Undesignated Road Right-of-Way **to** Residential – Narrow Parcel One Dwelling (R-1N) District, Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-Gm) District, Multi-Residential – Medium Profile (M-2) District, Mixed Use - General (MU-1f2.0d154h16) District, Commercial – Community 2 (C-C2f0.5h10) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – City and Regional Infrastructure (S-CRI), and Special Purpose – Recreation (S-R) District; and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 20019 OCTOBER 17:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed closure of 1.54 hectares \pm (3.8 acres \pm) of road (Plan 1911701, Area 'A') adjacent to and between the NW1/4 Section and NW1/4 Section 15 within TWP 22 RGE 29 W4, with conditions (Attachment 1); and
2. Give three readings to **Proposed Bylaw 14C2019**.
3. Adopt, by bylaw, the proposed redesignation of 130.5 hectares \pm (322.4 acres \pm) located at 19610 and 20706 – 72 Street SE (W1/2 Section 14-22-29-4 Plan 1911701, Area 'A') from Special Purpose – Future Urban Development (S-FUD) District and Undesignated Road Right-of-Way to Residential – Narrow Parcel One Dwelling (R-1N) District, Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-Gm) District, Multi-Residential – Medium Profile (M-2) District, Mixed Use - General (MU-1f2.0d154h16) District, Commercial – Community 2 (C-C2f0.5h10) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – City and Regional Infrastructure (S-CRI), and Special Purpose – Recreation (S-R) District; and
4. Give three readings to **Proposed Bylaw 235D2019**.

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PREVIOUS COUNCIL DIRECTION / POLICY

On 2018 July 30 at the Combined Meeting of Council, Report C2018-0585 was presented regarding growth management overlay (GMO) removals for eight communities, including communities within the *Rangeview ASP*. Council held a Public Hearing and gave three readings of Bylaw 55P2018, removing portions of the Rangeview GMO that affected the subject lands. As such, the subject lands no longer have a GMO and can proceed with development approvals.

BACKGROUND

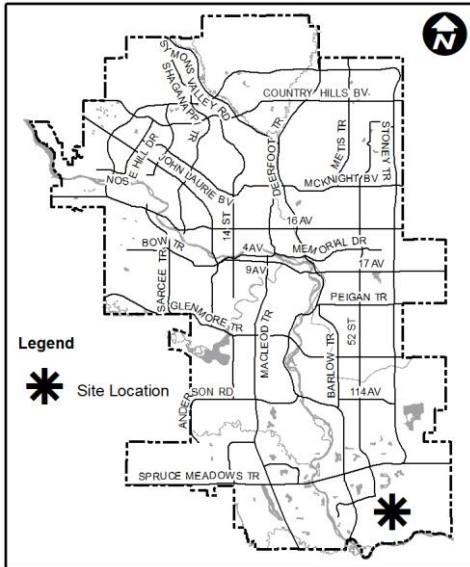
This application is for a road closure, land use amendment, and corresponding outline plan in the community of Rangeview. It was submitted on 2018 April 20 by B&A Planning Group on behalf of the landowner Trafford Titleco Ltd, managed by Genstar. At the time of the application's submission, the majority of land within the *Rangeview ASP* was subject to the GMO. The Overlay was lifted at the Combined Meeting of Council on 2018 July 30, three months after the application was submitted.

