

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

EXECUTIVE SUMMARY

This land use and policy amendment application seeks to redesignate 1.23 hectares \pm (3.04 acres \pm) from Residential – One Dwelling (R-1) District to Multi-Residential – At Grade Housing (M-Gd53) District to allow for a 65-unit townhouse development. The applicant also proposes to reconfigure 0.07 hectares \pm (0.17 acres \pm) of land previously designated Special Purpose – School, Park and Community Reserve (S-SPR) District with no net loss of open space. Administration has prepared amendments to the local area plan to enable development at this density with design guidelines.

PREVIOUS COUNCIL DIRECTION

The existing R-1 and S-SPR land use districts for this site were approved by City Council in March 2008 (Bylaw 33Z2008). The site was acquired and subdivided by The City to accommodate relocation of the West Apostolic Church during construction of the West LRT. The remainder of the parcel was deemed surplus and Council authorized its sale on 2013 May 06 (LAS2013-22).

ADMINISTRATION RECOMMENDATION

2017 July 27

That Calgary Planning Commission recommends **APPROVAL** of the proposed Policy Amendment and Land Use Amendment.

RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION

That Council hold a Public Hearing on Bylaws 57P2017 and 307D2017; and

1. **ADOPT**, by bylaw, the proposed amendments to the East Springbank Area Structure Plan Appendix 5: East Springbank III Community Plan, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 57P2017.
3. **REFUSE** the proposed redesignation of 1.30 hectares \pm (3.21 acres \pm) located at 35 Coulee Way SW (Portion of Plan 6262AC, Block 3) from Residential – One Dwelling (R-1) District and Special Purpose – School, Park and Community Reserve (S-SPR) District **to** Multi-Residential – At Grade (M-Gd53) District and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
4. **ABANDON** the proposed Bylaw 307D2017.

**POLICY AMENDMENT AND LAND USE AMENDMENT
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MAP 27W

REASON(S) FOR RECOMMENDATION:

This land use district allows for development that can achieve the City's planning objectives by allowing for a mix of housing types within the same neighbourhood. The proposed M-Gd53 land use district allows for medium-density development that is grade-oriented and is required to be sensitive to nearby existing low-density development. The site is adjacent to a collector roadway, a primary collector, transit service, a private school, future neighborhood park space, and is close to natural areas and trail systems. Multi-residential development in this location fulfills one of the main objectives of the Municipal Development Plan to allow for diverse, mixed-density neighbourhoods.

Administration has reviewed the concerns of the community and has determined that the transition from existing low-density development can be eased through sensitive architecture and site design at the development permit stage. Additional policy is proposed to strengthen the Development Authority's ability to enforce contextual fit. Traffic impact can be managed by improvements that may be required through a future development permit application.

