

Planning & Development Report to
Calgary Planning Commission
2020 August 06

ISC: UNRESTRICTED
Corrected CPC2020-0857

Land Use and Policy Amendment in Stoney 3 (Ward 5) at 4001 - 104 Avenue NE, LOC2019-0123

EXECUTIVE SUMMARY

This policy and land use amendment application was submitted on 2019 July 30 by B&A Planning Group on behalf of the landowners BK Prime Alberta I GP Inc and Sun Life Assurance Company of Canada. The application proposes the redesignation of approximately 43.61 hectares (107.76 acres) of land primarily intended for a regional shopping centre in the northeast community of Stoney 3. This application provides for:

- approximately 9.28 hectares (21.84 acres) of land (I-G) to accommodate light and medium general industrial development with support commercial uses internal to the site;
- approximately 32.56 hectares (80.46 acres) of land (I-C) to accommodate light industrial and small scale commercial development on the periphery of the site;
- approximately 1.69 hectares (4.17 acres) of land (C-COR3) to accommodate commercial development at the intersection of Metis Trail NE and 104 Avenue NE;
- an overall maximum floor area ratio (FAR) of 1.0; and
- a maximum building height of 16.0 metres.

This proposal is accompanied by an outline plan application (CPC2020-0680) which revises an existing outline plan in the area in order to provide a new framework for the future subdivision of the proposed industrial and commercial districts, roads, as well as a previously designated regional athletic park.

An amendment to the *Northeast Industrial Area Structure Plan* (ASP) is required to accommodate the proposed land use amendment. This proposal conforms to the relevant policies of the ASP, as amended, and the *Municipal Development Plan* (MDP).

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the Northeast Industrial Area Structure Plan (Attachment 1),
2. Give three readings to the proposed bylaw,
3. **ADOPT**, by bylaw, the proposed redesignation of 43.61 hectares $\pm$ (107.76 acres $\pm$) located at 4001 - 104 Avenue NE (Portion of Plan 1513083, Block 1, Lot 1) from DC Direct Control District, Special Purpose – School, Park and Community Reserve (S-SPR) District **to** Industrial - General (I-G) District, Industrial – Commercial (I-C) District and Commercial – Corridor 3 f1.0**h16** (C-COR3 f1.0**h16**) District, and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This policy and land use amendment application was submitted by B&A Planning Group on behalf of the landowners BK Prime Alberta I GP Inc and Sun Life Assurance Company of Canada. A summary of the applicant's proposal has been provided in Attachment 2.

A previous land use amendment and outline plan (CPC2007-016) was approved for the subject site in 2007 which established the location of Municipal Reserve (MR) for a future regional athletic park. At that time, the remainder of the site was given a direct control land use district to accommodate a regional shopping centre. In accordance with the ASP, which identifies the site as a Gateway Commercial Area, the regional shopping centre development would be designed as a regional based retail area; and would be comprised of large format, automobile-oriented retail and service commercial uses.

