

Planning & Development Report to
Calgary Planning Commission
2020 January 23

ISC: UNRESTRICTED
CPC2020-0033

Outline Plan in Springbank Hill (Ward 6) at multiple addresses, LOC2017-0386
(OP)

EXECUTIVE SUMMARY

This application was submitted on 2017 December 20 by Stantec Consulting on behalf of Willowhurst Market LTD and City of Calgary. The application proposes a framework for the future subdivision and development of 8.05 hectares \pm (19.88 acres \pm) on three contiguous parcels currently comprised of residential acreages in the southwest community of Springbank Hill. The future Neighbourhood Activity Centre for the Springbank Hill community is to be located wholly within the subject site. The application accommodates the comprehensive development and subdivision of the application area where there was traditionally fragmented ownership, including:

- commercial and residential developments of up to 20 metres in height (5 to 6 storeys) where the existing land use district ([Bylaw 12Z96](#)) limit this site to country residential development;
- the accommodation of residential and commercial uses and built forms envisioned for the future Neighbourhood Activity Centre that is walking distance to neighbourhood amenities (C-C2f2.0h20);
- an anticipated 226 dwelling units of multi-residential (apartment) building forms (DC);
- approximately 0.76 hectares (1.88 acres) of Municipal Reserve (MR) in the form of a neighbourhood park (S-SPR);
- the location of future collector roadways, utilities and services;
- future dedication of road right-of-way to accommodate the construction of 19 Avenue SW; and
- future dedication of LRT right-of-way anticipated to adjoin the site along 17 Avenue SW.

The proposed outline plan implements policies of the *Municipal Development Plan (MDP)* and the *Springbank Hill Area Structure Plan (ASP)* by providing a subdivision plan for the future development of the site, in collaboration with the road closure, and land use amendment (CPC2020-0032).

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. The associated land use amendment application on today's agenda (CPC2020-0032) provides policy and technical rationale to support the proposed outline plan.

No development permits have been submitted for any of the development sites within the proposed outline plan area.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan, 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') to subdivide the 8.05 hectares \pm (19.88 acres \pm), with conditions (Attachment 1).