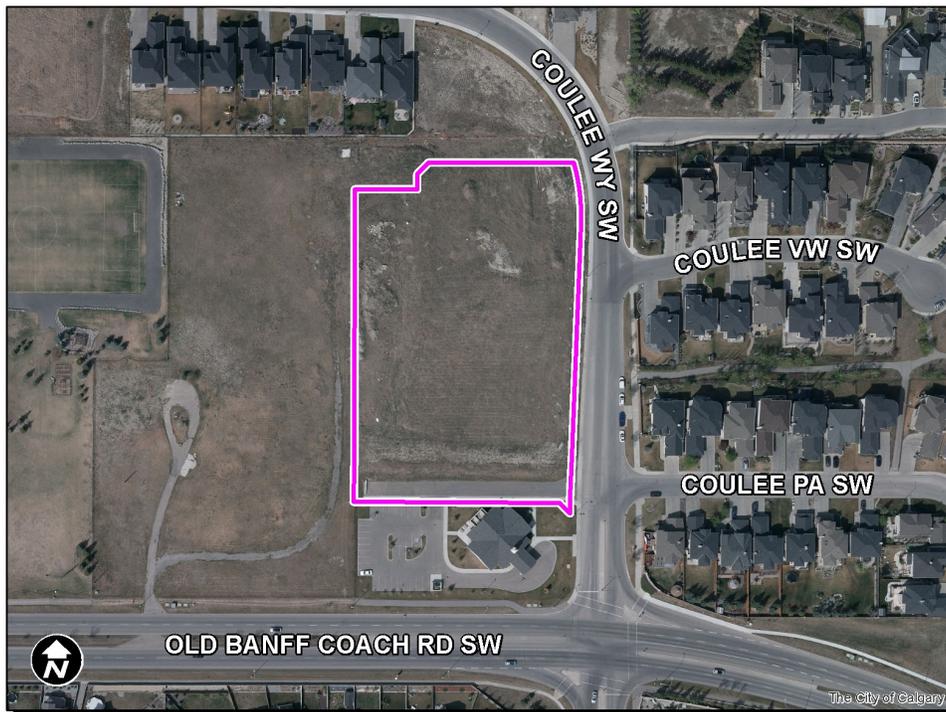
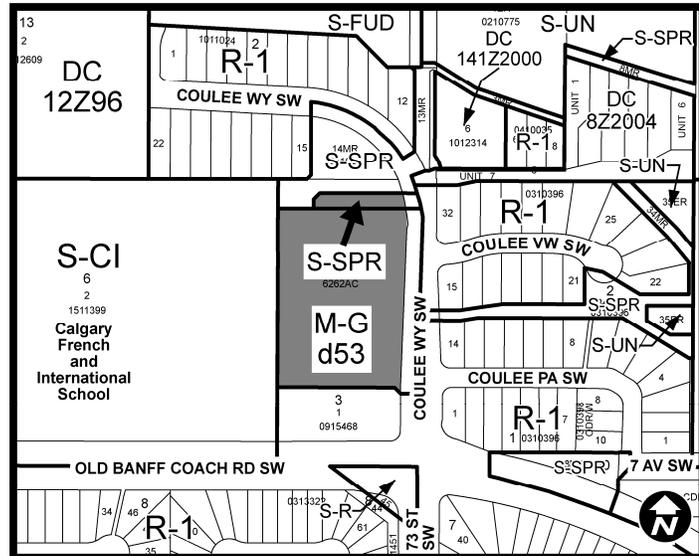
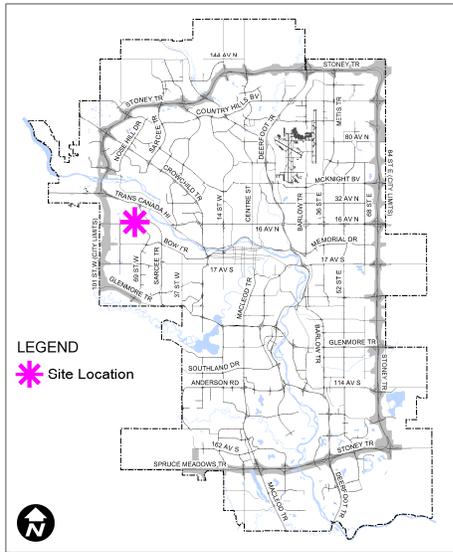
ATTACHMENTS

1. Proposed Bylaw 57P2017
2. Proposed Bylaw 307D2017
3. Public Submissions

POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017

MAP 27W

LOCATION MAPS



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COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017

MAP 27W

ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION

1. Recommend that Council **ADOPT**, by bylaw, the proposed amendments to the East Springbank Area Structure Plan Appendix 5: East Springbank III Community Plan (APPENDIX II).

Moved by: R. Wright
Absent: D. Leighton

Carried: 4 – 3
Opposed: A. Palmiere, G.-C. Carra
and L. Juan

2. Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 1.30 hectares \pm (3.21 acres \pm) located at 35 Coulee Way SW (Portion of Plan 6262AC, Block 3) from Residential – One Dwelling (R-1) District and Special Purpose – School, Park and Community Reserve (S-SPR) District **to** Multi-Residential – At Grade (M-Gd53) District and Special Purpose – School, Park and Community Reserve (S-SPR) District.

