

Planning & Development Report to
Calgary Planning Commission
2020 March 05

ISC: UNRESTRICTED
CPC2020-0188

Outline Plan in Belvedere (Ward 9) at multiple addresses, LOC2018-0275(OP)

EXECUTIVE SUMMARY

This application was submitted by O2 Planning and Design on 2018 December 21 on behalf of the landowner, Minto Communities Inc. The application proposes a framework for the future development of approximately 10.81 hectares (26.71 acres) of greenfield land in the southeast Community of Belvedere. The intent of this application is to enable two blocks for multi-residential development and a block of low-density residential development by providing for:

- a higher-density residential development with an open space network that begins the southwest neighbourhood of Community D and provides a logical extension within the Community of Belvedere;
- an anticipated 275 dwelling units in mixed-use developments (MU-1f3.0h20);
- an anticipated 285 townhouse dwelling units (M-1);
- an anticipated 20 low-density dwelling units such as single, semi-detached, rowhouse or duplex dwellings (R-G);
- 1.41 hectares (3.48 acres) of Municipal Reserve intended for a public park (S-SPR);
- 1.51 hectares (3.74 acres) of Environmental Reserve and Crown-claimed reserve land to protect existing wetland (S-UN); and
- the location of future local and major roadways, utilities, and services.

The proposed outline plan serves to implement the policies of the *Municipal Development Plan* and the *Belvedere Area Structure Plan* and supports the efficient utilization of land and infrastructure by providing a framework for the future subdivision of new residential districts and open space network recommended in the associated land use application (CPC2020-0189).

ADMINISTRATION RECOMMENDATION:

1. That Calgary Planning Commission **APPROVE** the proposed outline plan located at 8705 - 17 Avenue SE, 8501, 8517, 8520, 8536, 8550, 8567, 8570, 8660, 8585, 8605 and 8621 - 18 Avenue SE, 8516, 8522, 8544, 8560, 8582 and 8650 - 19 Avenue SE and 1880 - 84 Street SE and closed road adjacent to 17 Avenue SE (Plan 1858AD, Block 2; Plan 5307AF, Block 1, Lots 9 to 32; Plan 5307AF, Block 2, Lots 1 to 40; Plan 5307AF, Block 3, Lots 1 to 20; Plan 5307AF, Block 4, Lots 9 to 20; Plan 18T58AD, Block 8; Plan 1711148, Area 'A') to subdivide 10.81 hectares ± (26.72 acres ±) with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by O2 Planning and Design on 2018 December 21 on behalf of the landowner, Minto Communities Inc. The application proposes to redesignate approximately 10.73 hectares (26.51 acres) of greenfield land in the southeast Community of Belvedere. O2

Approval(s): **K. Froese** concurs with this report. Author: **E. Wasser**

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Planning and Design have provided a summary of their proposal in the Applicant's Submission (Attachment 2).

