

Planning & Development Report to
Calgary Planning Commission
2020 October 15

ISC: UNRESTRICTED
CPC2020-1111

**Policy Amendment and Land Use Amendment in Chaparral (Ward 14) at 2100 -
194 Avenue SE, LOC2018-0256**

EXECUTIVE SUMMARY

This land use redesignation and policy amendment application was submitted by B&A Planning Group on behalf of the landowner SFGL CORP, managed by WestCreek Developments on 2018 November 20. The application proposes to redesignate approximately 15.69 hectares (38.55 acres) of land in the southeast community of Chaparral, which has been proposed to be called the neighbourhood of Chaparral Meadows. Specifically, the application provides for:

- approximately 1.58 hectares (3.90 acres) for single detached dwellings that can accommodate secondary suites (R-1s);
- approximately 6.69 hectares (16.53 acres) for an anticipated mix of single detached and semi-detached dwellings (R-G and R-Gm);
- approximately 3.23 hectares (7.98 acres) for an anticipated multi-residential development (M-G) which will provide for approximately 126 units in an at-grade multi-residential built form of up to 13.0 metres in height and a maximum density of 80 units per hectare (198 units per acre); and
- approximately 4.19 hectares (10.35 acres) of Special Purpose – City and Regional Infrastructure (S-CRI).

An amendment to the *Chaparral Area Structure Plan* (ASP) is required to accommodate the proposed residential uses in this location. The proposal supports applicable policies of the *Municipal Development Plan* (MDP).

This application is accompanied by an outline plan application (CPC2020-1105) to provide the future subdivision layout for the site's development. Conditions have been incorporated in the outline plan to effectively address the site's development.

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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 Chaparral Area Structure Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 15.69 hectares \pm (38.55 acres \pm) located at 2100 – 194 Avenue SE (Portion of Plan 1112999, Block 1, Lot 4) Special Purpose – Recreation (S-R) District ~~to~~ Residential – One Dwelling (R-1s) District, Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-Gm) District, Multi-Residential – At Grade Housing (M-G) District and Special Purpose – City and Regional Infrastructure (S-CRI) District ; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

On 2018 November 20, B&A Planning Group submitted the application on behalf of the landowner SFGL CORP, managed by WestCreek Development. The Applicant's Submission can be found in Attachment 1.

The community of Chaparral consists of two neighbourhoods: Chaparral and Chaparral Valley, located to the east of Chaparral. This application and the concurrent outline plan (CPC2020-1105) proposes a new neighbourhood, to the east of Chaparral Valley and to the west of the Blue Devil Golf Course, tentatively called Chaparral Meadows.

In 2002 at the time of subdivision of The Blue Devil Golf Course, The City agreed to defer dedication of Municipal Reserve as long as the golf course was accessible to the public. In 2009, when the golf course began to operate as a private course, the cash-in-lieu was paid to address the outstanding reserve commitment.

