

Planning & Development Report to
Calgary Planning Commission
2020 January 23

ISC: UNRESTRICTED
CPC2020-0032

Road Closure and Land Use Amendment in Springbank Hill (Ward 6) at multiple addresses, LOC2017-0386

EXECUTIVE SUMMARY

This application was submitted on 2017 December 20 by Stantec Consulting on behalf of Willowhurst Market LTD and The City of Calgary. This application proposes a land use redesignation of approximately 8.05 hectares (19.88 acres) on three contiguous residential acreage parcels in the southwest community of Springbank Hill. The proposed land use redesignation and associated outline plan application accommodate the comprehensive development and subdivision where there was traditionally fragmented ownership, including:

- residential and commercial developments of up to 20 metres in height (5 to 6 storeys) where the existing land use districts limit this site to country residential development;
- the accommodation of residential and commercial uses and built forms envisioned within a Neighbourhood Activity Centre;
- approximately 1.32 hectare (3.26 acres) of medium density building forms comprising of apartment buildings (DC/M-2);
- approximately 0.76 hectares (1.88 acres) of Municipal Reserve (MR) in the form of neighbourhood parks and open spaces (S-SPR);
- the closure of existing road right-of-way (portion of 81 Street SW) that is to be consolidated with a proposed commercial parcel; and
- future dedication of LRT right-of-way for the extension of the Blue Line (S-CRI), west of 69 Street Station.

This application has been applied for with the support of a related outline plan application (CPC2020-0033) to provide the future subdivision layout for the site's development. Conditions have been incorporated into the outline plan to effectively address the site's development. The proposed land use amendment has been developed in accordance with the policies of the *Springbank Hill Area Structure Plan*.

This application is also being considered in concert with a neighbouring land use amendment and outline plan application in close proximity (to the southwest) within the Springbank Hill community (CPC2020-0030 and CPC2020-0031). This proposal accommodates a low density residential development comprised of 170 dwelling units comprised of 139 low-density residential parcels and one multi-residential development parcel.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed closure of 0.39 hectares \pm (0.99 acre \pm) of road (Plan 1912529, Area 'A'), adjacent to 8259 - 17 Avenue SW with conditions (Attachment 1); and
2. Give three readings to the proposed closure bylaw.
3. **ADOPT**, by bylaw the proposed redesignation of 8.44 hectares \pm (20.85 acres \pm) located at 7955, 8181 and 8259 – 17 Avenue SW and the closed road (Plan 3056AC, Blocks 14 to 16; Plan 2747HB, Block 31; Plan 1912529, Area 'A') from DC Direct Control District and Undesignated Road Right-of-Way to Commercial – Community 2 f1.0h20 (C-C2f1.0h20) 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 medium density residential development with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

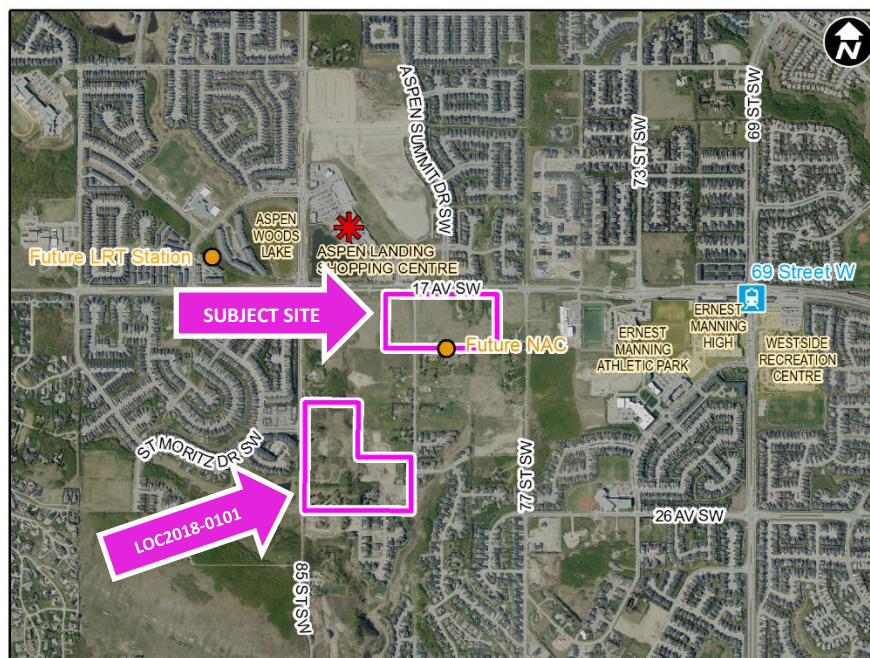
None.

