

Planning & Development Report to
Calgary Planning Commission
2020 May 21

ISC: UNRESTRICTED
CPC2020-0521

Policy Amendment and Land Use Amendment in Springbank Hill (Ward 6) at 131 St Moritz Drive SW, LOC2018-0231

EXECUTIVE SUMMARY

This land use application was submitted on 2018 October 22 by ISL Engineering and Land Services on behalf of landowner Wells & Associates Limited. This application proposes to change the designation of the subject site from DC Direct Control District based on Residential Single-Detached District (R-1) of Bylaw 2P80 and Special Purpose – Community Institution (S-CI) District to DC Direct Control District based on the Commercial – Neighbourhood 1 (C-N1) District in the southwest community of Springbank Hill. The proposed DC District will allow for:

- a comprehensively designed mixed use residential and commercial development with at grade-oriented residential development and limited neighbourhood commercial;
- maximum building height of 12 metres, approximately three storeys (an increase from the current maximum of 10 metres for the existing DC and no change from the current maximum for S-CI);
- maximum density of 45 dwelling units per hectare (an increase from the current DC District and S-CI);
- maximum floor area ratio (FAR) of 1.0, approximately 11,260 square metres of building floor area;
- enhanced landscaping in the increased setback areas that is over the bylaw requirements including preservation of the aspen tree stand; and
- modified list of uses in the C-N1 District.

An amendment to the *Springbank Hill Area Structure Plan* is required to accommodate the proposed land use amendment. This proposal conforms to the *Municipal Development Plan* (MDP) and to the *Springbank Hill Area Structure Plan*, as amended. No development permit application has been submitted at this time.

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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 Springbank Hill Area Structure Plan (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 1.12 hectares \pm (2.78 acres \pm) located at 131 St Moritz Drive SW (Plan 1711936, Block 1, Lot 6) from DC Direct Control District and Special Purpose – Community Institution (S-CI) District **to** DC Direct Control District to accommodate a comprehensively designed mixed use development, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 MAY 21:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed amendment to the Springbank Hill Area Structure Plan (Attachment 1); and
2. Give three readings to the **Proposed Bylaw 28P2020**.
3. Adopt, by bylaw, the proposed redesignation of 1.12 hectares \pm (2.78 acres \pm) located at 131 St Moritz Drive SW (Plan 1711936, Block 1, Lot 6) from DC Direct Control District and Special Purpose – Community Institution (S-CI) District **to** DC Direct Control District to accommodate a comprehensively designed mixed use development, with guidelines (Attachment 2); and
4. Give three readings to the **Proposed Bylaw 82D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This land use application was submitted on 2018 October 22 by ISL Engineering and Land Services on behalf of landowner Wells & Associates Limited. A summary of the proposal is provided in the Applicant's Submission (Attachment 3). No development permit application has been submitted at this time.

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The existing DC Direct Control District ([Bylaw 63Z2007](#)) was approved in July 2007. It added the use of Child Care Facility to the R-1 District. An outline plan for the original two hectare site was also approved showing a larger church site with the slanted land use line for the existing DC of approximately 0.4 hectare. In 2008, the area to the north was transitioned from R-1 District to Special Purpose – Community Institution (S-CI) District for the intended use of a place of worship. The subdivision application (SB2015-0312) of the current subject parcel was approved in March 2016. In the subdivision a concept of a smaller place of worship approximately 0.7 hectare was proposed as a result the subdivision line moved north of the land use line and the south parcel inherited the split land use designations of DC District and S-CI District.