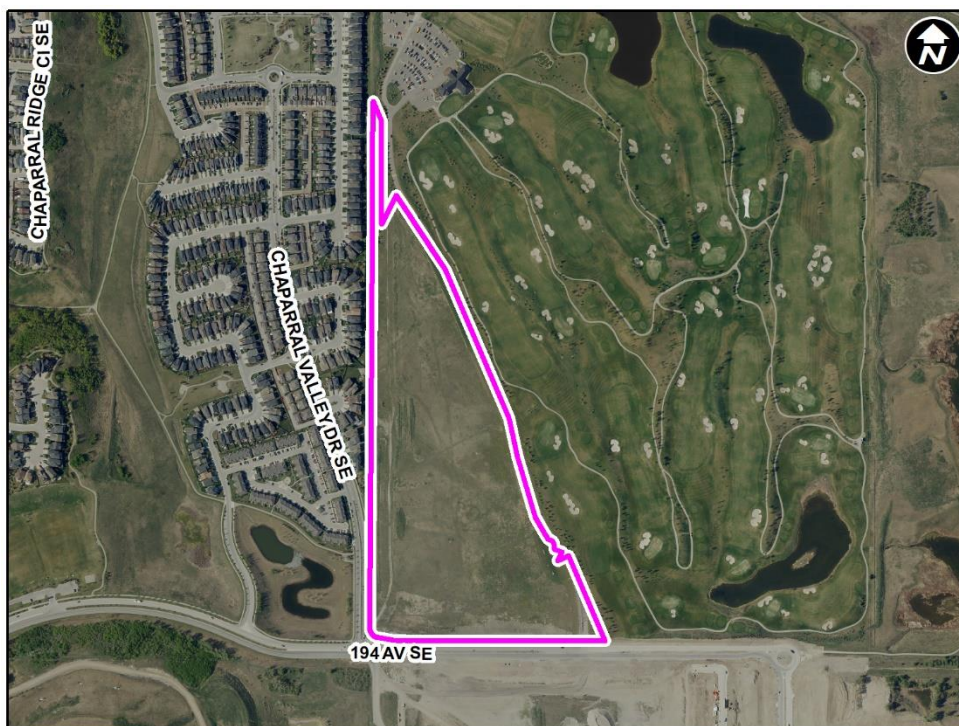
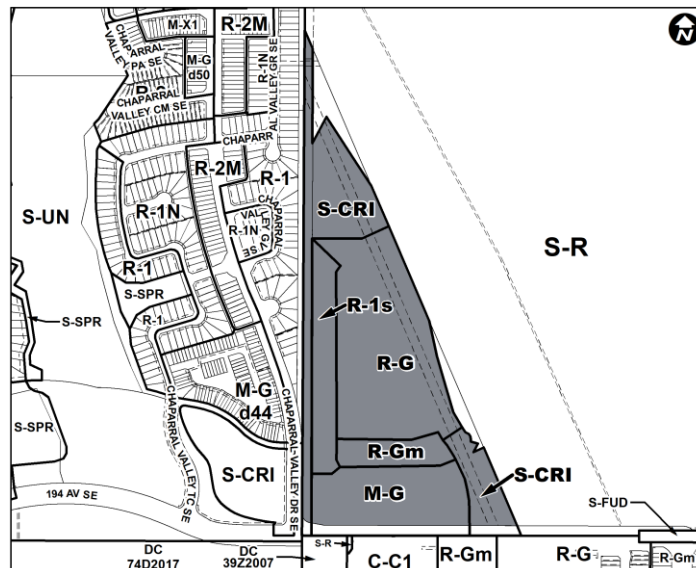
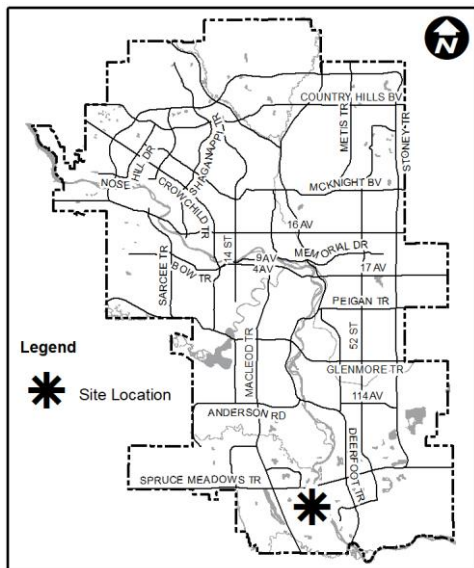
As such, the Municipal Reserve requirement for this application has already been met, therefore no additional land dedication is required.

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Location Maps



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Site Context

The subject site is located in the community of Chaparral, south of Stoney Trail SE and east of Macleod Trail SE. The site consists of one undeveloped triangular parcel located north of 194 Avenue SE and east of Chaparral Valley Drive SE and is approximately 15.69 hectares (38.55 acres) in size. The site has a five metres elevation difference with the high point situated in the southwestern portion of the site.

Surrounding development primarily consists of single detached dwellings and townhouse development. Chaparral Valley, a neighbourhood in the community of Chaparral, is located to the west of the plan area. An existing Public Utility Lot, approximately 10 metres wide, is located along the eastern boundary of Chaparral Valley and will be expanded by an additional 15 metres as part of this proposal, creating an approximately 25 metre wide utility corridor between the proposed neighbourhood of Chaparral Meadows and the existing neighbourhood of Chaparral Valley. The utility corridor will accommodate a pathway that connects to the existing regional pathway system.