Moved by: R. Wright
Absent: D. Leighton

LOST: 3 – 4
Opposed: A. Palmiere, G.-C. Carra,
L. Juan and C. Friesen

Reasons for Approval of the Policy Amendment from Mr. Friesen:

- I supported this Policy change since it included a number of elements that would be advantageous for the local community and the city in general. For example, additional multi-dwelling developments, units with individual grade access, integration with neighbourhood design, slope adaptively that responds to local topography, fronting on liveable streets and screened parking. The proposed density might be high for the specific site in question but might be appropriate elsewhere. These policies along with the directions from the New Communities Guidebook could lead to some worthwhile development.

Reasons for Opposition of the Land Use Amendment from Mr. Friesen:

- I opposed this Land Use change and supported the file and abandon motion because the direction the development seemed to be going, particularly in light of the associated Outline Plan, seemed less than ideal. It seemed unlikely that the design could fulfil the promise of the Policy changes approved.

2017 July 27

MOTION:

The Calgary Planning Commission **FILED** Administration's recommendation of **APPROVAL** and recommends that Council:

1. **REFUSE** the proposed redesignation of 1.30 hectares \pm (3.21

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

acres ±) located at 35 Coulee Way SW (Portion of Plan 6262AC, Block 3) from Residential – One Dwelling (R-1) District and Special Purpose – School, Park and Community Reserve (S-SPR) District **to** Multi-Residential – At Grade (M-Gd53) District and Special Purpose – School, Park and Community Reserve (S-SPR) District; and

2. **ABANDON** the proposed Bylaw.

Moved by: G.-C. Carra
Absent: D. Leighton

Carried: 4 – 3
Opposed: R. Wright, D. Hamilton
and M. Foht

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

Applicant:

T Fenton Consulting

Landowner:

Coulee Way Land Development Ltd

PLANNING EVALUATION

SITE CONTEXT

The subject site is located in the southwestern community of Cougar Ridge. The immediate neighbourhood consists of recently-built R-1 single detached houses, the last of which are currently under construction. The subject parcel is buffered from the houses by Coulee Way SW to the east and by municipal reserve to the north. The south edge of the parcel has been developed as a private road that provides access to a church along Old Banff Coach Road SW. West of the site is a large parcel acquired by the private school for the intent of expanding their parking lot and play fields. The site consists of disturbed non-native grasses and slopes down approximately 5 metres (-4 percent) from southwest to northeast.

This parcel and two acreage lots at the end of Coulee Way SW represent the last remaining development parcels in Cougar Ridge. The community has been designed for a projected population between 7,000 and 8,000 residents. Because the community is essentially fully developed, its population is at or near its peak. Low-density residential communities at this point in their life cycle generally see their population crest into slow decline within five to ten years.

| Cougar Ridge | |
|------------------------------------|-------|
| Peak Population Year | 2016 |
| Peak Population | 7,015 |
| 2016 Current Population | 7,015 |
| Difference in Population (Number) | 0 |
| Difference in Population (Percent) | 0% |

LAND USE DISTRICTS

The applicant is seeking to move 0.07 hectares of land designated S-SPR for park space, and to redesignate the remaining 1.23 hectares from R-1 to M-Gd53. The proposed redesignation would increase the number of units allowed on the site from roughly 20 to 65 and would increase the maximum building height from 11 to 13 metres.

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

Multi-Residential Development is listed as a discretionary use in the proposed M-Gd53 district, which intends for development to be of low height, low density, and in close proximity or adjacent to low-density residential development. The proposed S-SPR land use would allow for a park to be constructed on the north end of the parcel, which would provide 21 metres of separation between the proposed multi-residential development and the adjacent R-1 lots.

Cougar Ridge features two other multi-residential land use districts. The Direct Control District (Bylaw 2Z2005) approximately one kilometre northwest is based on RM-4 and features townhouse development at a density of 49 units per hectare (20 units per acre). The Direct Control District (Bylaw 32D2008) approximately 200 metres southeast is based on R-2M and features townhouse development at 37 units per hectare (15 units per acre).