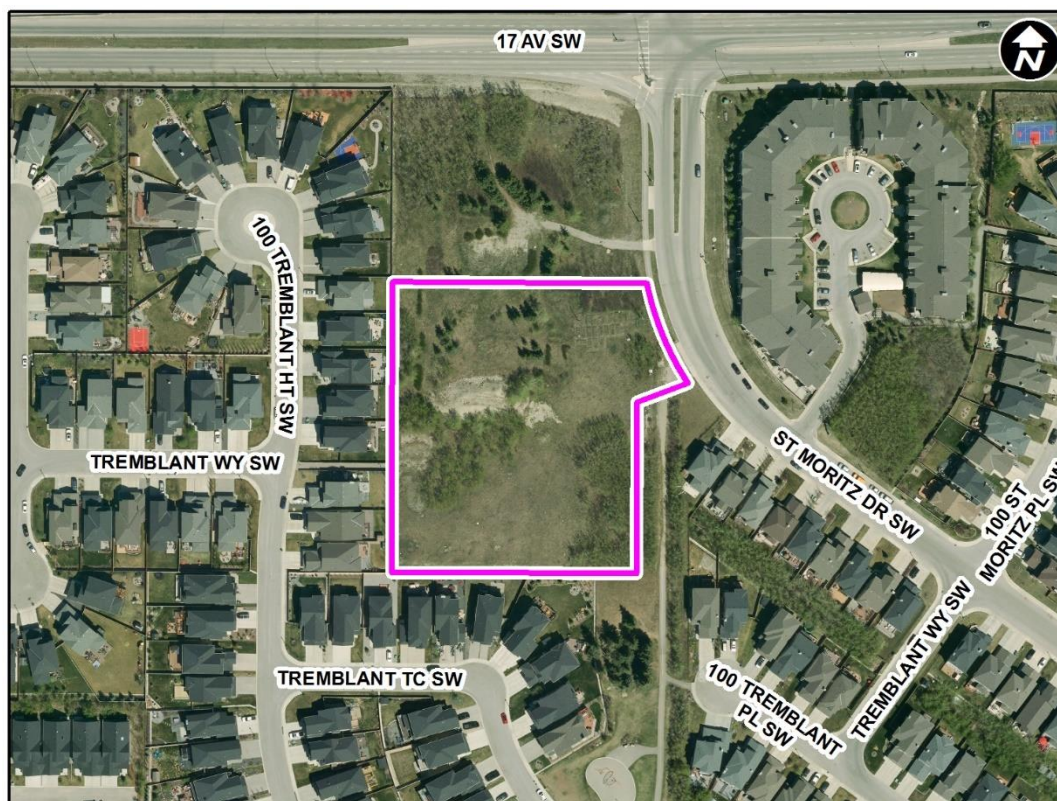
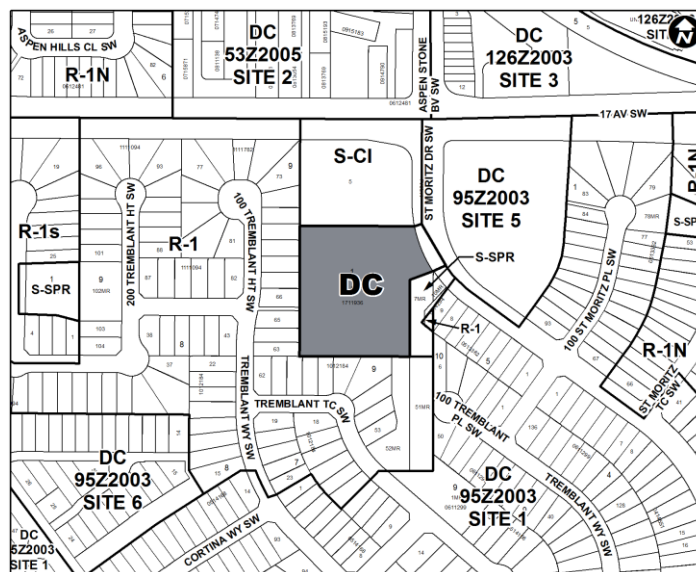
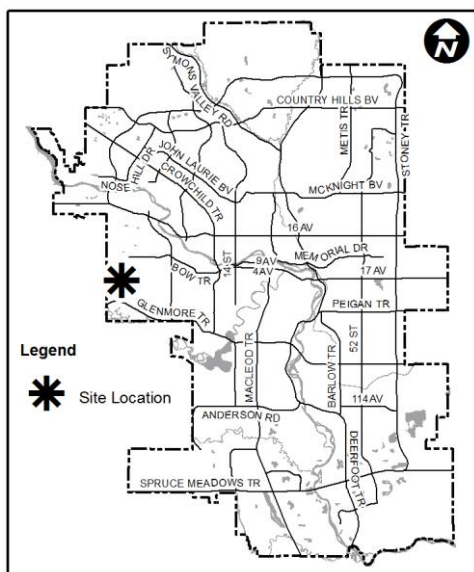
Since the approval by Council in June 2017 of the *Springbank Hill Area Structure Plan* (ASP), there have been 13 sites with applications for land use amendments, outline plans and development permits. Many of these applications have been approved and the majority are found between 77 Street SW and 85 Street SW, east of the subject site. The aggregate number of dwelling units proposed is approximately 3,250 units with approximately 10 hectares of mixed use and large commercial uses.