The Blue Devil Golf Club is located to the northeast with the Bow River and Fish Creek Provincial Park beyond the golf course to the north and east, respectively. The developing community of Wolf Willow is located to the south, across 194 Avenue SE. An access road for the Blue Devil Golf Club is located along the eastern boundary of the subject site and will be upgraded to continue to provide access to the golf course. Vehicular access to the subject site will be via 194 Avenue SE.

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The former BFI Landfill is located to the southeast of the subject site; however, the subject site is located outside of the landfill setback.

As identified in *Figure 1*, the community of Chaparral reached its peak population in 2016.

Figure 1: Community Peak Population

Chaparral	
Peak Population Year	2016
Peak Population	13,013
2018 Current Population	12,654
Difference in Population (Number)	-359
Difference in Population (Percent)	-2.76%

Source: *The City of Calgary 2019 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Chaparral](#) community profile.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed land use redesignation and policy amendment, along with the associated outline plan (Attachment 2) will enable a range of low-density residential development along with multi-residential development with at-grade unit access.

Land Use

The existing Special Purpose – Recreation (S-R) District is intended to accommodate a range of indoor and outdoor uses.

This application proposes to redesignate the subject site from Special Purpose – Recreation (S-R) District to:

Land Use	Hectares	Acres
Residential – One Dwelling (R-1s)	1.58	3.90
Residential – Low Density Mixed Housing (R-G and R-Gm)	6.69	16.53
Multi-Residential – At Grade Housing (M-G) District	3.14	7.76
Special Purpose – City and Regional Infrastructure (S-CRI) District	4.19	10.35

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The R-1s, R-G and R-Gm Districts will accommodate a range of low-density residential development in the form of single detached, semi-detached, duplex and rowhouse development. Single-detached development is anticipated in the R-1s and R-G Districts.

The R-1s District will be located on the western edge of the site, to provide a similar interface of single-detached dwellings to that of the existing single detached dwellings located to the west of the site in Chaparral Valley. Multi-residential development in the form of the M-G District which provides all units with direct pedestrian access at-grade and provides outdoor space for social interaction will be located at the southwest corner of the site.

The R-Gm District is anticipated to be developed as rowhouses and will provide a transition between R-G development and M-G development.

While not part of this application, the proposed land use map captures an administrative housekeeping correction that will eliminate an existing sliver of Special Future Urban Development (S-FUD) land use from within the 194 Avenue SE road right-of-way.

Subdivision Design

As the subject area is constrained from the north, west and east, there are limited street configurations that could be considered as part of this development.

Development will be accessed from 194 Avenue SE and generally follows a modified grid street pattern with both laned and non-laned low density residential. A dry stormpond is located at the southeast corner of the site while the larger stormpond is located at the north tip of the site. Locating the stormpond at the northern tip of the site limits the number of houses in Chaparral Valley that will back on to the new residential development to approximately 13 houses.

A walking path will be located along the Public Utility Line on the western boundary of the subdivision and will connect to Wolf Willow to the south and the greater regional pathway network.

Municipal Reserve

In 2002 at the time of subdivision of The Blue Devil Golf Course, The City agreed to defer dedication of Municipal Reserve as long as the golf course was accessible to the public. In 2009, when the golf course began to operate as a private course, the cash-in-lieu was paid to address the outstanding reserve commitment.

As such, the Municipal Reserve requirement has already been met, therefore no additional land dedication is required.

Administration encouraged the applicant to provide additional Municipal Reserve dedication in the form of centrally-located open space as part of their submission, which the applicant declined to provide. The applicant instead proposed an open space at the northern tip of the

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development, which Administration could not support due to access and area standards for parks and open spaces.

Density

The plan anticipates 308 new residential dwelling units to accommodate approximately 873 new residents.