Nearby communities feature a mix of low-density residential land use districts, with R-1 and R-1N being the most common. A variety of low-to-medium-density residential districts including DC, R-2M, M-CG, and M-C1 are approximately 400 metres southeast in Patterson and south in West Springs. These developments achieve unit densities ranging from 26 to 55 units per hectare (10 to 22 units per acre). All nearby multi-residential developments are townhouses in close proximity to low-density residential development.

The adjacent neighbourhood along Coulee Way SW achieves a low unit density of 7.2 units per hectare (2.9 units per acre). This application would increase neighbourhood density to 14.2 units per hectare (5.7 units per acre), slightly above the density of Cougar Ridge overall at 12.9 units per hectare (5.2 units per acre).

The neighbouring Calgary French & International School has applied for a development permit (DP2017-0277) to expand their playfields and create a second parking lot, with westbound access on to Old Banff Coach Road SW and eastbound access on to Coulee Way SW via Coulee Court SW. The two applications have been reviewed concurrently in order to fully account for potential impacts to surrounding infrastructure.

LEGISLATION & POLICY

The application conforms to the objectives of higher-level policy plans as outlined below. However, the application is not supported by the East Springbank III Community Plan (ASP). Amendments to the map and relevant policy sections of the ASP are proposed (APPENDIX II).

South Saskatchewan Regional Plan (SSRP) - 2014

The recommendation by Administration in this report has considered and is aligned with the policy direction of the South Saskatchewan Regional Plan (SSRP). The most relevant policy sections of the SSRP to this item are:

- Strategy 5.1.2 – Utilize the minimum amount of land necessary for new development and build at a higher density than current practice.

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

- Strategy 5.1.4 – Plan, design and locate new development in a manner that best utilizes existing infrastructure and minimizes the need for new or expanded infrastructure.

Municipal Development Plan (MDP) - 2009

The subject site falls within the Developing Residential Areas - Planned Greenfield with Area Structure Plan (ASP) area on Map 1 – Urban Structure. While the area is intended to develop in a manner consistent with its Council-approved ASP, any amendments to the ASP must align with the objectives of the MDP. The most relevant policy sections of the MDP to this item are:

A transit-supportive land use framework

- Policy 2.2.2.e - Ensure that the design and mix of land uses surrounding transit stops and stations support transit and emphasize a pedestrian-oriented environment.

Complete communities

- Policy 2.2.4.a – Support the development of complete communities to ensure a compact and well-designed urban form that efficiently utilizes land and infrastructure, provides housing choices at transit-supportive densities, local services and employment and promotes mobility options.
- Policy 2.2.4.b.i – [Provide a] range of housing choices, covering a mix of built forms and ownership tenures, at densities that support transit viability, local commercial and other services.

Neighbourhood infill and redevelopment

- Policy 2.2.5.a – Encourage growth and change in low-density neighbourhoods through development that is similar in scale and built form and increases the mix of housing types such as accessory suites, semi-detached, townhouses, cottage housing, row or other ground-oriented housing.
- Policy 2.2.5.c – Encourage higher residential densities in areas of the community that are more extensively served by existing infrastructure, public facilities and transit, appropriate to the specific conditions and character of the neighbourhood.

Housing diversity and choice

- Policy 2.3.1.a.i – [Provide] a mix of housing types and tenures, including single detached, ground-oriented, medium- and higher-density and mixed-use residential developments.
- Policy 2.3.1.a.ii – [Provide] a range of housing choices, in terms of the mix of housing sizes and types to meet affordability, accessibility, life cycle and lifestyle needs of different groups.
- Policy 2.3.1.b.i – Encouraging housing opportunities for low- and moderate-income households in all communities.

