

Planning & Development Report to
Calgary Planning Commission
2019 June 06

ISC: UNRESTRICTED
CPC2019-0636

Road Closure and Land Use Amendment in Springbank Hill (Ward 6) at multiple addresses, LOC2018-0226

EXECUTIVE SUMMARY

This application was submitted by CivicWorks Planning + Design on behalf of Timber 85 Land Development GP Ltd on 2018 October 15. The application proposes land use redesignation for 5.45 hectares \pm (13.47 acres \pm) of three contiguous residential acreages in the southwest community of Springbank Hill. This application also includes the closure of two small triangular portions of Road Right-of-Way along 85 Street SW that total 0.004 hectares \pm (0.009 acres \pm) to be consolidated with portions of the subject site to be redesignated to a low density residential district. The subject area is located approximately halfway between 17 Avenue SW and Glenmore Trail SW, along 85 Street SW. The application provides for:

- Low density residential development;
- An anticipated 77 to 82 dwelling units with a mix of low density residential building forms comprising rowhouses, single detached and semi-detached dwellings;
- Approximately 0.475 hectares (1.17 acres) of Municipal Reserve (MR) in the form of neighbourhood parks and open spaces (S-SPR);
- Approximately 0.694 hectares (1.71 acres) of Environmental Reserve (ER) areas to be conserved (S-UN); and
- The closure of portions of existing road right-of-way to be redesignated and consolidated with areas for residential development (R-G); and
- The location of future local and collector roadways, utilities and services.

This redesignation application has been applied for with the support of a related outline plan application (CPC2019-0681) to provide for future subdivision layout of the site's development. Conditions have been incorporated in the outline plan to effectively address the site's development.

Development permit applications have not been submitted but are required for rowhouse buildings. Single and semi-detached dwellings are permitted uses in the proposed residential districts and are not required to be approved by way of development permit applications.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw the proposed closure of 0.004 hectares \pm (0.009 acres \pm) of road (Plan 1911053, Area 'A' and Area 'B'), adjacent to 85 Street SW with conditions (Attachment 3); and
2. Give three readings to the proposed closure bylaw.
3. **ADOPT**, by bylaw the proposed redesignation of 5.24 hectares \pm (12.94 acres \pm) located at 2938, 3028 and 3118 – 85 Street SW and the closed road (Plan 3530AK; Block D, Lot 13, portion of Lot 11 and portion of Lot 12; Plan 1911053, Area 'A' and Area 'B') from Direct Control District and Undesignated Road Right-of-Way **to** Residential – Low Density Mixed Housing (R-G) District, Residential – One Dwelling (R-1s) District, Special Purpose – Urban Nature (S-UN) District, and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 June 6:

That Council hold a Public Hearing; and

1. **ADOPT**, by bylaw the proposed closure of 0.004 hectares \pm (0.009 acres \pm) of road (Plan 1911053, Area 'A' and Area 'B'), adjacent to 85 Street SW with conditions (Attachment 3); and
2. Give three readings to **Proposed Bylaw 9C2019**.
3. **ADOPT**, by bylaw the proposed redesignation of 5.24 hectares \pm (12.94 acres \pm) located at 2938, 3028 and 3118 – 85 Street SW and the closed road (Plan 3530AK; Block D, Lot 13, portion of Lot 11 and portion of Lot 12; Plan 1911053, Area 'A' and Area 'B') from Direct Control District and Undesignated Road Right-of-Way **to** Residential – Low Density Mixed Housing (R-G) District, Residential – One Dwelling (R-1s) District, Special Purpose – Urban Nature (S-UN) District, and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
4. Give three readings to **Proposed Bylaw 142D2019**.

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Excerpt from the Minutes of the 2019 June 6 Regular Meeting of the Calgary Planning Commission:

“And further, that the letter distributed with respect to Report CPC2019-0636 be added as a new page within Attachment 6 prior to being forwarded to Council”.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

CivicWorks Planning + Design, on behalf of Timber 85 Land Development GP Ltd., submitted the subject application to The City with the associated outline plan on 2018 October 15 and have provided a summary of their proposal in the Applicant's submission (Attachment 1).