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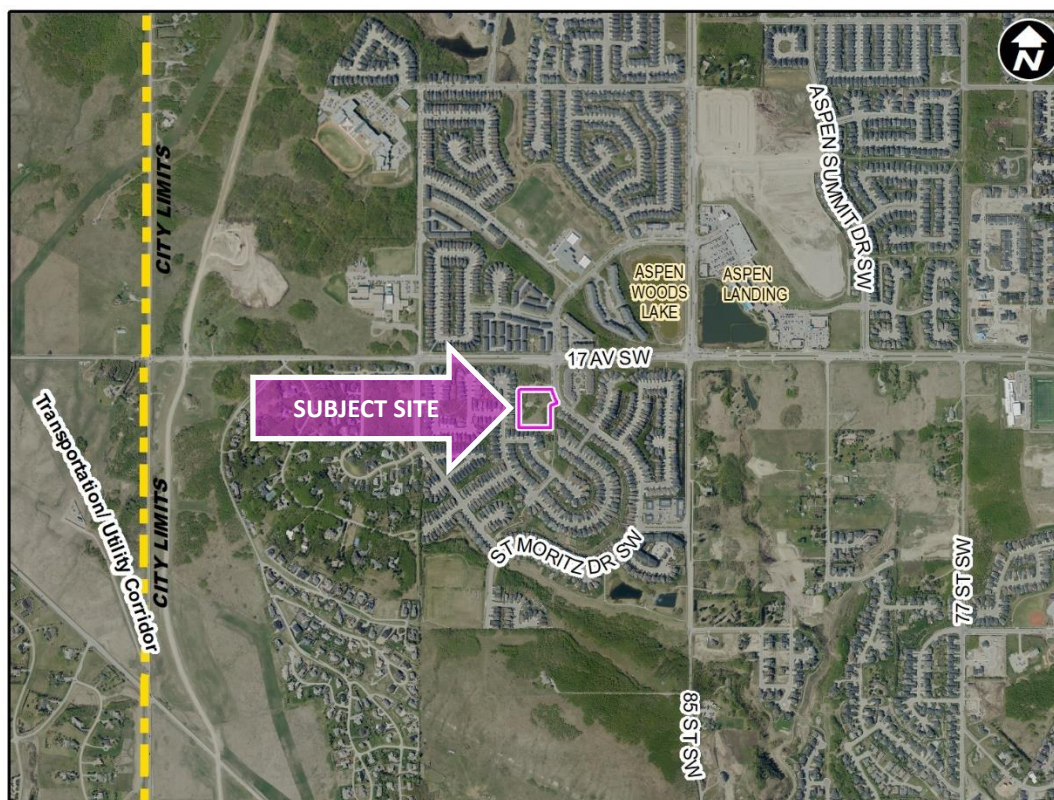
Location Maps



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Site Context

The subject site is located on the southern half of the undeveloped lands at the intersection of 17 Avenue SW and St. Moritz Drive SW. This section of 17 Avenue SW serves as the primary east-west arterial for the Springbank Hill community and the southern half of Aspen Woods. St Moritz Drive SW serves as the collector road for subdivision development south of 17 Avenue SW. Existing built form at the intersection of 17 Avenue SW and St. Moritz Drive SW/Aspen Stone Boulevard SW comprises of higher density than what is typically found in the communities of Springbank Hill and Aspen Woods. This area is comprised of multi-family developments at the Northwest, Northeast, and Southeast corners of the intersection.

The subject site, 1.14 hectares (2.8 acres) in size approximately 113 metre in length on the west boundary and 99 metres on the north boundary, is relatively flat with a grade change along St Moritz Drive SW as it lowers toward 17 Avenue SW. Vegetation consists primarily of grasslands, a stand of aspen trees in the southeast corner of the site and various non-native trees.

The subdivision application (SB2015-0312) included approval for a single access from St Moritz Drive SW shared with the undeveloped north parcel. Along the west property line, a utility right of way and access easement was also registered on title. This is to provide utility service for the

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adjacent undeveloped north parcel and connect the west walkway to 17 Avenue SW. The areas surrounding the subject site has been developed within the past 10 years with the exception of the vacant site to the north.

