

Planning & Development Report to
SPC on Planning and Urban Development
2020 March 04

ISC: UNRESTRICTED
PUD2020-0243

Administration Response to Motion Arising regarding TwinHills Outline Plan (CPC2019-0823)

EXECUTIVE SUMMARY

The purpose of this report is to provide an update to Council in response to a Motion Arising subsequent to the approval of report CPC2019-0823 for LOC2018-0024 regarding the TwinHills community in the Belvedere Area Structure Plan (ASP). This report details:

- the analysis and confirmation of the number and allocation of school sites required within the Belvedere ASP area,
- the review and reconfiguration of school sites in the TwinHills community; and
- the approach for enabling multiple-use school sites.

ADMINISTRATION RECOMMENDATION:

That the Standing Policy Committee on Planning and Urban Development recommend that Council receive this report for the Corporate Record.

RECOMMENDATION OF THE STANDING POLICY COMMITTEE ON PLANNING AND URBAN DEVELOPMENT 2020 MARCH 04:

That Council receive the Report and Attachments for the Corporate Record.

PREVIOUS COUNCIL DIRECTION / POLICY

At the 2019 July 29 Public Hearing of Council, the following Motion Arising was adopted subsequent to the approval of report CPC2019-0823 for LOC2018-0024:

That Council:

- a) Direct Administration to commence work on revisiting the number of school sites necessary in the TwinHills community based on an analysis of school site generation numbers, and Council's direction on new uses of multiple use school sites for the entire Belvedere ASP area;
- b) Work with the applicant, Joint Use Coordinating Committee (JUCC) and Site Planning Team to confirm suitable locations for the required schools prior to submission of the first outline plan application within stage 2; and
- c) If the sites south of TwinHills Ridge SE, removed from the associated Outline Plan (LOC2018-0024), are no longer required for a school site, that Administration accept a Land Use amendment application without the need to redo the Stage 1 Outline Plan, conditional on addressing the Growth Management Overlay on the subject sites.
- d) Direct that the costs for the above work to be borne by the developer.

And to return to Council through the Standing Policy Committee on Planning and Urban Development no later than Q1 2020.

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BACKGROUND

On 2019 July 29, Council held a Public Hearing for LOC2018-0024: a land use amendment, outline plan, road closure, and policy amendment application for the development of Stage 1 of the TwinHills community within the Belvedere ASP area.

A portion of Stage 1 lands that had been identified as a joint use site in the ASP was removed from the application area. The ASP and original calculations for school site requirements had contemplated more traditional residential development, whereas the approved outline plan for TwinHills focused instead on higher intensity, mixed-use development which brought into question the appropriateness of a school in this location. This uncertainty resulted in the above Motion Arising to revisit the location and nature of schools within the Belvedere ASP area.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The approval of the land use amendment for the TwinHills community marked the second large land use amendment within the Belvedere ASP area, with the remainder of the lands not yet comprehensively developed. This has allowed for Administration to input the recently approved land use statistics for a more precise calculation of the number of joint use sites required to serve the future population of the area.

The calculation was applied to the entire Belvedere ASP area, including the approved land uses for the 130 hectares of land covered by the outline plans for the Belvedere and TwinHills communities. The calculations for the remainder of the Belvedere ASP assume that development will generally align with the use types assigned on the Land Use Concept (Attachment 1) in the Belvedere ASP.

This analysis concludes that 12.1 total joint use sites are required in the Belvedere ASP area, allocated to the various school boards as shown in Table 1 below. This table also lists the existing allocation of Calgary Board of Education (CBE), Calgary Separate School Division (CSSD) and FrancoSud schools in the Belvedere ASP.

Table 1

	Re-Calculated Requirement	Existing ASP Allocation
CBE Elementary School	4.59	5
CBE Middle School	3.21	3
CSSD Elementary School	2.29	2
CSSD Elementary & Middle (K-9) School	1.65	2
FrancoSud	0.43	0
Total	12.17	12

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This analysis indicates that the current allocation of schools in the Belvedere ASP is appropriate.

Number of Schools in Belvedere ASP

Administration met with representatives from all school boards to confirm that the new calculation results and the allocation of schools in the Belvedere ASP area continue to satisfy their anticipated needs. All school boards confirmed that the current allocation of sites meets their needs.

Municipal Reserve in TwinHills Community

The Belvedere ASP identifies the need for three joint use sites in the overall TwinHills plan area, consisting of one CBE elementary school, one CBE middle school and one CSSD elementary school. However, due to wetlands in the area, the amount of Municipal Reserve (MR) land available in this area may be insufficient to provide three full size joint use sites.