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Site Context

The subject site, located at 2938, 3028 and 3118 – 85 Street SW, is situated in the southwest quadrant of the city. This site is located between 17 Avenue SW and Glenmore Trail SW along the eastern edge of 85 Street SW. All of these parcels are located within the *Springbank Hill Area Structure Plan*.

The subject site currently exists as three contiguous residential acreages. The site spans approximately 300 metres on its north-south axis and nearly 200 metres at its widest stretch running east-west; totalling a site area of approximately 5.24 hectares (12.94 acres). Two-storey single detached dwellings have existed on each parcel in various forms for the past 60 years.

The rolling topography of the subject site sits highest along 85 Street SW. The site gradually slopes down towards the east. The steepest slopes occur from areas to be dedicated as Environmental Reserve (ER). Slope heights within this area range from approximately 4 to 15 metres. A ravine corridor runs north-south along the eastern edge of the subject site.

Figure 1 provides Peak Population statistics for the community of Springbank Hill. As identified in Figure 1, Springbank Hill reached its peak population in 2018 with 10,052 residents.

Figure 1: Community Peak Population

Springbank Hill	
Peak Population Year	2018
Peak Population	10,052
2018 Current Population	10,052
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2018 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use redesignation and road closure application, along with the associated outline plan application (Attachment 5), will facilitate low density residential development including the dedication of open space and natural areas. The resulting land uses will contribute to the growth of the Springbank Hill community, anticipated by the policies of the *Municipal Development Plan* and the *Springbank Hill Area Structure Plan (ASP)*.

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Land Use

The subject site is currently designated DC Direct Control District (Bylaw 11Z96) that accommodates country residential development. The *Springbank Hill ASP* envisions this area to maintain development patterns that existed prior to the adoption of the MDP. Future development is to be limited to a range of residential density at 7 to 17 units per hectare (uph), and institutional and recreational uses. The following land uses are proposed:

- Residential – Low Density Mixed Housing (R-G) District;
- Residential – One Dwelling (R-1s) District;
- Special Purpose – Urban Nature (S-UN) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) District.
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The proposed application is approximately 5.24 hectares (12.94 acres) and responds to its proximity to natural areas, focusing residential development on the western half of the site that would be serviced from 85 Street SW. Low density residential development representing a moderate increase in density from surrounding residential acreages complies with the policies of the *Springbank Hill ASP*.

There are two distinct residential land use areas proposed within the subject site. The western portion of the site, approximately 1.69 hectare (4.19 acres) that runs north-south along 85 Street SW, is proposed as a Residential – Low Density Mixed Housing (R-G) District. This area also includes the 0.004 hectares \pm (0.009 acres \pm) of proposed road closure area. Areas to be redesignated to the R-G District will accommodate a range of low density residential development. According to the applicant, the intent is to accommodate a combination of duplex dwellings, rowhouse buildings, semi-detached or single detached dwellings that are serviced through the creation of a public lane, as described in the associated outline plan (Attachment 5). Residential areas in the eastern half of the site accommodate single detached dwelling forms with potential for secondary suites. The R-1s District is proposed for such areas.

The land uses along the east portions of the site complement natural areas adjoining the site designated as an S-UN District. These lands are proposed to be dedicated as ER. Portions of the lands above the top of slope totalling 0.48 ha (1.17 acres) are to be dedicated as MR and redesignated to the S-SPR District, providing public open space connections between the proposed residential areas.

Open Space and Natural Areas

Open space is provided to preserve the small permanent (perennial) stream and an ephemeral stream which complement the larger easterly ravine network that runs in a north-south alignment between 85 Street SW and 81 Street SW, south of 17 Avenue SW. The developments to the south and east have already preserved the ravine to form a continuous open space system in accordance with the *Springbank Hill ASP*.

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A larger portion of the subject site (0.694 hectares or 1.71 acres) is proposed as a Special Purpose – Urban Nature (S-UN) District. This area is proposed to be dedicated as Environmental Reserve (ER). This area is intended to preserve and protect the existing ravine and streams that run along the eastern edge of the site. A portion of the subject site (0.48 hectares or 1.17 acres) is proposed to be designated as Special Purpose –School Park and Community Reserve (S-SPR) District with an MR – Municipal Reserve designation that meets the 10 percent requirement. This area provides a transition towards the portion of the site proposed to be designated as an S-UN District.