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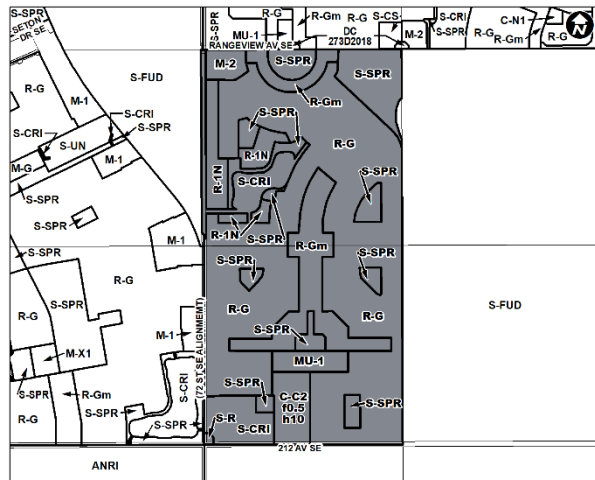
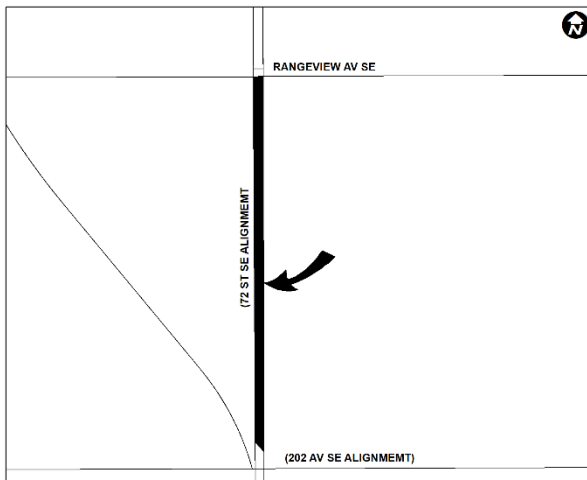
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Location Maps



Road Closure Map

Proposed Land Use Map



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Site Context

The plan area is located in Calgary's southeast, approximately 20 kilometres south of Calgary's city centre. The site, which comprises an area of approximately 130.5 hectares (322.4 acres), is bound to the north by the vacant lands for which Section 23's residential neighbourhood of Rangeview was approved in 2018. To the south, beyond the 212 Avenue SE right-of-way, is the proposed *Ricardo Ranch Area Structure Plan*, which was given first reading by Council on 2019 July 29. To the east, the plan area is bound by the 88 Street SE right-of-way, with lands beyond owned by WestCreek Developments Ltd, still subject to the GMO. Lands west of the plan area are owned by Brookfield, with an approved outline plan and the partially developed urban district of Seton located beyond.

The lands have historically been used for agriculture and are generally characterized by flat to slightly undulating topography with localized depressions associated with historical glacial movement. The lands contain a range of seasonal and temporary marsh wetlands.

The proposed neighbourhood is presently located approximately 650 metres southeast of the nearest fully developed road – 52 Street SE, in Seton. Once constructed, 52 Street SE will connect to the midpoint of the western boundary of the plan area.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This road closure, land use amendment, and associated outline plan (CPC2019-1155), will facilitate the development of a wide range of residential, local commercial, recreational and mixed-use development that will contribute to the growth of the Rangeview as a complete community, as envisioned by the policies of the MDP and the *Rangeview ASP*.

Planning Considerations

As part of the review of this application, several key factors were considered by Administration, including the alignment with relevant policies, and the appropriateness of the land use districts in allowing for a complete community. The following sections highlight the scope of technical planning analysis conducted by Administration.

Road Closure

This application proposes to close a 1.54 hectare ± portion of 72 Street SE road right-of-way, in accordance with Attachment 4, and redesignate the land to the Special Purpose – City and Regional Infrastructure (S-CRI) District as a Public Utility Lot (PUL). The right-of-way is unpaved and is presently used as informal access for landowners south of the plan area. The Proposed Road Closure Conditions (Attachment 1), access to lands that are only accessible via the 72 Street SE right-of-way are required to be maintained via an alternate access road.

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Land Use

This application proposes to redesignate the subject lands from Special Purpose – Future Urban Development (S-FUD) District and undesignated road right-of-way to:

- Residential – Narrow Parcel One Dwelling (R-1N) District;
- Residential – Low Density Mixed Housing (R-G) District;
- Residential – Low Density Mixed Housing (R-Gm) District;
- Multi-Residential – Medium Profile (M-2) District;
- Mixed Use - General f2.0d125h16 (MU-1f2.0d154h16) District;
- Commercial – Community 2 f0.5h10 (C-C2f0.5h10) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District;
- Special Purpose – Recreation (S-R) District; and
- Special Purpose – City and Regional Infrastructure (S-CRI) District.