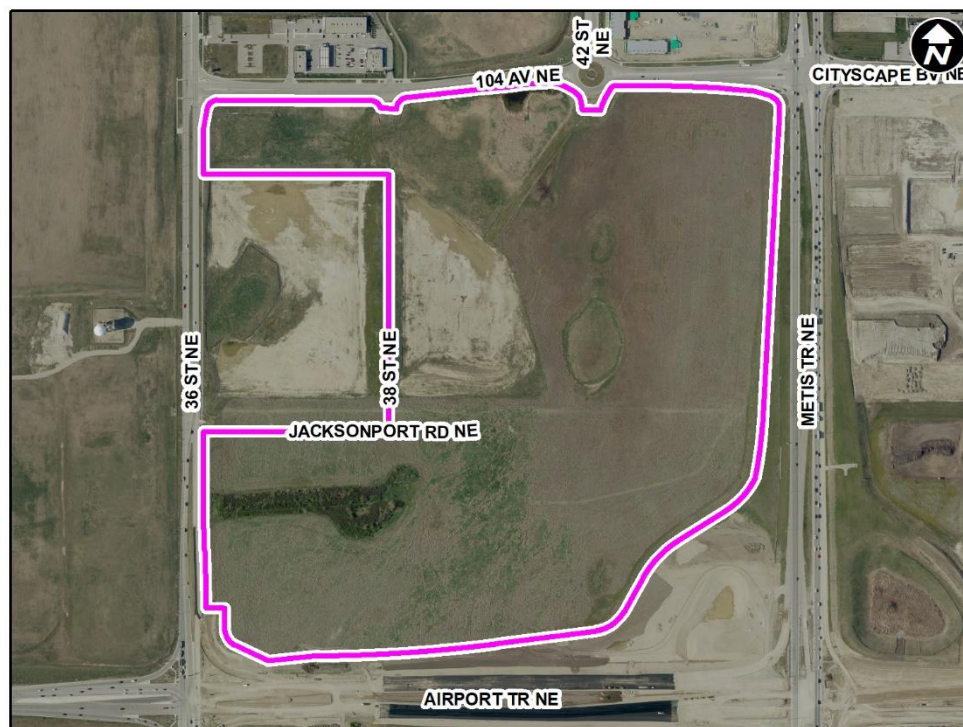
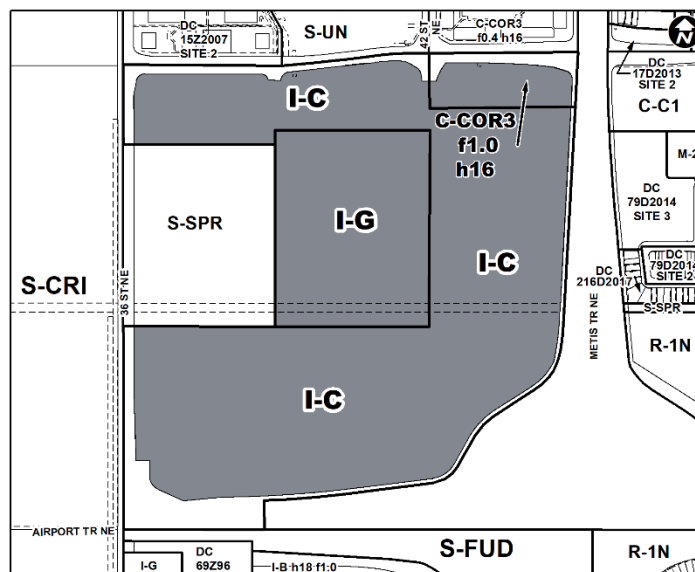
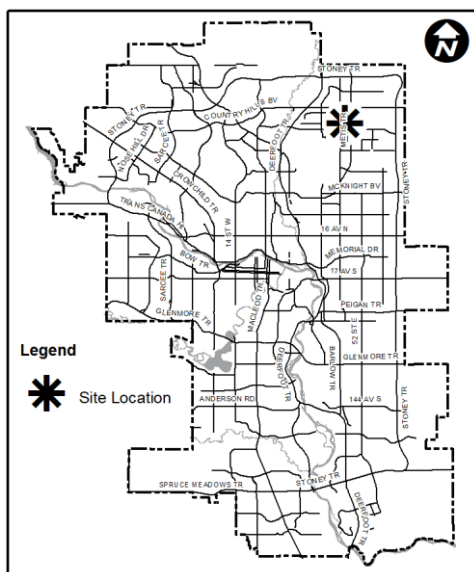
Since 2007, due to the lack of a market for a regional shopping centre on the subject site, the parcel has remained undeveloped.

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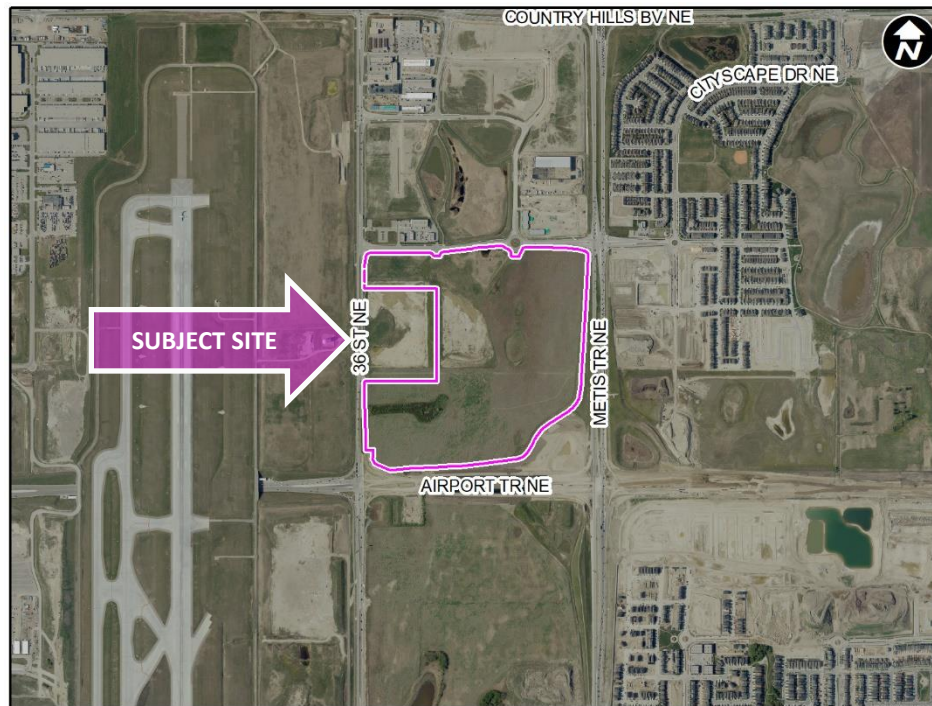
Location Maps