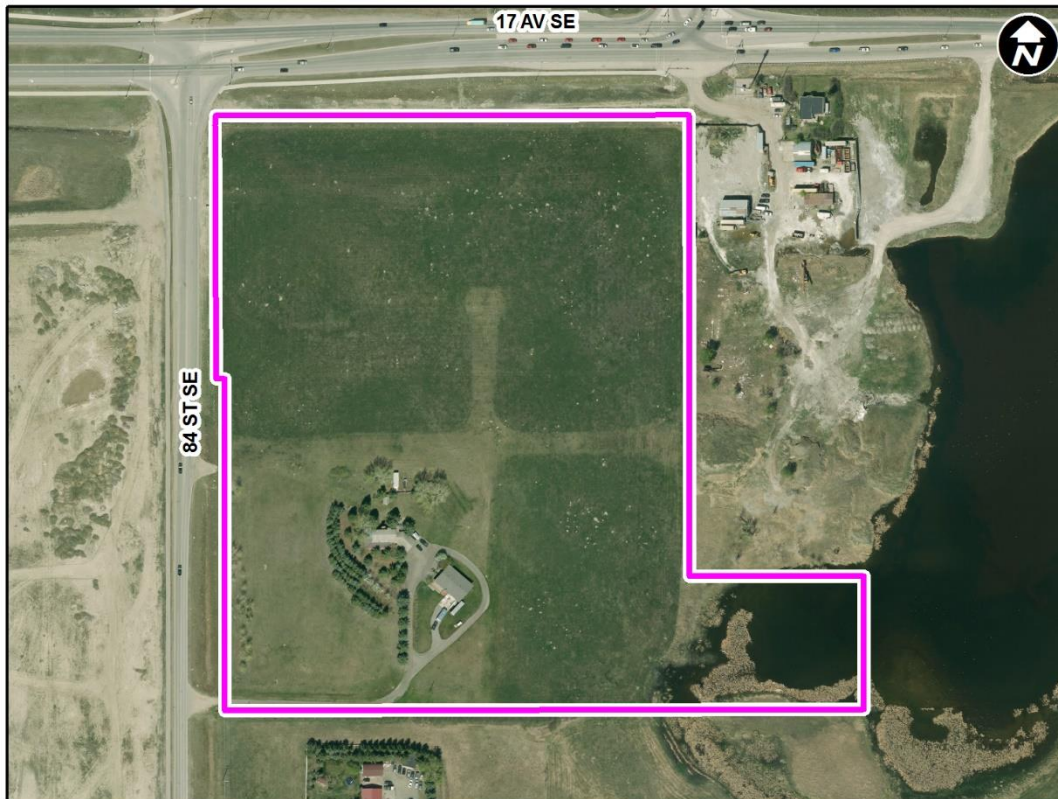
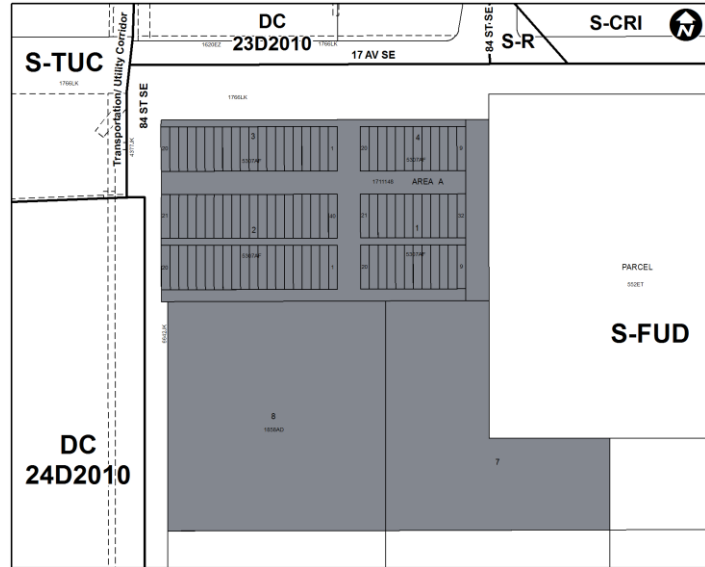
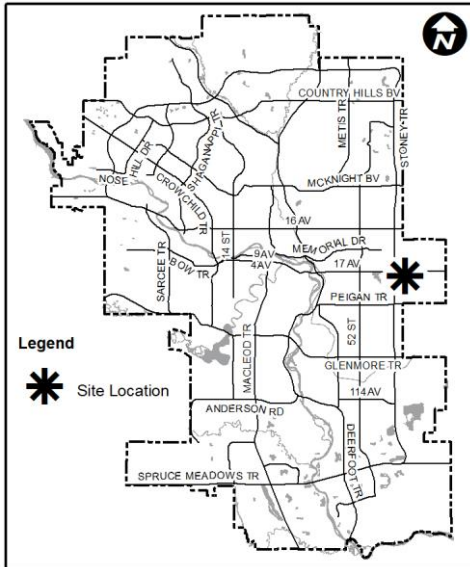
The subject lands were part of an annexation from Rocky View County in 2007, which includes the area now known as Belvedere. Development in Belvedere is ongoing, as depicted in Attachment 8.