The *Chaparral Area Structure Plan* anticipated an overall residential density in Chaparral between 12 and 17 units per hectare (five to seven units per acre) with consideration for ranges above or below that intensity at the discretion of the Approving Authority. While the corresponding outline plan anticipates a density of only 20.5 units per gross developable hectare (8.3 units per acre), overall, Chaparral's residential density is anticipated to increase from 10.7 units per hectare (4.3 units per acre) to 11.6 units per hectare (4.7 units per acre), which aligns with the ASP.

Table 1: Density Requirements

	Units per Hectare	Units per Acre
MDP minimum residential density	20	8
ASP Requirement: Residential density	12-17	5.7
Outline plan density	20.5	8.3
Current Chaparral residential density excluding outline plan	10.7	4.3
Chaparral residential density including outline plan	11.6	4.7

Intensity

The plan anticipates an intensity of 61 people and job per developable hectare (150 people and jobs per developable acre).

Environmental Site Considerations

No significant concerns were identified through the Environmental Site Assessment from the previous uses on a portion of the site relating to a railroad right-of-way and a sand/gravel operation. Minor remediation associated with those previous uses, as may be required, will be addressed through the normal processes with Alberta Environmental and Parks (AEP). The water table is considered relatively shallow at this site and in the Chaparral Valley Lands. The addition of fill material and the increased imperviousness with this proposed development is expected to reduce infiltration rates and limit recharge across the site which will reduce the existing shallow groundwater flow. The impact to groundwater flow on adjacent lands both down

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gradient (Wolf Willow and the Blue Devil Golf Course) and up gradient (Chaparral Valley Lands to the west) is expected to be negligible.

This development is within the flood fringe of the Bow River. The flood fringe is considered developable, as the risk of damages from river flooding is mitigated/reduced through building regulations and the Environmental Reserve setback. Primary living spaces are not constructed below the 1:100 river flood elevation.

Transportation

Access to the plan area is available from 194 Avenue SE which is classified as an Arterial Street, via the future signalized intersection at the new Meadows Gate SE. An emergency access is proposed to Chaparral Valley Boulevard SE, this will also provide active mode connection. There is an existing private golf course road along the east boundary of the plan area, direct access to the golf course road from the plan area is prohibited.

A Transportation Impact Assessment was received in support of the land use application. The Transportation Impact Assessment identified the proposed density can be supported by the surrounding road network.

The plan area is currently serviced by Calgary Transit Route 444 Chaparral Valley / Walden with service every 20 minutes in the peak hours. There nearest bus stop is directly west of the plan area on Chaparral Valley Boulevard SE. A future bus stop is planned directly adjacent to the site on 194 Avenue SE. There is an existing 3.0m Regional Pathway along 194 Avenue SE that provides cycling connections to Fish Creek Park and the Rotary Mattamy Greenway.

Utilities and Servicing

Water Infrastructure

Water servicing is proposed to be provided through connections to the existing water main located adjacent to the site to the south along 194 Avenue SE which is adequately sized to support the proposed development.

Sanitary Infrastructure

Sanitary servicing is proposed to be provided through a connection to the existing trunk sewer that runs along the west boundary of the site. Capacity is available within the existing system for the proposed development.

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Storm Infrastructure

Storm servicing is proposed within their Staged Master Drainage Plan to be provided through the construction of on-site stormwater management ponds with controlled discharge to the existing storm sewer main located adjacent to the site in 194 Avenue SE. In addition to capturing all surface drainage from within the plan boundaries, the system is also designed to accept and manage the existing surface and pipe drainage that is being discharged to this site from the existing Chaparral Valley community that is adjacent to the west.

Drainage

The Staged Master Drainage Plan has been approved by Water Resources. A hydrogeological report was submitted by WestCreek Developments in October 2019 by Waterline Resources Inc. and was peer reviewed by EXP as a third party due diligence review. The result of the study was that the addition of fill material, imperviousness and management of on-site surface rainwater runoff with the proposed development will reduce infiltration rates and recharge reducing the existing groundwater flow through the shallow groundwater system. EXP's review agreed with the findings that no negative impact on groundwater conditions is expected for the adjacent Chaparral Valley lands located to the west with the addition of this development.