The above districts are located strategically throughout the plan area, with districts that allow for higher densities located in proximity to those that can provide for commercial, recreational and community service uses. Transit routes were also considered in the placement of districts.

Low density housing forms are provided by the R-1N, R-G and R-Gm Districts. The R-G and R-Gm Districts accommodate a wide range of low density residential development in the form of single detached, semi-detached, and duplex dwellings, as well as rowhouse buildings. Secondary suites are also allowed within all of these housing forms.

The R-Gm District is utilized to provide certainty on the degree of intensity, and non-single family housing form, throughout the neighbourhood. As single detached dwelling is a discretionary use in the R-Gm District, semi-detached dwellings and rowhouse buildings are, as permitted uses, encouraged. The R-1N District, on the other hand, identifies locations for the placement of single detached dwellings on narrow, laneless lots on residential streets, specifically within the northwest portion of the neighbourhood.

Multi-residential development is accommodated under the M-2 and MU-1f2.0d125h16 Districts, located in the northwest and south-central portion of the plan area, respectively. Through the application review process, it was determined that the anticipated density for the M-2 District is 20.8 units per hectare, which would allow for approximately 178 units over the 1.4 hectare \pm (3.56 acre \pm) site. The 2 hectare \pm (3.6 acre \pm) mixed-use district will allow for a density of 125 units per hectare (approximately 244 units) with a maximum height of 16 metres. Further, the MU-1 District allows for commercial uses to occur within a building.

The C-C2 site is intended to provide additional small to mid-scale commercial development at the southern terminus of Rangeview Street SE, within the community retail centre, located in accordance with the *Rangeview ASP*. The commercial site is located adjacent to the southern Neighbourhood Activity Centre, the storm pond, Municipal Reserve land and residential districts.

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Throughout the planned neighbourhood, non-residential land use districts include the Special Purpose – City and Regional Infrastructure (S-CRI) District that allows the reconstructed wetland to act as the naturalized storm pond for the plan area. This S-CRI District accommodates the storm water forebays and maintenance access easements that are required to service the subject plan area. The Special Purpose – School, Park and Community Reserve (S-SPR) District, as Municipal Reserve, is dispersed throughout the proposed neighbourhood, accommodating a 4.85 hectare public middle school, 12 neighbourhood parks and a local pathway system around the central reconstructed wetland. The Special Purpose – Recreation (S-R) District is located in the southwest corner of the plan area, in order to allow for a community entrance feature.

Subdivision Design

The proposed subdivision design (Attachment 3), which comprises approximately 130.5 hectares (322.4 acres), generally follows a modified grid street pattern that allows for a variety of housing forms with a combination of laned and non-laned product types. Rangeview Street SE, a modified primary collector, forms the main north-south thoroughfare into and out of the neighbourhood, connecting to the approved outline plan for Section 23's neighbourhood to the north, and the proposed *Ricardo Ranch Area Structure Plan* to the south. Rangeview Street SE enters the neighbourhood at the northeast corner of the plan area, running alongside the middle school and fronting low density residential lots, through the neighbourhood's internal round-about, parks and finally the southern neighbourhood activity centre. The street's cross section changes from north to south, however maintains at a minimum a multi-use pathway on one side and a 3.0 metre mono walkway on the other, allowing for multiple modes of transportation. The northwest collector road, 202 Avenue SE, connects the neighbourhood to Brookfield's outline plan in Seton to the west, and the unplanned and undeveloped lands owned by WestCreek Developments Ltd to the east.

The modified cross sections have been designed in an attempt to eliminate all pedestrian and cyclist injuries in the neighbourhood, as the first Vision Zero Community in Calgary, as indicated in the Applicant's Submission in Attachment 2. This will be achieved by relocating bike lanes on all thoroughfares to a pathway system that is separated from cars by tree lined, widened boulevards and overall narrower rights-of-way. Further, where a lane exists on a collector road or higher, front garages have been limited to improve the residential street interface and access conditions. A restrictive covenant will be registered against these parcels through a condition on the outline plan application.

The application proposes approximately 12.9 hectares (31.9 acres) of land as Municipal Reserve (MR) for public parks, a community association site and for a CBE middle school, which constituted 10 percent of the plan area's Gross Developable Area (GDA). Site Planning Team reviewed and approved the location and concept plan of the school site.