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Location Maps



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Site Context

The site is located at the intersections of 17 Avenue SE and 84 Street SE, in the Community of Belvedere, in eastern Calgary. The site is generally flat, slopes down to the east, and is developed with a single detached dwelling and an ancillary garage.

DC Direct Control Districts based on the Commercial – Regional 3 (C-R3) District exist to the north and east of the site. The East Hills Shopping Centre exists to the north of the site, whereas the site to the east is undeveloped.

To the northeast of the site is an area with an approved, primarily residential outline plan (LOC2016-0186).

Country residential and undeveloped properties exist to the west and south of the site, designated either Special Purpose – School, Park and Community Reserve (S-SPR) District or a direct control district based on S-FUD that prevents further subdivision, to control premature, fragmented development.

A disturbed, Class 5 wetland exists within the southeast corner of the site and continues east of the site.

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A non-approved, non-operating landfill exists to the east of the site. The subject site also subject to the *Subdivision and Development Regulation* (SDR) setback for the landfill. Further information can be found in the Environmental and Strategic Alignment section of this report.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a framework that can allow for a range of uses that are compatible with the context of the site. The proposal is consistent with applicable policies, as discussed in the Strategic Alignment section of this report.

Planning Considerations

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

Subdivision Design

The proposed subdivision of approximately 10.81 hectares (26.71 acres) of greenfield land will continue development in the Community of Belvedere. In general, the subdivision consists of residential lands and two areas of open space, supported by a structure for a grid street network. The proposed plan area is integrated into the overall community through multi-modal connections. The proposed streets and pathways are in line with previously approved surrounding networks. The subdivision design proposes to accommodate a mix of housing forms.

The intent of this application is to enable two blocks for multi-residential development and a block of low-density residential development.

Open Space

Open space for the plan area is provided through a neighbourhood park and Environmental Reserve lands.

The centrally located 1.41 hectare (3.48 acre) site will be dedicated as Municipal Reserve (MR) and is proposed to be provided as a public neighbourhood park. This MR dedication fulfills the ten per cent MR dedication requirement for the site.

The southeast 1.51 hectare (3.74 acre) portion of the site is proposed to be dedicated as Environmental Reserve (ER) or Crown-claimed reserve land, in order to protect the Class 5 wetland that exists within the southeast corner of the site and continues east of the site.

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Pathways

Regional pathways are proposed to the north, east, and west of the site, connecting the housing within the site to the public open space, surrounding areas within the Community of Belvedere, and other destinations elsewhere in the region. Multi-use pathways are also proposed along 19 Avenue SE and 84 Street SE. Sidewalks are proposed along 19 Avenue SE and 21 Avenue SE.

A breakdown of the statistics for the subject outline plan can be found in the Subdivision Data Sheet (Attachment 4).

Land Use

Concurrent with this outline plan application is a land use amendment application that proposes to redesignate the site to:

- Mixed Use - General (MU-1f3.0h20) District;
- Multi-Residential – Low Profile (M-1) District;
- Residential – Low Density Mixed Housing (R-G) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District; and
- Special Purpose – Urban Nature (S-UN) District.

Approximately 0.07 hectares (0.17 acres) of remnant portions of the parcel that are planned to be part of a roadway that are intended to remain Special Purpose – Future Urban Development (S-FUD) District because the land use district of the adjacent parcel is S-FUD.

Density

The outline plan proposes development that achieves both the *Municipal Development Plan* and the *Belvedere Area Structure Plan* minimum density and intensity targets, as identified in *Table 2*. This will help to support the future transit and community amenities within the greater area.