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

East Springbank Area Structure Plan Appendix 5: East Springbank III Community Plan (ASP) - 2005

The local area plan for Cougar Ridge is the East Springbank III Community Plan (ASP). While the community is designed to be low density, it allows for higher-density multi-residential development where the density can be offset by lower density elsewhere. As there are no large landholdings remaining in the community, the ability to achieve the average density within the range allowed in the community plan is impossible to achieve. The most relevant policies for this application are:

- Objective 1.2 – To encourage social diversity by providing a wide choice of housing to accommodate different household types.
- Section 1.4.1.i – A residential density of between 9.9 and 17.3 units per gross developable hectare (4.0 to 7.0 units per gross developable acre).
- Section 1.4.1.ii – A mix of dwelling units including single detached, semi-detached and multi-dwelling. This dwelling unit mix requirement is intended to apply to the Urban Development Policy Area overall, not necessarily to each ownership area given the fragmentation of the plan area into smaller parcels.

Proposed Policy Amendments

Several amendments to the ASP have been prepared (APPENDIX II) should Council wish to approve this application. They include a new land use map that portrays this site as being appropriate for Multi-Dwelling Development, and new policies affecting such development.

The proposed new policies allow for an increased maximum density in these locations of up to 55 units per gross developable hectare. Existing policy has been strengthened to provide more clarity regarding The City's expectations for site and building design through best practices included in the New Communities Guidebook. The policies would require an application to demonstrate it is reflective of and compatible with surrounding low-density development, to provide a variety of unit sizes, and to consider its interfaces with adjacent open spaces.

It is proposed that policy section 2.4 be removed, which allows density outside of the 9.9-17.3 units per hectare range only when it can be averaged between multiple sites owned by one landowner. Several housekeeping amendments are also proposed to maintain references to specific policies in subsequent sections.

TRANSPORTATION NETWORKS

The site fronts onto Coulee Way SW which currently functions as a cul-de-sac but is planned to connect northwest to Cougar Ridge Drive SW at 77 Street SW in the long term. This application proposes one entrance to the site from Coulee Way SW opposite Coulee View SW that provides access to an internal road network. An emergency exit is proposed on to the private road across the south end of the site.

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

Transit service is currently available via Route 452 approximately 50 metres away along Old Banff Coach Road, with service to 69 Street Station. Bus service will eventually be rerouted along Coulee Way SW upon its connection through to Cougar Ridge Drive SW, but currently there is no timeline for that connection.

Old Banff Coach Road SW is a significant part of the regional transportation network. Two-way average annual weekday traffic between the site and Bow Trail SW is estimated to be 17,000 vehicles per day. The addition of 65 multi-residential units is expected to add an additional 85 trips total in peak hours. For comparison, Bow Trail SW experiences 19,000 vehicles per day and 17 Avenue SW experiences 22,000 vehicles per day.

A transportation study conducted by Watt Consulting as part of the nearby development permit application has determined that the current intersection of Old Banff Coach Road SW and Coulee Way SW fails to accommodate the collective increase in transportation demand in its current state. The same study comes to the conclusion that signalization of the intersection will allow it to function at an acceptable level of service.

UTILITIES & SERVICING

Water, storm water, and sanitary services are available on Coulee Way SW and there is capacity to accommodate the proposed development.

ENVIRONMENTAL ISSUES

No environmental site assessment was required.

ENVIRONMENTAL SUSTAINABILITY

No sustainable features have been proposed.

GROWTH MANAGEMENT

The proposed amendment(s) does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

PUBLIC ENGAGEMENT

Community Association Comments

The community association was circulated but provided no comments.

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

Citizen Comments

The public provided significant feedback throughout the application review process. A petition was submitted to the file manager with 61 signatures. Letters of objection were submitted to the file manager from 90 different residents.

The most common reasons for objection were:

- Fear of property devaluation;
- The maximum of 65 units is too high as it would instantly double the number of units in the neighbourhood;
- Townhouses are inappropriate next to single detached housing without other housing forms serving as a transition or buffer;
- Development at this density risks changing the prevailing character of the neighbourhood;
- The estate homes have architectural controls on their titles to create a sense of character in the community and this new development should respect that;
- Residents had purchased R-1 property based on the expectation this site would be low-density residential;
- This development would worsen existing problems in exiting the community on to Old Banff Coach Road due to high traffic volumes and excessive speed along that road;
- Concerns over potential height of 13 metres;
- On-site parking requirements would be too low and would result in high demand for on-street parking;
- Multi-residential housing already exists east of the neighbourhood;
- Shortage of public schools; and
- Perception of dishonest conduct by The City and applicant for not circulating development permit-level renderings.