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Site Context

The subject lands are situated in the northeast quadrant of the city, in the developing community of Stoney 3. The lands are bound by 104 Avenue NE and developing commercial and industrial land to the north; Metis Trail NE and the developing community of Cityscape to the east; 36 Street NE and the Calgary International Airport to the west; and to the south, the proposed road alignment for Airport Trail NE, followed by undeveloped industrial land.

The subject parcel is flat with existing Class I (Temporary Marsh) and Class II (Seasonal Marsh) wetlands, is currently undeveloped and is being used for agricultural purposes.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use and policy amendment application, in conjunction with the associated outline plan, will facilitate the development of an industrial business park with support commercial uses, as well as provide the infrastructure necessary for a new regional athletic park.

Land Use

The subject site is currently designated Special Purpose – School, Park and Community Reserve (S-SPR) District, and DC Direct Control District ([DC15Z2007](#)) based on the C-5 Shopping Centre Commercial District of Land Use Bylaw 2P80. To implement the policies of the Northeast Industrial ASP as amended, the following land uses are proposed:

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- Industrial – Commercial (I-C) District;
- Industrial – General (I-G) District; and
- Commercial – Corridor 3 f1.0h16 (C-COR 3 f1.0h16) District.

The I-C District is intended to be located on the perimeter of industrial areas, along major streets or expressways. It includes light industrial uses that are unlimited in size, and small scale commercial uses that are compatible with and complement light industrial uses. It is also characterized by controls to ensure that developments provide a transition between other land use districts and the I-G District or between highly visible industrial parcels and the I-G District.

The I-G District is intended to provide for a wide variety of light and medium industrial uses and a limited number of support commercial uses. I-G parcels are typically located in internal locations, have appropriate controls to ensure screening of any outdoor activities, and are characterized by the application of discretion for parcels that share property lines with streets to ensure appropriate interfaces.

The C-COR3 District is intended for sites located along arterial roads and locations in industrial areas to accommodate mid-scale retail, and medium to large eating and drinking uses. It can be characterized by motor vehicles having direct access from a road to the development and includes perimeter landscaping to separate activities from the road and surrounding development. This District establishes varying building height and building density for individual parcels. A maximum building height of 16.0 metres and a maximum floor area ratio (FAR) of 1.0 is proposed for the subject site. As development plans have not yet been finalized, the proposed building height and FAR will provide flexibility at the development permit stage and are in line with the maximum building height of the adjacent C-COR3 District to the north and the overall maximum FAR for the area.

Subdivision Design

The proposed outline plan (Attachment 3) associated with the application, comprises approximately 51.51 hectares (127.28 acres) and includes a portion of land that will remain unchanged and thus is not included in the total land use resignation area. The subdivision includes connections to 36 Street NE, 104 Avenue NE, and the future extension of Airport Trail NE. The modified grid pattern allows for a variety of building forms and flexible parcel sizes to accommodate future development opportunities.

Internal sidewalks combined with regional and multi-use pathways along the north, east and west peripheries provide connections for pedestrians and cyclists throughout the site and to adjacent communities.

Development and Site Design

There are currently no active development permit applications for new buildings on the subject site. When applications are received, they will be evaluated against the regulations of the Land Use Bylaw, as well as the policies contained within the applicable policy plans. Given the close proximity of the proposal to the Calgary International Airport, comments from external

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stakeholders such as the Calgary Airport Authority, NAV Canada, and Transport Canada will be also be evaluated against the proposal.

Open Space

Although it is not included within this redesignation application as it already holds the S-SPR land use, the outline plan provides a Municipal Reserve (MR) dedication of approximately 7.22 hectares (17.84 acres) to allow for the development of a regional athletic park in the form of sports fields on one contiguous parcel. The MR dedication accounts for 14.27 percent of the net developable area, with the dedication over the standard 10 percent allocation to satisfy a Deferred Reserve Caveat on title. Included within the concept are a variety of sports fields including a cricket pitch, rugby field, major/minor soccer combination pitch, as well as two minor soccer pitches. The cricket pitch and rugby field are being provided to meet demand for these facilities in the northeast quadrant of the city. Final design of the facility will take into account any constraints imposed by the site's close proximity to the adjacent airport radar dome. As proposed, the athletic park is permitted under the *Airport Vicinity Protection Area (AVPA)* regulation and a preliminary design concept has been reviewed by and is supported in principle by NAV Canada.