Table 2: Density Requirements

	Minimums	Municipal Development Plan	Belvedere Area Structure Plan	Anticipated
Density	Units per hectare	20		53.63
	Units per acre	8		21.70
	Units per gross developable residential hectare		20	86.66
	Units per gross developable residential acre		8	35.07
Intensity	People and jobs per gross developable hectare	100 (for primary transit network service)	70	110.88
	People and jobs per gross developable acre	40 (for primary transit network service)	28.33	44.87

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Environmental

Phase 1 and Phase 2 Environmental Site Assessments were submitted in support of the application. No significant concerns were identified through the Environmental Site Assessments from the previous, pre-development, limited uses on the site. Further investigation and possible minor remediation associated with impacts from the previous uses, as may be required, will be addressed through the normal processes with Alberta Environmental and Water at the time of subdivision and/or development permit application review to assess the impact of the non-operating landfill. To allow for residential, food establishment, school, and/or hospital uses, a complete environmental submission will be required from the applicant to support an application by The City of Calgary for consent for variance of the Subdivision and Development Regulation by the Deputy Minister of Alberta Environment and Water.

A Level 3 Biophysical Impact Assessment (BIA) was submitted in support of the application. Additional analysis will need to be conducted at the time of subdivision and/or development permit application review to assess the impact of the non-operating landfill.

The site shares the wetland with the nearby landowners. Most of the 7.71 hectare wetland is on the nearby lands, with 0.94 hectares within the subject site. The BIA classified the overall wetland as a Permanent Shallow Open Water Body under the Alberta Wetland Classification System and a Class 5 Permanent Pond under the Steward and Kantrud classification system.

The Province claimed the bed and shore of the portion of the wetland within the site. The survey for the Crown-claimed permanent water edge was done independently from the BIA (Attachment 7). The Environmental Reserve lands provided include the Crown-claimed wetland, as well as the outer part of the wetland, the Low Prairie Zone, and the associated buffer.

The alignment of 84 Street SE is constrained due to the location of the intersection with 17 Avenue SE and the wetland. The road alignment is designed in a way to mitigate impact to the wetlands by providing a 10 metre-wide buffer between the bottom of the back-sloping of the grades required to support the road and the outer edge of the wetland. The approved BIA assures mitigation and rehabilitation measures will be taken during and after the construction of the road to further reduce the impact to the adjacent Environmental Reserve lands.

Transportation

The plan area is bounded by 17 Avenue SE to the north, Old 84 Street SE to the west and 84 Street SE to the east. Regarding the area network, the interchange of Stoney Trail and 17 Avenue SE exists to the west of the site, and the Calgary Transit MAX Purple Bus Rapid Transit (BRT) line is routed along 17 Avenue SE. Adjacent to the site, 17 Avenue SE is classified as a Parkway, with planned dedicated bus rapid transit lanes along the centre of the roadway. A BRT station is planned at the intersection 17 Avenue SE and 84 Street SE.

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Currently, 84 Street SE south of 17 Avenue SE is located 300 metres west of 84 Street SE north of 17 Avenue SE. Eighty-fourth Street was realigned as a result of the Stoney Trail and 17 Avenue SE interchange. As outlined in the MDP and the ASP, the realigned 84 Street SE south of 17 Avenue SE will match 84 Street SE north of 17 Avenue SE. The existing 84 Street SE is planned to remain and will become a collector road, with right-in/right-out access to 17 Avenue SE.

To support the transit-oriented development vision of this area, a modified arterial roadway is proposed for 84 Street SE. The modification is intended to provide a high-quality pedestrian experience on the west side of the road, connecting the site to the BRT station and to provide on-street parking to support commercial activity along the MU-1 development. This section of roadway will function similar to an Urban Boulevard roadway.

Two east-west oriented roads are proposed between Old 84 Street SE and the realigned 84 Street SE. Nineteenth Avenue SE is proposed to be a modified collector roadway with a pathway on one side, supporting the multi-residential developments. Twenty-first Avenue SE is proposed to be a residential roadway servicing low density housing. Vehicular access to the parcels in the site will be only be provided via 19 Avenue SE and 21 Avenue SE.