Neighborhood parks are strategically located throughout the plan area, each interconnected through sidewalks, local, regional or multi-use pathways. Linear MR land is proposed around a storm pond, creating major naturalized open space for the north portion of the plan area. As the

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nexus to and bridge between the adjacent and subject communities, the community association site is of adequate size to potentially accommodate community association buildings and on-site parking, as well as a variety of active or passive recreational uses. The final programming and design of the site will be determined by the future community association. The other neighbourhood parks provide both programmed and open play areas, offering diverse recreational opportunities for residents of different age groups.

Overall, the subdivision design, coupled with the proposed land use districts will allow for the development of a neighbourhood that realizes the goals of the MDP; a complete community which offers a range of residential products that have ample access to outdoor recreational space, environmental spaces, different modes of transportation, community facilities, and commercial services. Further, the block layout also supports the intensification of the neighbourhood over time by accommodating a variety of built forms. Anticipated lot widths vary from 6.1 metres for rowhouse buildings in the R-G/R-Gm District up to 10.4 metres for single detached dwellings in the R-G District.

Density / Intensity

In accordance with the MDP, the *Rangeview ASP* requires a minimum residential density of 20 units per gross residential hectare (8 units per acre) in each of the ASP's ten neighbourhoods. Based on the statistics of the corresponding outline plan (CPC2019-1155), the application proposes an anticipated density of 22 units per hectare (8.9 units per acre) exceeding the minimum policy requirement.

This proposed subdivision makes up approximately one third of Community B, constituting half of neighbourhoods eight and ten, as identified in the ASP. The MDP and *Rangeview ASP* minimum intensity target of 60 people and jobs per gross developable hectare is exceeded. The proposed intensity for the neighbourhoods is 74 people and jobs per gross developable hectare, exceeding the ASP requirement.

Within the Neighbourhood Activity Centres (NACs), the MDP and ASP requires a minimum intensity of 100 people and jobs per gross developable hectare. The proposed application provides an anticipated intensity of 112 people and jobs per gross developable hectare for the northern NAC, and 169 people and jobs per gross developable hectare for the southern NAC, exceeding the ASP requirement.

The proposed subdivision and land use designations provide for development that can exceed both the MDP and the ASP minimum density and intensity targets.

Environmental

A Biophysical Impact Assessment (BIA) report was submitted as part of this application, which identified all wetlands within the plan area as either Class II or III. Through the development of the outline plan, the prospect of incorporating the existing wetlands into the neighbourhood design was explored, however the ultimate decision was made to remove these wetlands. The

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decision to not retain the largest wetland in the north portion of the plan was due to several factors, including stormwater planning, post-development water sources in urban settings, and grading constraints.

To mitigate the loss of these wetlands, the plan and BIA report indicate that all storm ponds in the plan area will be naturalized, introducing emergent wetland plantings to provide wetland habitat and functions in the post-development scenario. The existing wetland soils will be reused to retain the natural wetland seed bank, encouraging the propagation of existing wetland plant species in the area and to reflect the biodiversity currently on site. As per the Water Act, disturbance or removal of the wetlands are subject to provincial approval

No significant concerns were identified through the Environmental Site Assessment from the previous agricultural uses on the site. Several small buildings, soil stockpiles, water wells, and a storage tank were observed on the site in the past. Further investigation and possible minor remediation associated with those previous uses, as may be required, will be addressed through the standard processes with Alberta Environmental and Parks at the time of development.

Transportation

Regional Street Network

The regional street network consists of Rangeview Avenue SE, classified as a Neighbourhood Boulevard that borders the northern edge of the site, 52 Street SE, classified as an arterial / Urban Boulevard roadway that borders the western edge of the site, and 212 Avenue SE, which is classified as an arterial roadway that borders the southern edge of the site. Global and Local Transportation Impact Assessments (TIAs) were reviewed and the off-site and on-site transportation network requirements were determined.