BACKGROUND

Stantec Consulting, on behalf of Willowhurst Market LTD and the City of Calgary, submitted the subject application along with the associated outline plan (CPC2020-0033) on 2017 December 20 and have provided a summary of their proposal in the Applicant's Submission (Attachment 3). The application was submitted six months after the *Springbank Hill Area Structure Plan (ASP)* was approved by Council in June 2017.

No development permit applications associated with the proposed land use amendments have been submitted.

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Site Context

The application area is situated in the southwest quadrant of the city. This site is located adjacent and south of 17 Avenue SW and one parcel over to the east of 77 Street SW, spanning across one existing parcel east of 81 Street SW. The 69 Street LRT Station is located approximately 1.5 kilometres to the east of the site along 17 Avenue SW. Low density residential and commercial development exist across the subject site; north of 17 Avenue SW, in the community of Aspen Woods. All parcels forming the site are located within the *Springbank Hill Area Structure Plan (ASP)*.

The application area is currently comprised of three contiguous residential acreages, located at 7955, 8181 and 8259 - 17 Avenue SW. The site, totalling 8.05 hectares (19.88 acres), spans approximately 400 metres on its east-west axis and is roughly 200 metres running north-south. These contiguous parcels have existed as residential acreages since its development prior to the 1950s. These parcels have been owned by separate private individuals throughout its history until 2016 when they were purchased by the current landowner. The application area generally slope upwards to the east and slopes down to the south. Several piles of debris and building materials exist throughout the site where the original dwelling (two storey home) was demolished.

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.

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Figure 1: Community Peak Population

Springbank Hill	
Peak Population Year	2018
Peak Population	10,052
2019 Current Population	9,938
Difference in Population (Number)	-2.2%

Source: The City of Calgary 2019 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 and associated outline plan application will accommodate medium density residential and commercial development including the dedication of Municipal Reserves (MR) and lands accommodating future regional public infrastructure (extension of LRT – Blue Line). The implementation of the ASP's vision is being undertaken within the fragmented ownership structure of Springbank Hill; bearing a wide array of visions amongst many different landowners. Thus the land use policies of this ASP provides one unifying vision guiding the collaboration of many different visions amongst all stakeholders. This proposal represents one of many applications that help implement the vision of this community's stakeholders; achieving Council's vision for a cohesively planned community.

Planning Considerations

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

Road Closure

A 0.39 hectare (0.99 acre) portion of the 81 Street SW right-of-way is proposed to be closed with this application (Attachment 4). The to-be-closed road right-of-way is proposed to be redesignated to Commercial – Community 2 f1.0h20 (C-C2f1.0h20) District and consolidated with adjoining parcels of the same district.

Land Use

The subject site is currently designated DC Direct Control District (Bylaw 12Z96) that accommodates country residential development. Its purpose is to maintain the character of the existing rural residential neighbourhood by establishing minimum size of parcels to be created through future subdivisions.

The subject site is proposed to be redesignated to various land uses that accommodate urban development typologies and building forms. Additionally, a portion of 81 Street SW (between 17 Avenue SW and 19 Avenue SW is to be closed and to form part of the commercial parcel on the western half of the site. A new modified primary collector (80 Street SW), is proposed to be

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dedicated that provides an alignment with Aspen Summit Drive north of 17 Avenue SW, and a new north-south connection to 19 Avenue SW.

The proposed redesignation is supported by the policies of the *Springbank Hill ASP*. The proposed redesignation will accommodate development on the subject site that implements the ASP's vision to form the Neighbourhood Activity Centre (NAC) for the community of Springbank Hill.

This land use amendment application (Attachment 5) proposes to redesignate the subject lands from DC Direct Control District ([Bylaw 12Z96](#)) to the following districts:

- Commercial – Community 2 f1.0h20 (C-C2f1h20) District;
- DC Direct Control District (based on the M-2 District);
- Special Purpose – City and Regional Infrastructure (S-CRI) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) District.