A pathway and cycle track are planned for the 17 Avenue SE Parkway. Pathways are proposed on both sides of the street for the realigned 84 Street SE. Pathways are proposed on both sides of Old 84 Street SE. A pathway is planned on the south side of 19 Avenue SE, therefore, the site area will be well-connected for active modes of transportation.

Utilities and Servicing

Only developer-funded main extensions are required for this development.

Water servicing is available from the existing 400 millimetre water mains at 17 Avenue SE and the Old 84 Street SE. The water servicing needs to be a looped system. The site is within the Glenmore pressure zone.

Sanitary servicing is available from the existing 600 millimetre Great Plains Sanitary Trunk at the Old 84 Street SE. A sanitary collection main will be required to connect directly to this storm trunk.

Existing capacity constraints in the Forest Lawn Creek catchment require this site to be serviced with an interim solution of no net release until upgrades are completed at Forest Lawn Creek. For the ultimate servicing solution, storm servicing is available from the existing 1,050 millimetre stormwater trunk at 17 Avenue SE and the 1,950 millimetre stormwater trunk at the Old 84 Street SE. A future stormwater collection main will be required to connect directly to this storm trunk from the development. The stormwater trunks will collect in a future stormwater pond southwest of the site and drain to Forest Lawn Creek.

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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 and the application was advertised online. A second round of circulations to relevant stakeholders and notifications letters to adjacent landowners were sent in December 2019, after amended plans were received in response to the detailed team review document.

Administration received the following correspondence from four (4) individuals in relation to the application:

- One letter of concern regarding capacity of the intersection 17 Avenue SE and 84 Street SE and only having access to the East Hills Shopping Centre from 84 Street SE;
- One letter in opposition to the initially proposed 84 Street SE alignment, and one subsequent letter in favour of the revised proposed 84 Street SE alignment;
- One letter in opposition to the revised proposed 84 Street SE; and
- One letter in favour of the revised street network, requesting a higher-order road standard for 19 Avenue SE.

The applicant held an open house on 2020 February 04. Administration was in attendance. Over 20 participants attended the open house, and primarily had questions, rather than comments related to water servicing for their properties and the plans for regional road network. An outreach summary is provided in Attachment 3.

Currently, there is no community association for the area.

The application was circulated to the City of Chestermere and Rocky View County, and no comments were received.

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 efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the [Interim Growth Plan](#). The proposed outline plan 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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Rocky View County/City of Calgary Intermunicipal Development Plan (Statutory - 2012)

The site is within the Policy Area on Map 1: Plan Area of the [Rocky View County/City of Calgary Intermunicipal Development Plan](#). The proposal is generally consistent with the policies of the *Rocky View County/City of Calgary Intermunicipal Development Plan*.

Municipal Development Plan (Statutory - 2009)

The site is within the Residential - Developing – Planned Greenfield with Area Structure Plan (ASP) area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). The MDP defers to the local area plan.

The MDP includes city-wide transit-oriented development policies and policies for creating complete communities with a more compact urban form. The proposal, which focuses mixed-use, higher-density development in proximity of a BRT station, is generally consistent with those policies.

The proposal is generally consistent with the MDP.

Transit-Oriented Development Policy Guidelines (Statutory - 2004)

The [Transit-Oriented Development Policy Guidelines](#) generally encourages higher densities, mixed-used development, and pedestrian- and cyclist-friendly environments near and complementary to higher-order transit stations.

The proposal is generally consistent with the guidelines of *Transit Oriented Development Policy Guidelines*.

Improving Calgary's Entranceways: A Guide for Development Adjacent to Entranceways (Non-Statutory - 2012)

The proposal is not consistent with the guidelines of [Improving Calgary's Entranceways: A Guide for Development Adjacent to Entranceways](#). It is recognized that the development permit application reviews may be able to address the context.