Outside of the plan boundary, but related to the area, the construction of 212 Avenue SE from Deerfoot Trail to the east edge of the site will be required to support this development. Within the City network, 88 Street SE is classified as a skeletal roadway from south of Stoney Trail SE to south of 196 Avenue SE, and construction of a four-lane cross-section is planned to start in 2020/2021. The ultimate build-out of the site will be reliant on the construction of 88 Street SE.

Local Transportation Network

The community has multiple accesses from Rangeview Avenue SE, 52 Street SE and 212 Avenue SE, which distribute the local traffic effectively and evenly. The planned internal streets have unique characteristics, with east-west and north-south pathway which provides active mode connections to the open spaces which are the focal point of the plan area. Multi-use pathways and sidewalks are provided on both sides of the streets, promoting accessibility within the plan area. The proposed active transportation network includes regional pathways, local pathways, and multiuse pathways which allow for bicycle and pedestrian connectivity. Customized road cross-sections have been utilized to accommodate unique circumstances and

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requirements, such as wider 3.0 metre multi-use pathways, mono-sidewalks adjacent to schools, and connections to the open space network.

Transit

The future Green Line LRT Station will be located approximately two kilometres west of the plan area, in the community of Seton. Transit service for the community will be provided along east-west corridors (Rangeview Avenue SE, 202 Avenue SE and 206 Avenue SE), and north-south corridors (52 Street SE, Rangeview Way SE and Rangeview Street SE).

Utilities and Servicing

The proposed neighbourhoods are located within an area of Rangeview that had the GMO removed in 2018. As such, the site does not yet have servicing available. Servicing can be provided with some developer funded extensions to the site in combination with City-funded infrastructure installations estimated to be constructed in the 2019 to 2022 time period.

Sanitary Infrastructure

Sanitary servicing will be provided through connections to the future Rangeview Sanitary Trunk Sewer, to be constructed by The City along 212 Avenue SE and 52 Street SE (former 72 Street SE right-of-way). Interim servicing has not been proposed, as the anticipated development timing for the proposed neighbourhoods is aligned with the projected schedule for the sanitary trunk completion.

Storm Infrastructure

Storm servicing is proposed to be provided through the construction of on-site stormwater management ponds with controlled discharge in the southwest corner of the site to the future Rangeview stormwater trunk sewer that will be constructed by The City (which will include a new outfall to the Bow River). If development is proposed to proceed prior to the City's installation of the new stormwater trunk and outfall, an interim solution to manage and contain the stormwater on site will be required.

Water Infrastructure

Water is not immediately available to service the proposed development. If development of the adjacent communities to the west (Seton) and north (Mahogany and Rangeview) proceeds, connections will be available to service these lands. This area will also be supported by the future water feeder main to be constructed by The City along 212 Avenue SE. If development is proposed to proceed prior to connections being available adjacent to the site, the Developer will be required to acquire rights-of-way and provide multiple off-site water main extensions as needed at the time to provide adequate connections to service the site. Currently, the closest water main is located within 52 Street SE, approximately 700 metres northwest of the site.

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Fire Infrastructure

Emergency services will initially be provided from the nearby Seton Fire Hall. Notwithstanding, the required roadway connections to service the plan area (within the Council Approved Standard for 7 and 11 minute Fire response) do not presently exist. As these connections will go through other development lands, there is currently no confirmed schedule for their dedication and construction. If the required roadways are not available at the time of development, the Developer will be required to acquire and construct the off-site roadway connections. The proposed neighbourhoods will also be serviced by the future fire station located at the northeast corner of the plan area, along Rangeview Avenue SE, as a small portion of this plan area may be currently located outside the Council Approved Standard for 7 and 11 minute Fire response. There is currently no confirmed budget/schedule to construct this future station. If the future fire station is not available at the time of development for potentially affected portions of the plan area, interim servicing solutions may be considered.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted in the developed area of Seton. Notification letters were sent to adjacent land owners and the application was advertised online.

There is no Community Association for the subject area, and no letters from adjacent landowners or the general public were received.

Applicant-led public engagement was not deemed to be necessary given the greenfield nature of the plan area, and the lack of any existing neighbours.

Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to the associated land use amendment and road closure, will be posted in developed areas near the 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 recommendation by Administration in this report has considered and is aligned with the policy directions of the *South Saskatchewan Regional Plan* 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 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.

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Municipal Development Plan (Statutory – 2009)

The MDP identifies the plan area as Future Greenfield, which are generally large areas of land that are identified for future urban development, that do not have an approved ASP in place. In this instance, the plan area does have an approved ASP in place. The MDP will be updated to reflect this with upcoming 2020 MDP updates. As such, review of the proposed application will be against the policies for Planned Greenfield with ASP. The land use policy for Planned Greenfield with Area Structure Plan states:

“The ASPs 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 *Rangeview ASP* was approved September 2014 for this area. The ASP has been developed to implement the strategic goals and objectives set out in the MDP. The detailed policies and guidelines in the ASP were developed through consultation involving landowners, developers, the existing communities, Administration, school boards, and other stakeholders. These detailed policies and guidelines are used to guide outline plan/land use amendment application decisions.

The New Community Planning Guidebook (Volume 2, Part 1 of the MDP)

The New Community Planning Guidebook (the Guidebook) forms part of the MDP and comprises policies to provide implementation-level guidance that is to be applied in conjunction to Area Structure Plans that reference it. The Guidebook was adopted by Council in 2014 February 11. As the Guidebook was adopted prior to adoption of the *Rangeview ASP*, the Guidebook forms the core of the ASP.

Rangeview Area Structure Plan (Statutory – 2014)

In accordance with the *Rangeview ASP*, the plan area forms part of two of Rangeview's southern neighbourhoods within Community B. Community B comprises six neighbourhoods within the eastern half of Rangeview and anticipates 26,500 people and 1,800 jobs. The plan area is identified as forming parts of Neighbourhoods eight and ten. Map 2: Land Use Concept identifies a number of elements that are to be located within Neighbourhoods eight and ten, including:

- Community Retail Centre;
- Two Neighbourhood Activity Centres;
- Joint Use Site (Middle School);
- Community Association Site;
- Environmental Open Space Study Area; and
- Regional Pathways and Green Corridors.

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All of the above elements have been included in the plan area, in accordance with the policy. The proposed subdivision and land use designations of the neighbourhoods will contribute to the complete community of Rangeview, which includes a full range of housing types, commercial, recreational and institutional uses, as well as public green spaces.

Social, Environmental, Economic (External)

The proposed subdivision and land use designations enable the continuation of development in the community of Seton and Rangeview and provide a future framework for a mix of housing types to support a broad cross section of the population. The development of these lands will enable a more efficient use of land and infrastructure, including the future Seton LRT Station, supporting surrounding uses and amenities while introducing additional amenities to the area.

Financial Capacity

Current and Future Operating Budget

A large portion of operating costs required to service the proposed development are included within the current operating budget. As development proceeds, the provision of other City services such as roads, transit, parks and waste and recycling would have an operating budget impact at such time as they are provided. Projected operating costs for this development during 2019-2022 have been included in the One Calgary service plan and budget.

Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. The capital investment required to construct and upgrade the required local infrastructure will be funded entirely by the developer. The proposed development will leverage existing City funded capital investment and will require additional utility and transportation infrastructure that has been included in the 2019-2022 budget cycle. This additional infrastructure will be funded by The City and through off-site levies paid by developers.

Risk Assessment

There are no risks associated with this proposal.

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REASON(S) FOR RECOMMENDATION(S):

The proposed road closure and land use redesignation is aligned with the policies of the *Rangeview Area Structure Plan*, exceeding density and intensity targets. The plan also advances the policies of the *Municipal Development Plan*, creating the foundation for a complete community that considers the future residents' experience. The proposed subdivision design supports the associated land use redesignation to various districts that accommodate residential, commercial and recreational development throughout the plan area.

ATTACHMENT(S)

1. Proposed Road Closure Conditions
2. Applicant's Submission
3. Proposed Outline Plan
4. Registered Road Plan
5. Proposed Land Use District Map
6. **Proposed Bylaw 14C2019**
7. **Proposed Bylaw 235D2019**