Based on the 2019 City of Calgary Civic Census (see Figure 1 below), the community of Springbank Hill reached peak population in 2018 with 10,052 residents. However the community of Springbank Hill is a developing community and is experiencing growth with multiple active development permits.

Figure 1: Community Peak Population

Springbank Hill	
Peak Population Year	2018
Peak Population	10,052
2019 Current Population	9,943
Difference in Population (Number)	-109
Difference in Population (Percent)	-1.1%

Source: The City of Calgary 2019 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The initial application received in 2018 proposed a Mixed Use - General (MU-1) District that did not include sufficient planning rationale and outreach to various stakeholders. After several outreach meetings, the applicant responded to the concerns heard and a proposed DC District and policy amendment to add a Neighbourhood Node was submitted on 2019 June 26.

Historically, a child care facility and a larger place of worship was anticipated for this site. After nearly a decade the proposed church site to the north of the child care facility decreased in size and a larger portion incorporated into the subject site. The subject site has inherent constraints as its street frontage is limited to the north east corner and the single shared access also limits the intensity of use. As the subject parcel is of good size, the child care operator explored partners and compatible uses. Out of that the concept of a horizontal mix of low intensity uses composed of three components, the child care service, grade-oriented residential and a health and wellness centre was developed.

As noted in the community comments, community scale commercial and mixed use developments have been approved as close as 550 metres east of the site. While these larger and more intensive commercial developments are anticipated, this proposal is relatively small and neighbourhood scaled that meets a market niche that the owner envisioned. The combination of medium density developments, major roads, regional pathways and close proximity to a future LRT station offer the site locational and transportation attributes conducive to a neighbourhood node development.

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The proposed land use redesignation to DC District based on the rules of the C-N1 District is contextually compatible with the surrounding existing low density residential uses. The DC District is also in conformance with the proposed Neighborhood Node in the *Springbank Hill Area Structure Plan*.

Land Use

The subject parcel created by the 2016 subdivision has a slanting split designation. The southern portion is a DC District approved in 2007 based on R-1 with the additional use of child care. While the northern portion of the subject parcel is part of the existing S-CI designation of a previously proposed place of worship for the vacant north parcel.

The proposed DC District will allow a comprehensive mixed use development of residential, child care facility and limited neighbourhood commercial uses. The DC District is based on the C-N1 District which is characterized by small scale commercial development with buildings that are in keeping with the scale of nearby residential areas. Appropriate transition of development intensity uses and built form between the low-density residential areas and the proposed mixed use development are provided in the DC District.

The applicant's intention is to accommodate a health and wellness centre in conjunction with the child care service. This influenced the altered use area rules in this proposed DC District. Enhanced setbacks and landscaping are also proposed to mitigate impacts on the existing residential areas.

Development and Site Design

A development permit application has not been submitted at this time. The rules of the proposed DC District and policies of the *Springbank Hill ASP* will regulate development on the site including appropriate uses, setbacks, building mass, building height, landscaping, and parking. At the development permit stage, key factors will be considered, including but not limited to:

- green building and climate resilience site and development features;
- building interface and orientation;
- pedestrian connections through the development;
- interface treatment with adjacent development;
- public realm design; and
- vehicle access and parking.

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Environmental Site Considerations

A Preliminary Natural Site Assessment (PNSA) was submitted and reviewed by Administration. No concerns were noted and further investigation deemed unnecessary.

Climate Resilience

Administration has reviewed this application against the applicable policies and guidelines for its alignment with the Climate Resilience Strategy. This proposed DC District provides opportunities for a future development to preserve and incorporate existing tree stands into its site design. The future development will also support the efficient use of the available regional pathways and is in close proximity to a planned future LRT station which provide viable low-carbon travel options.

Transportation

The subject site is bordered by St Moritz Drive SW to the east. There is currently one primary shared vehicular access to the subject site. The location of vehicular access was confirmed at the subdivision application stage and shared access easements were registered on land title.

Pedestrian access to the site is available from St Moritz Drive SW as well as a walk way to the west of the site.

Transit service to the site is provided by Route 156, which stops at the intersection of 17 Avenue SW and St Moritz Drive SW. The route links the site with the 69 Street LRT Station. A future LRT station is planned to be located approximately 350 metres (4 minute walking distance) north of the subject site. The future LRT station is currently unfunded.

Utilities and Servicing

Water, sanitary sewer and storm sewer mains are available to service the subject site. Any potential upgrades, and appropriate stormwater management will be determined at the development permit stage.