Commercial – Community 2 f1.0h20 (C-C2f1h20) District

The western half of the subject site (approximately 3.98 hectares or 9.84 acres) is to be redesignated to the Commercial – Community 2 f1.0h20 (C-C2f1h20) District. The purpose of this district is to accommodate large commercial developments that are on the boundary of several communities. This area of the subject site is intended to provide for the most intense commercial uses and largest job concentration within the Springbank Hill Community. A maximum floor area ratio of 1.0 and building heights up to 20 metres form part of the parameters for buildings forms allowed in this district.

DC Direct Control District

A 1.32 hectare (3.26 acre) portion of the site located between the commercial (C-C2) and open space areas (S-SPR) is to be redesignated to a DC Direct Control District with a base of Multi-Residential – Medium Profile (M-2) District. The rules of the M-2 District apply in the proposed DC District, with an additional rule that allows for buildings up to 20 metres, four metres above the 16 metres maximum height allowed in the M-2 District. This rule is intended to accommodate slope-adaptive built forms.

Special Purpose – City and Regional Infrastructure (S-CRI) District

An approximate total of 0.62 hectares (1.50 acres) within the plan area is to be designated Special Purpose – City and Regional Infrastructure (S-CRI) District. These areas are intended to provide for infrastructure, utility facilities, and systems for public transportation. A 0.16 hectare (0.39 acre) portion that spans along the eastern edge of the application area is to accommodate a utility right-of-way that provides for regional stormwater connections; tying into utilities that would be established within the future construction of 19 Avenue SW. A 0.46 hectare (1.11 acre) portion that spans the northerly edge of the subject site along 17 Avenue SW is to be dedicated for the purpose of accommodating future extension of the Blue Line LRT right-of-way.

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Special Purpose – School, Park and Community Reserve (S-SPR) District

A 0.76 hectare (1.88 acre) open space area forms 9.5 percent of the plan area, to be redesignated to the Special Purpose – School, Park and Community Reserve (S-SPR) District. This portion of the subject site is to be dedicated as Municipal Reserve (MR) at the subdivision stage. Upon completion, the open space slopes gently down towards 19 Avenue SW. At the centre of the space is a flatter programmable open space that is to accommodate a variety of activities and community events.

The balance of required 10 percent Municipal Reserve dedication (0.04 hectares or 0.11 acres) is proposed to be accounted for by a cash in lieu payment of the remaining area not being dedicated within the application area. The payment is to be collected by Administration at the subdivision stage and forms part of the Conditions of Approval within the outline plan.

Subdivision Design

The proposed subdivision design (Attachment 6) which comprises of approximately 8.05 hectares (19.88 acres), is formed by three distinct developable parcels (2 commercial and 1 residential parcel) framed by the larger grid-pattern road street network. These parcels are to be comprehensively designed at the development permit stage. At this stage, internal roadways, parking areas and access points are to be established; joining public roadways. Vehicular access to these parcels is strategically identified in the corresponding outline plan with the intent to minimize the number conflicts between pedestrian and vehicular movements. The largest of the three parcels is proposed on the western half of the application area; representing the largest commercial parcel.

The eastern half of the application area comprises of a smaller commercial parcel (roughly a quarter in size of its westerly counterpart) and a multi-residential parcel intended to accommodate a medium density (up to six-storeys) multi-residential development. Adjoining the multi-residential parcel along the eastern extent of the application area is a Municipal Reserve (MR) area to be dedicated to create a future community park.

Spanning the northerly and easterly bounds of the application area are lands to be dedicated to accommodate the future extension of the LRT (Blue Line). The extension of the Blue Line would span from the existing 69 Street SW to the future terminus of this LRT line, west of 85 Street SW.

Overall, this grid-based subdivision provides a framework to accommodate a mix of multi-residential, local commercial uses and community amenities befitting for a Neighbourhood Activity Centre (NAC) and supported by local and regional infrastructure.

Density

The corresponding outline plan will accommodate development achieving both the *Municipal Development Plan (MDP)* and *Springbank Hill ASP* minimum density and intensity targets (population and jobs). This will support future transit and community amenities within the greater community of Springbank Hill.