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

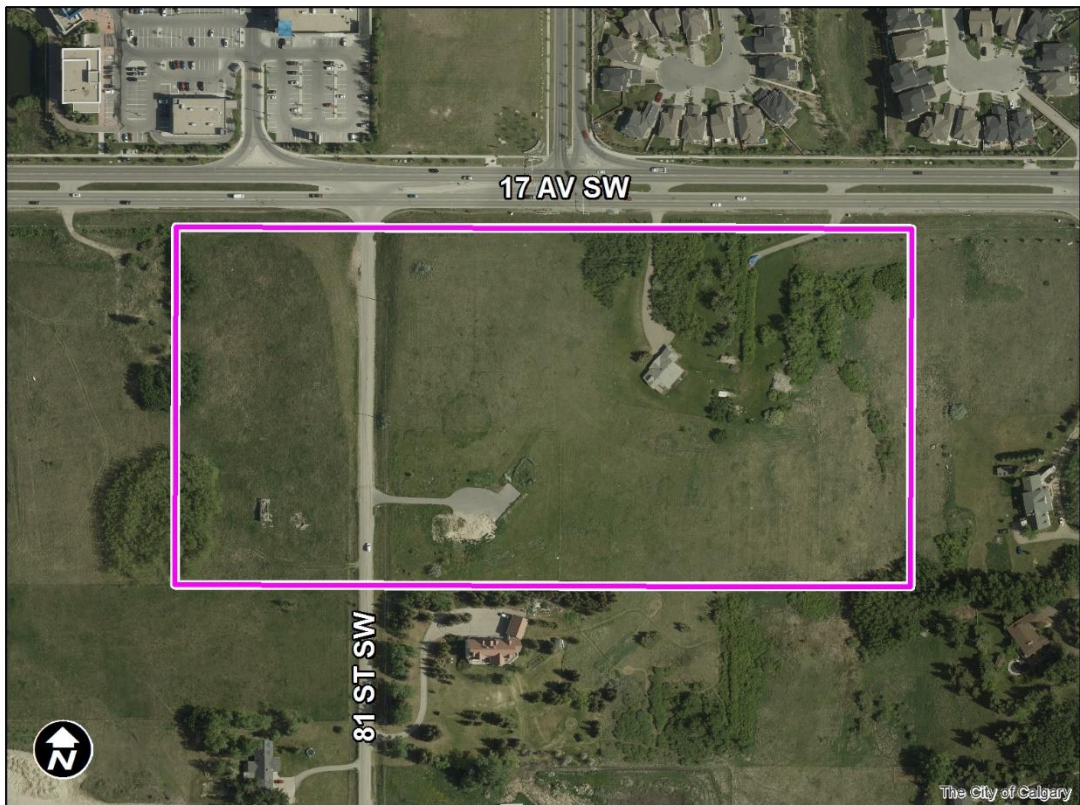
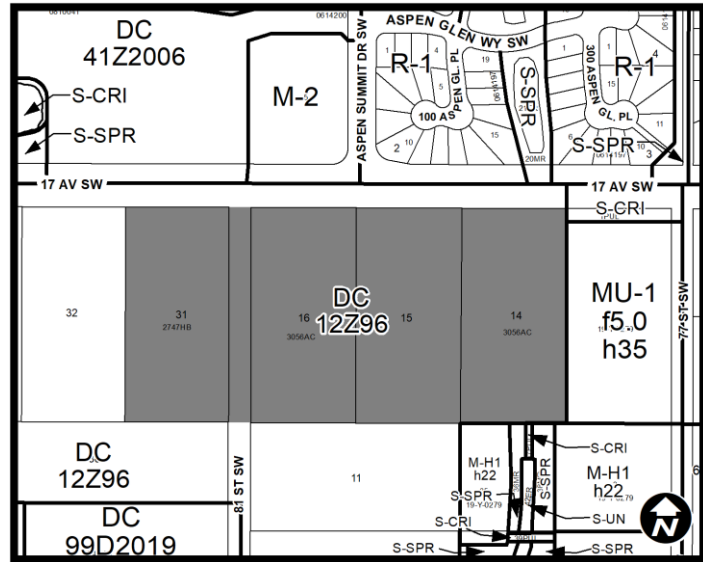
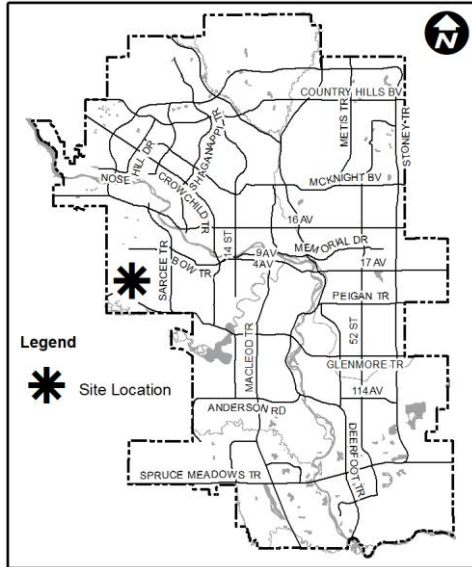
Stantec Consulting, on behalf of Willowhurst Market LTD and City of Calgary, submitted this application along with the associated land use amendment application (CPC2020-0032) on 2017 December 20 and have provided a summary of their proposal in the Applicant's Submission (Attachment 2). The application was submitted six months after the *Springbank Hill Area Structure Plan (ASP)* was approved by Council in June 2017.

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Location Maps



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Site Context

The application area is located adjacent and south of 17 Avenue SW; 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 from the subject site; north of 17 Avenue SW. 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 and undesignated road right-of-way (portion of 81 Street SW, proposed to be closed). The site, totalling 8.05 hectares (19.88 acres) spans approximately 400 metres east-west and 200 metres north-south. The application area generally slope upwards to the east and rolls down towards 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

The proposed outline plan (Attachment 3) along with the associated land use amendment application will accommodate neighbourhood-scale commercial and medium density residential developments; including the dedication of a park. The following analysis considers the appropriateness of the proposed community design, range of uses and intensities in the context of relevant policy, sound planning principles and local citizen interests. 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

As part of the review of this application, several key factors were consideration by Administration, including the alignment with relevant policies and the appropriateness of the proposed land use districts within a future Neighbourhood Activity Centre (NAC) that adjoins the future extension of the LRT (Blue Line) along 17 Avenue SW. Administration's consideration of the proposed outline plan runs in concert with a series of planned upgrades in local infrastructure (new regional stormwater pond, new water and sanitary connections) that are to be implemented at the subdivision stages of development. The following sections highlight the scope of technical planning analysis conducted by Administration that support the proposed outline plan.

Subdivision Design

Overall, the proposed outline plan (Attachment 3) provides for a logical concentration of mixed use development areas along an arterial street (17 Avenue SW) and a street envisioned by the *Springbank Hill* ASP to be a 'liveable street' (19 Avenue SW). The outline plan area is proposed to be bisected by a collector street – 80 Street SW (Modified Primary Collector). Together these streets establish the framework for the NAC accommodating community-scaled commercial and non-residential uses. The design of the NAC is based on a larger existing grid network of arterial streets, with privately maintained internal road networks within each individual site.