Stakeholder Engagement, Research and Communication

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

Administration received 33 letters of opposition in response to this application from the community association and adjacent landowners. An updated Community Association Letter (Attachment 4) reiterating the opposition was received on 2020 May 05. A summary of concern is below:

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1. Increase traffic, noise and safety concerns;
2. No need for more commercial space in the area;
3. Loss of trees and pathway connections;
4. Negative effect on property values, loss of views & privacy concern;
5. Lack of Engagement and distrust of developer;
6. City interest to increase taxation pitted against community concerns;
7. Lack of First Nation consultation and heritage assessment;
8. Current issues with multi residential housing to the east and street parking overflowing into adjacent streets;
9. No architectural controls for commercial developments;
10. Fear of changes and unknowns, precedence for remaining S-CI parcel; and
11. Amendment to recently reviewed ASP is required.

The applicant has led multiple outreach sessions with the community and neighbours. A summary of the outreach process that was undertaken and comments received can be found in Attachment 5, the Applicant's Engagement Report.

As a response to what was heard and concerns listed above, the proposed DC District was amended to provide:

- greater setbacks;
- enhanced planting in the required setback area;
- opportunity to retain existing trees;
- limit density; and
- restrict the size of most of the commercial uses.

Following Calgary Planning Commission, notifications for 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 (2019)

The recommendation aligns with the policy direction of the [*Interim Growth Plan*](#). The proposed land use amendment 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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Municipal Development Plan (Statutory – 2009)

The subject site is located within the Planned Greenfield with Area Structure Plan (ASP) area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). Planned Greenfield areas include those communities that have an ASP completed and are in the process of developing. The MDP outlines policies and objectives that are to be applied to a community through the ASP process.

This land use amendment is aligned with the Key Directions of the MDP by providing more choice within complete communities, directing land use change within a framework of nodes and linking land use decisions to transit. It anticipates a future development that is aligned with Section 2.2.2 A transit-supportive land use framework and Section 2.6 Greening the City. It enables the conservation of parts of the aspen stand on the site.

Springbank Hill Area Structure Plan (Statutory – 2017)

In the [Springbank Hill Area Structure Plan](#) (ASP), Map 2: Land Use Concept identifies the site as Standard Suburban and is adjacent to a Medium Density Neighbourhood Area. Standard Suburban areas include institutional uses that should be in close proximity to corridors and nodes.

As shown in Attachment 1, an amendment to the Springbank Hill ASP is required to accommodate the proposed land use amendment. The amendment proposes to identify the subject site as a Neighbourhood Node.

Neighbourhood Nodes are intended to function as smaller local hubs of residential, commercial and social activity. Commercial uses are limited to a maximum of 0.8 hectares (2 acres). Neighbourhood Nodes will have transit stops to encourage transit ridership, multi-residential buildings within close proximity and access to regional pathways, arterial and collector roads. The subject site meets all the criteria and is an appropriate location for a Neighbourhood Node.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) contains the Climate Mitigation Action Plan (CMAP) and the Climate Adaptation Action Plan (CAAP), which identify actions that will reduce Calgary's greenhouse gas emissions and manage climate risks. The proposed DC District includes enhanced landscaping requirements that exceed the current bylaw standard, which meets the intent of CMAP Program 9: Green Spaces and Natural Areas to Support Mitigation.

Social, Environmental, Economic (External)

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The land use amendment will allow for commercial and future residential development in close proximity to a future LRT station, which encourages the use of transit to utilize these services while attracting, retaining and nurturing business.

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 amendments do not trigger capital infrastructure investment and there are no growth management concerns currently.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment aligns with the applicable policies of the Neighbourhood Node in the *Springbank Hill Area Structure Plan* and the *Municipal Development Plan*. The proposed DC District will allow for the development of a neighbourhood scaled commercial and grade oriented residential development that is modest and in keeping with the existing low density residential context. Further, the proposed mixed-use development will achieve more efficient use of land and infrastructure as it is in close proximity to the future extension of the LRT, regional pathways and appropriately located along arterial and collector roads.

ATTACHMENT(S)

1. **Proposed Bylaw 28P2020**
2. **Proposed Bylaw 82D2020**
3. Applicant Submission
4. Community Association Letter
5. Applicant Engagement Summary
6. **Public Submissions**
7. **Confidential Public Submissions Poll**