The land within the TwinHills Stage 2 area (shown on Attachment 2) contains several wetlands that may be claimed by the Province of Alberta as Environmental Reserve (ER) at the future outline plan stage. If any or all of the wetlands are claimed by the crown, the amount of MR land dedication would be reduced, due to the fact that crown-claimed wetlands and ER land is deducted from the total area to determine the net developable area, and MR dedication requirements are 10 per cent of the net developable area. Therefore, for every wetland claimed, the amount of MR to be dedicated decreases.

Location of Sites in TwinHills Community

The location of the CSSD elementary school as identified in the Belvedere ASP is at the northern edge of TwinHills Stage 1. Since the school site was not included in the Stage 1 application LOC2018-0024, the land that would be required for that site was excluded from the outline plan area and a condition was added to the application (to be implemented at the subdivision stage) that a deferred reserve caveat would be added to the Stage 2 lands to provide the MR for the provision of that school.

Administration brought this matter to the Site Planning Team to reconsider the allocation of school sites within the TwinHills Stage 1 and Stage 2 lands, as shown in Attachment 2. In that meeting, the CBE agreed to accept one full-sized joint-use site to accommodate their elementary and middle schools with shared playfields, and the CSSD agreed to consider alternate locations for their elementary school. However, the CSSD anticipates high demand for an elementary school in this location, and so any alternate location would need to be available in the nearer term and be in close proximity to 17 Avenue SE since there are no other CSSD schools in the Belvedere ASP area south of 17 Avenue SE.

Administration has advised the developer of the new joint use site requirements and will work with the developer and the school boards to determine the appropriate location for these alternate school sites prior to applying for an outline plan for Stage 2, however the developer has not yet provided any alternate location proposals.

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Following this compromise by the school boards at Site Planning Team, Administration brought the matter forward to the Joint Use Coordinating Committee (JUCC) for discussion and confirmation. The JUCC confirmed that the reconfiguration of school sites is acceptable and discussed the opportunities and challenges with multiple use school sites.

Multiple Use Schools

The school boards indicated that one of the fundamental challenges with introducing multiple use sites is the funding and approvals structure that is in place for new schools, between the school boards and the Ministry of Education (Province of Alberta). The Ministry of Education would need to approve the uses within the school and the construction costs of the structures. In addition, the Joint Use Agreement would need to be revised to determine and delineate details such as which parties are responsible for which costs, etc. Undertaking these tasks would require a significant amount of resources from the school boards that are not currently funded.

Some additional challenges that school boards face when contemplating multiple use sites involve the incurrence of higher than usual operating costs and determination of who should bear those costs, development of operating agreements between the various parties, coordination of timelines for development of the site (as schools typically develop when communities are nearing build out), and the extensive provincial criteria for site readiness which would need to be in alignment.

In order to explore provision of multiple use sites in the Belvedere ASP area and generally within Calgary, negotiations would need to be initiated with the Ministry of Education, with the school boards in attendance, to determine how to initiate changes to the current infrastructure and funding systems.

Costs

As directed, Administration has tracked time spent on this project related to the TwinHills joint use sites, and this cost will be included in the application fees for the community's Stage 2 application when an application is received.

Stakeholder Engagement, Research and Communication

Administration worked with the school boards, Site Planning Team, Joint Use Coordinating Committee and many internal stakeholders on this project. The groups collaborated to analyze the school joint use site needs, outline the process required to accommodate multiple use school sites in the future, and to ensure that the next stages of the TwinHills community make the most sensible use of the municipal reserve land available. Administration will continue to engage with the developer on future stages of TwinHills.

Strategic Alignment

No changes that would affect this area's alignment with City of Calgary policies or procedures are proposed at this time. The Belvedere ASP remains consistent with the policies in the

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Municipal Development Plan (2008), the South Saskatchewan Regional Plan (2014), and the (Calgary Metropolitan) Interim Growth Plan (2018).

Social, Environmental, Economic (External)

The more efficient use of MR land for the joint-joint use site will create the potential for closer, more accessible park spaces for residents of the communities in Stage 2. This may not have been possible if the provision of three full-sized, individual school sites was required. This compromise has the potential to create a more desirable, livable community for the future residents, could decrease the operating costs for the school board, and supports the creation of more sustainable communities.

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:

This proposal does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time. There is a Growth Management Overlay in place on all Stage 2 lands that must be removed prior to any development occurring in that area.

Risk Assessment

There are no significant risks associated with this report.

REASON(S) FOR RECOMMENDATION(S):

Administration's analysis of the school site requirements in the Belvedere Area Structure Plan area indicated that no significant changes are required to the policy to accommodate the currently anticipated development. Administration will continue working with the developer of the TwinHills community to determine the best locations for schools in that area and will return to Council if any amendments are required to the Belvedere Area Structure Plan and/or any other bylaw.

ATTACHMENT(S)

1. Belvedere Area Structure Plan - Land Use Concept
2. TwinHills Community – Stage Plan (Concept)