Climate Resilience

The applicant has not identified any climate resilience measures as part of this outline plan. Further opportunities to align future development on this site with applicable climate resilience strategies may be explored and encouraged at the development permit stage.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and noticed posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

The Chaparral Community Association was circulated as part of this application and responded with a letter of opposition on 2019 January 28 (Attachment 4). An updated letter from the Community Association was not provided.

Administration received 56 letters of opposition from area residents. Planning-related concerns were primarily focused around traffic congestion in the area, the high-water table, flooding from river and snow melting; and lack of open spaces and schools.

Administration considered the relevant planning issues and deemed the proposal appropriate.

The applicant conducted community consultation as part of the application which included hosting three open houses on 2018 June 26, 2019 February 28, and 2019 September 03.

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The applicant also provided a postcard drop to nearby residents, project updates to the Chaparral Community Association, Chaparral Lake Residents Association, and subscribed citizens via email. An Engagement Summary submitted by the applicant provides an overview of engagement conducted throughout the project (Attachment 5).

Based on feedback from early engagement with residents, the applicant moved the stormwater pond to the north portion of the site, which reduced the number of existing Chaparral Valley residences that will back onto new residences in Chaparral Meadows.

The applicant also changed their proposed multi-residential development site from Multi-Residential – Low Profile (M-1) District, which allows for apartment style development, to Multi-Residential – At Grade District, based on Chaparral Valley resident's concerns about the built form that were heard during public engagement.

Following Calgary Planning Commission, notifications for the Public Hearing of Council 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 directions 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 proposed application builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Intermunicipal Development Plan for the Municipal District of Foothills and the Calgary (2017)

The site is subject to the [Intermunicipal Development Plan for the Municipal District of Foothills and the Calgary](#) (IDP) and as such the application was circulated to the Municipal District of Foothills for comment in accordance with the requirements of the IDP. A response was received on 2019 March 01 indicating no objections with the application.

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Municipal Development Plan (Statutory – 2009)

The subject site is identified as Planned Greenfield with Area Structure Plan Area on [Map 1: Urban Structure](#) in the [MDP](#). The MDP identifies that specific policies will be identified through the local area plan. This application provides opportunities for a range of housing that takes advantage of existing infrastructure and amenities in Chaparral and the surrounding areas, supporting MDP objective 2.2: shaping a more compact urban form.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. This application does not include any specific actions that address objectives of this plan. Further opportunities to align development of this site with applicable climate resilience strategies may be explored and encouraged at subsequent development approval stages.

Chaparral Area Structure Plan (Statutory – 1988)

The subject site is located within the Private Recreational Facility (Golf Course) Area on Map 1: Land Use / Transportation of the [Chaparral Area Structure Plan](#) (ASP). An amendment to the ASP to change the land use category of the subject site from Private Recreational Facility (Golf Course) to Residential Area is required to accommodate the proposal (Attachment 4).

The Residential Area is intended for residential development with an overall residential density in Chaparral between 12 and 17 units per hectare (five to seven units per acre). The proposed amendment would increase Chaparral's overall residential density from 10.7 units per hectare (4.3 units per acre) to 11.6 units per hectare (4.7 units per acre).

Social, Environmental, Economic (External)

The recommended land uses allow for a range of residential housing types with at-grade entrances to accommodate the housing needs of different age groups, lifestyles and demographics.

Financial Capacity

Current and Future Operating Budget

There is currently no impact to the current operating budget. As development proceeds, the provision of City services such as roads, transit, and parks maintenance would have an operating budget impact at such time as they are provided. The projected operating costs for this development during 2019-2022 have been included in the One Calgary 2019-2022 Service Plans and Budgets.

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Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. The capital investment required to construct and upgrade the required local infrastructure will be funded by the developer.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with applicable policies of the *Municipal Development Plan* and the *Chaparral Area Structure Plan*, as amended, and will allow for additional residential development in the form of single detached, semi-detached, rowhouses and low profile multi-residential in the community of Chaparral.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Outline Plan
3. Proposed Amendments to the Chaparral Area Structure Plan
4. Community Association Letter
5. Engagement Summary