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There are two commercial (community) and one multi-residential land use areas within the proposed outline plan. The largest development parcel is proposed on the western half of the site and is to accommodate community-scaled commercial development. A portion of 81 Street SW between 17 Avenue SW and the proposed 19 Avenue SW connection is to be closed and consolidated with adjoin parcels to form a 3.35 hectare (8.28 acres) commercial development. The second (and smaller) commercial parcel is to be framed by 80 Street SW (upon completion at the subdivision stage) and is 0.63 hectares (1.56 acres). This parcel is anticipated to provide for commercial uses and building forms that addresses its adjacency to a multi-residential parcel (to the east).

A 1.32 hectare (3.26 acres) residential parcel is proposed and sites between the smaller commercial parcel to the west and park (future MR dedication) to the east. According to the applicant, a 226-unit mid-rise building (with a height up to 20 metres; roughly 6 storeys) is anticipated at the development permit stage (Attachment 4). This site is to be comprehensively designed to address public-private and semi-privates realms that sit between commercial building forms of similar scale and a public open space (to be dedicated as MR).

Open Space (Municipal Reserve)

Municipal Reserve (MR) forms 9.5 percent of the outline plan area. The balance of the required dedication of 0.5 percent (0.04 hectares or 0.11 acres) is to be accounted for by a cash in-lieu payment collected by Administration at the subdivision stage. The proposed MR design incorporates a flatter programmable open space in the centre that will accommodate a variety of activities and community events. Informal paths wrap around this open space along the periphery and are intended to provide logical connections to adjoining multi-residential developments. A number of treed groves furnished with seating areas connect into these paths. A Regional Pathway is provided along the west side of 80 Street SW and the south side of 19 Avenue SW as per the Springbank Hill ASP and will link to future pathways.

A Public Utility Lot (PUL) proposed to be designated as a Special Purpose – City and Regional Infrastructure (S-CRI) District comprises 0.16 hectares (0.39 acres) along the east edge of the MR that is separate from the stormwater connection. This connection will collect water from north of 17 Avenue SW at the outlet of an existing culvert and discharge this flow south of the application area into a culvert flowing into a re-established stream to the south; approved as part of previously approved LOC2018-0072. At ground level, the MR and PUL will blend seamlessly into one comprehensive open space.

Land Use

The application area is currently designated DC Direct Control District (Bylaw 12Z96) that accommodates country residential development.

The application area is proposed to be redesignated to various land uses (Attachment 5) that accommodate urban development typologies and built forms.

The associated land use amendment application proposes to redesignate the subject lands from DC Direct Control District (Bylaw 12Z96) to the following district:

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- Commercial – Community 2 (C-C2f1h20) District;
- Direct Control (DC) 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.

Density

The proposed 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.

Overall, this proposal is anticipated to accommodate 226 dwelling units (Attachment 4); 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.

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A Geotechnical Investigation was submitted that assessed general subsurface soil and groundwater conditions within the site. No significant concerns were identified by Administration. A Deep Fills Reports will be required to be approved at either the subdivision or development permit stages.

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 application area 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. This liveable street will connect 85 Street SW to 77 Street SW.

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 subject site.

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 proposed development 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. Some parcels may be allowed to proceed without upgrades, but will be required to provide securities, proportional to the parcel's associated flow rate, and developable area.

The subject site is within the approved Springbank Hill Master Drainage Plan (MDP) 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.

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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 an adjacent landowner (to the south) was received. Generally, the landowner expressed concern with 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 adjoining landowner. Furthermore, concerns of ensuring access to the adjoining landowners and details regarding the future NAC to be established within subject site, were raised. Since this time, the applicant has provided information regarding the listed questions to the adjoining landowner.

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.

Following the various engagement activities being held, the applicant submitted an Engagement Summary on the proposed application (Attachment 6). 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 that accommodates the desired activities has been provided along the easterly edge of the subject site.

The SHCA provided a letter (Attachment 7) 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.

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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 [Municipal Development Plan](#) (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):

- providing a diversity of housing types;
- providing parks located throughout the community, 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;
- 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 application area is 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.

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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 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 proposed outline plan 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. These streets are 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 69 Street SW 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 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 outline plan serves to implement the objectives of the *Municipal Development Plan* which supports the efficient use of land and infrastructure by providing an outline for the future subdivision of new multi-residential districts and park spaces recommended in the associated land use application. This proposal is in keeping with applicable policies of the *Municipal Development Plan* and the *Springbank Hill Area Structure Plan*.

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ATTACHMENT(S)

1. Conditions of Approval
2. Applicant's Submission
3. Proposed Outline Plan
4. Subdivision Data Sheet
5. Proposed Land Use District Map
6. Engagement Overview
7. Community Association Letter