On the northern edge of the proposed sports fields, with this land use amendment application, a 0.59 hectare (1.45 acre) portion of what was previously designated S-SPR is proposed to be redesignated to I-C. This is to correct a previous MR overdedication.

Density and Intensity

While there are no statutory intensity targets for the subject lands, the proposal is in alignment with the density regulation policies noted in the *Northeast Industrial ASP* for Business/Industrial Areas. These policies identify a maximum FAR of 1.0 for light and medium industrial uses as well for secondary commercial uses.

Transportation

Streets and Access

A Traffic Impact Assessment (TIA) was submitted and accepted as part of this application. New public road intersections to provide access to the subject site will be achieved at two locations along 104 Avenue NE, and one each at 36 Street NE and the future Airport Trail NE. The intersections connecting to 104 Avenue NE have been "stubbed" south of 104 Avenue NE which will facilitate construction of the new streets with relative ease and minimal disruption to existing road users.

The proposed plan includes a revision to Jacksonport Road NE between 38 Street NE and 104 Avenue NE, from a four-lane Undivided Primary Collector (as approved on LOC2006-0089) to a two-lane Modified Industrial Street. The revision to Jacksonport Road NE is supportable based

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on the revised land use designations and will reduce the number of vehicle lanes along Jacksonport Road NE.

A 0.92 hectare road purchase has been identified along the Airport Trail NE alignment based on the current design for the skeletal road network and planned Airport Transit Line.

Transit

The area is currently serviced by Routes 100, 119, and 157, which has stops located west of the intersection of 104 Avenue NE and 36 Street NE. These transit routes provide connections to multiple locations, including the Saddletowne and McKnight-Westwinds LRT stations.

An Airport Transit Line is identified in the *Calgary Transportation Plan* and *Route Ahead* Transit Plan. The Airport Transit Line Study was presented to the Standing Policy Committee on Transportation and Transit on 2020 June 24. The planned alignment borders the southern boundary of the site within the median of the ultimate Airport Trail Skeletal Road. The line includes a potential station within the median at approximately 38 Street NE, which would service the subject lands. The road right of way located in the NW corner of the Metis Trail / Airport Trail NE interchange lands was identified as a potential location for the maintenance and storage facility for the Airport Transit Line. This infrastructure is currently unfunded.

Environmental Site Considerations

A Biophysical Impact Assessment has been approved for the subject lands. No significant wetlands or areas qualifying Environmental Reserve (ER) have been identified through the outline planning process.

As part of the application submittal, SLR Consulting (Canada) Ltd prepared a Phase I Peer Review, Phase II Environmental Site Assessment and a Geotechnical Investigation report in support of this application. The objective of these documents was to assist in identifying areas of potential environmental concern within the plan area. Soil sampling and groundwater monitoring were carried out and it was recommended that no further site assessment work is required.

Utilities and Servicing

Water service for the plan area will be extended to the site from 104 Avenue NE on the north side and on the south side it will extend to Airport Trail NE and bend west where it will connect to 36 Street NE. Sanitary sewers have been stubbed into the site at two locations off 104 Avenue NE and mains will extend from these two connection points. A Sanitary Servicing Study was also prepared in support of this application and approved by Water Resources. The storm sewer system will consist of an above ground system that drains the private sites and a below ground system to drain the public roadways. There are two existing storm sewer stubs into the site from 104 Avenue NE which will be extended throughout the proposed road network. Road drainage will ultimately drain to an existing storm pond located in Lot 4 PUL, Block 2, Plan 1412131 located north of 104 Avenue NE. Drainage of private sites will be collected via a

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bioswale system which will ultimately be directed to the existing Environmental Reserve (Lot 3ER, Block 2, Plan 1412131) on the north side of 104 Avenue NE. A Staged Master Drainage Plan was submitted in support of this application and approved by Water Resources.

Climate Resilience

The proposal will utilize bioswales to reduce the land required for stormwater retention ponds. This will allow for a more efficient use of land, reducing land consumption, while allowing stormwater to percolate through the soil and replenish ground aquifers.

Further opportunities for compliance with the climate resilience policy, for these potentially large warehouse / industrial buildings will be explored during future development permit application stages.