Seventeenth Avenue SE is identified as an Entranceway on Map 1. The guidelines were created prior to the creation of the MU-1 district, and therefore MU-1 is not classified in Table 7.1 ("A", "B", and "C" Land Use Districts for Sites adjacent to Entranceways). MU-1 is designed for street-facing development and would be considered a "C" land use district, among other street-oriented land uses districts. Based on the potential for impacts of high speed roads on street-oriented development, additional screening may be required. The Entranceway Guidelines discourage uses that require screening along Entranceways, and therefore MU-1 would be discouraged.

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East Regional Context Study (Non-Statutory - 2009)

In the [East Regional Context Study](#), the site is within a Residential area on Map 3: Land Use Concept. 17 Avenue SE and 84 Street SE are identified as Major Streets and Proposed Pathway Connections, and 17 Avenue SE is identified as a Potential BRT Route on Map 3: Land Use Concept.

The proposal is generally consistent with the principles, directions, and concept of the *East Regional Context Study*.

Belvedere Area Structure Plan (Statutory - 2013)

In the [Belvedere Area Structure Plan](#) (ASP), the site is not within a growth management overlay, and therefore land use redesignation and outline plan applications may proceed.

The site is within a Transit Station Planning Area, because it is within 600 metres of a BRT station. The Transit Station Planning Area encourage higher intensities, safe, direct, and convenient travel pathways for pedestrians and cyclists, and consistency with the *Transit-Oriented Development Policy Guidelines*.

On Map 5: Land Use Concept of the ASP, the site is partially within a Community Retail 2 Centre and a Special Study Area that applies to lands surrounding the neighbouring landfill. The commercial area is intended to be part of a contiguous regional commercial-only area to the north and west, that takes advantage of the location in proximity to the interchange of Stoney Trail SE and 17 Avenue SE. The Special Study Area is intended to be a placeholder until individual applications come in, accompanied by studies determining whether there are issues associated with contaminants from the neighbouring landfill.

The proposal includes a mixed-use component, which allows for commercial uses, and is thereby consistent with the ambition of creating a contiguous commercial area, while allowing for residential uses. Administration is satisfied with the environmental reporting to remove the Special Study Area. Additional analysis on environmental matters will occur during subdivision and development permit application review. A policy amendment (CPC2020-0189) is proposed to change the site to be within a Neighbourhood Area to allow for residential uses.

The site is not within a Neighbourhood on Map 6: Community and Neighbourhood Concept of the ASP but is proposed to be added into the southwest Neighbourhood of Community D through a policy amendment application (CPC2020-0189).

The proposal is generally consistent with the policies of the ASP, and the proposed amendments to the ASP are consistent with the intent of the ASP and will bring the ASP and proposal into alignment.

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Subdivision and Development Regulations (Alberta Regulation – 2002)

The entire site is within the legislated setbacks from the landfill and is governed by Section 13 of the [Province of Alberta Subdivision and Development Regulation](#) (AR 43/2002). These regulations will limit certain uses (residences, food establishments, schools, hospitals) from locating within the prescribed setback (metres from disposal area) through the subdivision and development permit processes.

Social, Environmental, Economic (External)

The proposed outline plan represents an increase in housing diversity and density, as there will be a wider range of housing product available.

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

Risk Assessment

There are no significant risks associated with this proposal. Further assessment will occur at the time of subdivision and development permit applications.

REASON(S) FOR RECOMMENDATION(S):

The proposal is generally consistent with the policies and guidelines of the *Municipal Development Plan*, the *Belvedere Area Structure Plan*, as amended and other applicable documents.

ATTACHMENT(S)

1. Conditions of Approval
2. Applicant's Submission
3. Outreach Summary
4. Proposed Outline Plan
5. Subdivision Data Sheet
6. Proposed Land Use District Map
7. Wetland Survey
8. Ongoing Development in the Belvedere Area Structure Plan