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According to the applicant, this proposal is anticipated to accommodate 226 dwelling units; resulting in a residential density of 171 units per hectare (uph) based on the residential parcel area, and 28.07 uph based on full outline plan area. Furthermore, a total of 753 jobs is anticipated to be created between the two commercial parcels. These figures speak to an anticipated intensity of 166 people and jobs per hectare that spans across the outline plan area. Thus, the proposed outline plan meets the minimum intensities for Mixed-Use Commercial/Residential set out in the *Springbank Hill ASP*, outlined in Table 1 below.

Table 1: Minimum and Anticipated Intensities

Land Typology	Minimum Required Density per ASP (uph)	Anticipated Density	Minimum Required Intensity per ASP (population and jobs per hectare)	Anticipated Intensity (population and jobs per hectare)
Mixed-Use Commercial/Residential	100	171	125	166

Environmental

A Phase I Environmental Site Assessment (ESA) was submitted and was reviewed by Administration. No concerns were noted and further investigation deemed unnecessary.

A Biophysical Impact Assessment (BIA) was prepared by Stantec, providing an assessment of existing site conditions. Key findings of the BIA include:

- Much of the application area is modified grassland and successional shrubland vegetation communities;
- An ephemeral drainage (stream) is present within the east portion of the application area; and
- The hydrological functions of the ephemeral drainage will be maintained using a dedicated pipeline.

A Geotechnical Investigation was submitted that assessed general subsurface soil and groundwater conditions within the site. No significant concerns were identified by Administration.

Transportation

A new primary collector (80 Street SW) is proposed to bisect the subject site, providing vehicular access to the two flanking commercial parcels. Establishing 80 Street SW continues the alignment with Aspen Summit Drive SW (north of 17 Avenue SW) and provides all-turns access into the communities of Aspen Woods and Springbank Hill along their southern and northerly boundaries, respectively. A new liveable street (19 Avenue SW) that spans across the southerly extent of the subject site is also to be established at the subdivision stages. This liveable street is a new east-west multi-modal connection that serves the NAC and adjoining mixed-use and medium density areas of the Springbank Hill community.

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Future transit connections (bus routes) are to be accommodated along 17 Avenue SW and 19 Avenue SW. Regional pathways are to be established along 19 Avenue SW, connecting into the open space network west of the application area.

A Transportation Impact Assessment (TIA) was submitted as part of the application and included known and anticipated future developments in the area. The TIA demonstrated the future development allowable under the proposed land uses functions within acceptable levels of service within the existing and expanded (future) network.

Utilities and Servicing

Water servicing will be provided through an existing connection to the water feeder main along 17 Avenue SW, and a new main along 19 Avenue SW, to be installed under the extension of 19 Avenue SW along the southern extent of the subject site. The proposed Strathcona Flow Control Station, located at the intersection of 17 Avenue SW and 85 Street SW, must be in place before any utilities are operational or any construction permissions are granted. The Strathcona Flow Control Station is City funded infrastructure and is scheduled to be completed by Q2 2020.

A Regional Sanitary Servicing Study was provided by Pasquini & Associates and Urban Systems that includes all areas subject to the *Springbank Hill ASP*. This study identified downstream constraints. There are two regional options available to remove these constraints. The first option requires a developer/applicant funded extension, connecting to existing services along 85 Street SW and 81 Street SW. The second option is for the City to front-end a pilot project to upgrade the existing downstream sanitary mains to increase their capacity to accommodate the full build-out of the Springbank Hill study area.

The application area is within the approved Springbank Hill Master Drainage Plan completed by Stantec in 2017. Stormwater from corresponding plan areas is to be directed through the adjoining ravine network. Ultimately, stormwater is to be managed in concert with the Springbank Hill Staged Master Drainage 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, the Springbank Hill Community Association (SHCA) and the application was advertised online.

Correspondence from one adjacent landowner (to the south) was received. Generally, the landowner expressed the lack of information that was initially provided by the applicant regarding the details concerning the new east-west connection of 19 Avenue SW, and potential obligations of the adjacent landowners. Since this time, the applicant has provided information addressing such questions.

The applicant engaged external stakeholders, holding a public open house on 2018 February 22. According to the applicant, approximately 52 people attended the two-hour open house (where 44 people signed-in) with 19 feedback forms filled out and submitted.