Several of these concerns can be addressed at the development permit stage. In response to the specific concerns on built form transition and community character, proposed amendments to the ASP have been drafted that require more careful design considerations in a future development permit application. Other concerns represent a more fundamental disagreement with the proposed land use district in this location. This proposal has been reviewed with this public feedback in mind, and the proposed ASP amendments have been shaped to have the future development respect the architecture of its surroundings.

Public Meetings

One open house was hosted by The City on 24 April 2017, with 64 members of the public and the applicant in attendance. A “What We Heard” report summarized the feedback received by The City at the open house and through www.calgary.ca.

POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017

MAP 27W

APPENDIX I

APPLICANT'S SUBMISSION

Our site is presently zoned as R-1 and SSPR. We are revising the layout of the MR to rectangular site, and the remainder of the site is to be developed as a M-Gd53 site as a bareland condominium town house with a maximum of 65 units which will better meet the requirement for more affordable housing in this neighbourhood. The site is adjacent to Banff Coach Road (ex. Bus Route & with 400 m of bus stop) and Coulee way (future bus route). A Zoning of M-Gd53 will allow development of town homes with grade level pedestrian access to the units and access to a garage for covered parking. We will maintain the private paved access for the Church to the south of us.

Our Redesignation will require a Major Amendment to the East Spring bank III community Plan Appendix 5.

POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017

MAP 27W

APPENDIX II

PROPOSED AMENDMENTS TO THE EAST SPRINGBANK AREA STRUCTURE PLAN
APPENDIX 5: EAST SPRINGBANK III COMMUNITY PLAN

- (a) Delete the existing Map 2 entitled "Land Use Concept" and replace with the revised Map 2 entitled "Land Use Concept" (APPENDIX III).
- (b) Under Section 1.4, "Residential", replace item 2 with the following text:

"2. *Multi-Dwelling Development*

The following policies apply to multi-residential development:

- i. Land use designations for multi-dwelling developments should be consistent with the conceptual locations shown on Map 2: Land Use Concept.*
- ii. Maximum density in multi-dwelling locations shall not exceed 53.0 units per gross developable hectare (22.3 units per gross developable acre).*
- iii. All units should have individual access at grade, where practical.*
- iv. The principles of slope-adaptivity should be met in the site design and building details, if applicable.*
- v. Open spaces should be incorporated within the development.*
- vi. Environmentally significant areas should be considered in the design of the site, if applicable.*
- vii. Buildings should integrate with the surrounding neighbourhood through compatible architecture, height, massing and materials.*
- viii. Building designs should feature creative and visual quality, with variation in materials and colours.*
- ix. Buildings should be designed so they respond effectively to the local topography.*
- x. Buildings should front on to a liveable, collector, or local street where possible. In all other cases buildings should front on to a private internal drive aisle that looks and functions like a public street.*

**POLICY AMENDMENT AND LAND USE AMENDMENT
COUGAR RIDGE (WARD 6)
COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
BYLAWS 57P2017 AND 307D2017**

MAP 27W

- xi. Clearly identified pedestrian connections should be provided across larger sites.*
- xii. Surface parking should be suitably screened.”*
- (c) In policy 1.4.1.ii, delete “, and Section 2.3”.
- (d) Delete Section 2.3 in its entirety and renumber the sections that follow.
- (e) In the first paragraph of Section 2.4, replace text “2.6” with “2.5”.
- (f) In Section 2.4, subsection “Density Phasing Plan”, policy c, after “Compliance with Section” replace text “2.3” with “1.4”.

POLICY AMENDMENT AND LAND USE AMENDMENT
 COUGAR RIDGE (WARD 6)
 COULEE WAY NORTH OF OLD BANFF COACH ROAD SW
 BYLAWS 57P2017 AND 307D2017

MAP 27W

APPENDIX III

**East Springbank 3
 Community Plan**

Map 2

Land Use Concept