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.

Two letters were received in support of the application. The increase of employment opportunities within close proximity to nearby residential communities, and the development of a regional athletic park with a cricket pitch were noted as primary reasons.

There is currently no community association for the subject area.

No public meetings were conducted by the applicant or Administration in direct relation to this land use application.

Following Calgary Planning Commission, notifications for Public hearing of Council, in relation to this policy and 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 (2014)

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [Interim Growth Plan](#). The proposed application builds on the principles of the *Interim*

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Growth Plan by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (Statutory – 2009)

The [Municipal Development Plan](#) (MDP), [Map 1: Urban Structure](#), identifies the subject lands as Standard Industrial. Standard Industrial Areas consist of existing planned industrial areas that contain a mix of industrial uses at varying intensities. The recommendation by Administration aligns with the direction of the MDP which includes the following land use policies:

- Industrial uses should continue to be the primary use.
- Allow for the development and retention of a broad range of industrial uses and a variety of industrial parcel sizes.
- Uses that support the industrial function of this area and cater to the day-to-day needs of area businesses and their employees may be supported.
- Stand-alone office uses and regional retail developments in industrial areas are discouraged.
- Regional or city-wide recreation and sport facilities may be provided in industrial areas to meet the extensive land needs of city-wide recreation and sport programs. These facilities should be designed and located to be accessible to transit routes, cycling routes and pathways

Northeast Industrial Area Structure Plan (Statutory – 2007)

The subject site is currently identified as a Gateway Commercial Area within the [Northeast Industrial ASP](#). Gateway Commercial Areas are intended to only provide the opportunity to develop commercial centres within the ASP that are comprised of predominantly large format, auto-oriented, regional based developments with guidelines for greater vehicular parking ratios. In order to accommodate the proposed land use scenario, an amendment to Map 3 – Land Use Concept of the ASP is required. The amendment would change the subject site from Gateway Commercial Area to Business/Industrial Area. Not only would the ASP amendment better align the site with MDP policy (which discourages regional retail development in Standard Industrial Areas), it would also help to allow for a more environmentally sustainable development form by not requiring only regionally based auto-centric development within the site.

The proposed land use redesignation will align with the ASP as amended. Business/Industrial Areas provide for the development of a variety of light industrial uses within the context of a fully-serviced industrial/business park. In addition, medium industrial, secondary commercial, office, institutional, recreational and other land uses considered to be compatible and appropriate may also be allowed.

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Climate Resilience Strategy (2018)

The [*Climate Resilience Strategy*](#) contains the *Climate Mitigation Action Plan* (CMAP) and the *Climate Adaptation Action Plan* (CAAP). The utilization of bioswales within the site supports CAAP Program 9: Green Spaces and Natural Areas to Support Mitigation.

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

The future alignment of Airport Trail NE, located adjacent to south side of the subject site is identified as an Entranceway Route within the policy [*Improving Calgary's Entranceways: A Guide for Development Adjacent to Entranceways*](#). Entranceway Routes are important places to reflect a positive image. The proposed land use designation of I-C adjacent to the future alignment of Airport Trail NE is identified in the policy as a land use district that is likely to offer opportunities for high quality, aesthetically pleasing development.

Social, Environmental, Economic (External)

The proposed land use will enable the continuation of development in the community of Stoney 3 and provide a future framework for a mix of commercial, industrial, and service uses to support a broad cross section of employment and service opportunities. The development of these lands will enable a more efficient use of land and infrastructure, supporting surrounding uses while introducing additional amenities to the area.

Financial Capacity

Current and Future Operating Budget

There is no impact to the current operating budget as a result of this report.

Current and Future Capital Budget

There is a 0.92 hectare road purchase identified for Airport Trail NE and the Airport Transit Line. Funding will be allocated as a component of the future implementation/construction of the ultimate Airport Trail Skeletal roadway.

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Risk Assessment

There are no significant risks associated with this proposal. Enabling development through the proposed policy and land use amendment and associated outline plan applications reduces the risk of not acquiring land in the near future to accommodate current recreational needs in the northeast as well as the widening of Airport Trail NE.

REASON(S) FOR RECOMMENDATION(S):

The proposal aligns with applicable policy directives contained within the *Municipal Development Plan* and the *Northeast Industrial Area Structure Plan* as amended. The proposed land use amendments provide the components to set the framework for a range of commercial and industrial uses that will complement existing and future residential communities.

ATTACHMENT(S)

1. Proposed Amendment to the Northeast Industrial Area Structure Plan
2. Applicant's Submission
3. Proposed Outline Plan