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Following the various engagement activities being held, the applicant submitted an Engagement Overview on the proposed application (Attachment 7). The most noteworthy comments received are summarized below with the applicant's subsequent responses:

- More details on the scale and scope of the Neighbourhood Activity Centre (NAC) was desired.
Applicant's Response: The boundary of the NAC was revised to be contained entirely within the subject lands. A revised NAC concept was shared with the SHCA.
- The site in general should be designed to better comply with the 'liveable street' typology (19 Avenue SW) as defined by the ASP.
Applicant's Response: The outline plan has been redesigned to be compatible with what is envisioned for 'liveable streets'. Additional details are to be established at subsequent subdivision and/or development permit stages.
- The Community strongly advocated for larger open spaces that can be used for sporting events, community gatherings, etc.
Applicant's Response: An enhanced Open Space accommodating the desired activities has been provided along the easterly edge of the subject site.

The SHCA provided a letter (Attachment 8) that supports the proposed land use amendment and associated outline plan.

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 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*, 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 associated land use amendment and proposed outline plan 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)

Map1: Urban Structure of the MDP identifies the subject lands as Residential – Developing – Future Greenfield. The MDP provides guidance for the development of new communities through the policies of the ASP. The proposal meets the following MDP objectives (Section 3.6.2):

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- providing a diversity of housing types;
- providing parks located throughout the community in walkable proximity to all residences; and
- creating an inter-connected, multi-modal street network.

This application also achieves the following goals for Neighbourhood Activity Centres (NAC), as found in section 3.3.4 of the MDP:

- a minimum intensity threshold of 100 jobs and population per gross developable hectare;
- contain a broad range of ground-oriented and low-density apartment housing and a mix of housing tenure and affordability to accommodate a diverse range of the population;
- include a mix of uses and retain retail services for the local community; and
- encourage the creation of a public gathering space

Springbank Hill Area Structure Plan (Statutory – 2017)

The *Springbank Hill Area Structure Plan (ASP)* provides direction with detailed policies for future development of this community. The subject site comprises of areas subject to mixed-use land use policies, intended to accommodate the Neighbourhood Activity Centre (NAC). The ASP envisions mixed-use areas to receive a high volume of pedestrian and vehicular traffic that supports a strong commercial base. Buildings are to contain ground floor retail and commercial uses with residential or other non-residential uses above to promote vitality and vibrancy in the areas. These areas are to be connected by way of streets and pathways within both semi-private and public realms that allow for short, direct and convenient mobility choices in this area. This proposal is in keeping with the objectives of the ASP.

According to the ASP, the NAC is intended to be a central destination point comprised of a range of uses and accessible by a variety of transportation modes. Landmark buildings and programmed gathering spaces are to establish a strong sense of place. The proposed land use mix and associated outline plan implements this vision and enables the built form to take shape in accordance with the associated policies that guide building and site design.

The proposal also facilitates the development of 19 Avenue SW as an enhanced pedestrian connection, referred to as a 'Liveable Street' in the ASP. The Liveable Street is intended to provide a unique destination for residents with wider sidewalks and pedestrian-scaled developments. This street is to provide for high-quality pedestrian realm with pedestrian-scaled lighting, furniture and supported by on-street parking.

Social, Environmental, Economic (External)

The proposal helps achieve a mix of commercial and residential development that establish the community's NAC. The NAC will accommodate the highest densities and intensities within the community of Springbank Hill anchored by the future extension of the LRT, west of the 69 Street Station.

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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 outline plan does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

Risk Assessment

There are no known risks associated with this application.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use redesignation accommodates future development of a Neighbourhood Activity Centre as envisioned by the *Springbank Hill Area Structure Plan* and as encouraged by the policies of the *Municipal Development Plan*. Further, the proposal helps achieve more efficient use of land and infrastructure by accommodating mixed use areas befitting of its proximity to the future extension of the LRT (Blue Line), west of 69 Street SW that will also adjoin an enhanced pedestrian realm (19 Avenue SW).

The proposal accommodates a mix of housing and commercial opportunities, found to be appropriate along arterial and collector streets. The creation of a liveable street (19 Avenue SW) between 77 Street SW and 85 Street SW provides for an enhanced pedestrian realm that serves to connect local residents to walkable amenities within the Neighbourhood Activity Centre.

ATTACHMENTS

1. Road Closure Conditions
2. Proposed DC Direct Control District
3. Applicant's Submission
4. Road Closure Plan
5. Proposed Land Use District Map
6. Proposed Outline Plan
7. Engagement Overview
8. Community Association Letter