Density

The land uses proposed provides for development that complies with policies of the *Municipal Development Plan (MDP)* and the *Springbank Hill Area Structure Plan (ASP)*.

The associated outline plan anticipates accommodating 77 units that results in density across the developable area at 16 units per hectare (6.5 units per acre). A maximum 82 units would be allowed within the outline plan area under the applicable land use policies of the aforementioned ASP for a maximum density of 17 uph.

Development and Site Design

The applicant's intent is to accommodate low density residential development by way of subsequent subdivision and tentative plans. Development permits are not required for single or semi-detached dwellings, but required for rowhouse and townhouse dwellings, should they be proposed at time of development.

Environmental

The subject site has existed as residential acreages for more than 60 years with various forms of rural residential development over the course of this period. The application was reviewed by Administration's Environmental and Safety Management group. No environmental concerns were noted and further investigation and/or assessments were not recommended.

Slope stability analysis for the subject site under pre-development (current) and post-development (future) conditions was were conducted by McIntosh, Lalani Engineering Ltd. and submitted for Administration's review. This review resulted in Administration accepting the applicant's proposed boundaries between the developable areas (proposed as R-1s Districts) and natural and open space areas (proposed as S-SPR and S-UN Districts). Generally, the areas at the eastern edge of the subject site have been deemed inappropriate for urban development but qualify to be preserved as Environmental Reserve (ER) in accordance with the *Municipal Government Act*.

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Transportation

Due to the proposed land use adjacent to 85 Street SW and a nearby ravine, the road network within the plan area boundary is proposed as a modified grid pattern that logically ties into the local road network. Primary access to the proposed local roads is from 85 Street SW, a north-south collector road that connects the subject site to 17 Avenue SW to the north, and Glenmore Trail SW to the south, both being arterial roads within 2 kilometres of the site. This collector road accommodates parking on both sides of the road adjoining the proposed R-G District. This road becomes a modified collector road in its southern stretch along 85 Street SW where parking is only provided on the east side of the road, adjoining the subject site.

A Transportation Impact Assessment was not required as there is no increase in density proposed from those established in ARP, at the time of adoption in 2017 June.

Administration collaborated with the applicant to develop a transportation network that supports future multi-modal connectivity that is pedestrian oriented and ties seamlessly into existing development patterns of surrounding areas. No direct accesses from individual lots are provided from 85 Street SW, designated a collector road. Dwellings that front 85 Street SW are to be serviced by way of a proposed public lane shown in the proposed outline plan (Attachment 3).

Local roads (referred to as residential streets in Attachment 5) are to feature 16.0 metre right-of-ways. Additionally, these streets are to accommodate tree-lined boulevards with utilities and street lighting. An additional 2.4 metres on each side of the road accommodate additional utilities by way of easements on private lands where necessary.

Pedestrian connectivity is to be achieved by way of a network of sidewalks along each side of the local roads proposed, and on the east side of 85 Street SW.

Currently, the subject site and immediately surrounding areas are not serviced by a transit route. Future transit service in the area is anticipated to expand by way of a route through 34 Avenue SW (approximately 200 metres from the southern extent of the subject site) that connects with the future completion of St. Moritz Drive SW. This future route is to complete the loop back towards the 69 Street LRT Station, approximately 3 kilometres from the subject site.

Utilities and Servicing

The subject site is within the Glendale pressure zone where water servicing is to be provided through the extension of the existing water network. As the subject site is located along the pressure zone boundary, units facing 85 Street SW may be situated at an elevation higher than the serviceable elevation of the Glendale pressure zone. Thus the existing watermain along 85 Street SW is to be extended after completion of a flow control station located at 17 Avenue SW and 85 Street SW, expected by end of 2019. This watermain extension is expected to be completed by end of 2019, to service units above the serviceable elevation of the Glendale Pressure Zone.

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The subject site is included in the approved *Springbank Hill Master Drainage Plan*, produced by Stantec Consulting in 2017. Storm servicing for the site will be provided by tying into the existing storm trunk located at 85 Street SW. The 85 Street SW storm trunk discharges to the Montreux Phase 1 storm pond which has capacity to accommodate the plan area.

Should back of lot drainage be discharged into areas to be dedicated as Environmental Reserve or Municipal Reserve, justification as well as necessary approvals and mitigation measures are to be provided at the tentative plan stage.

Sanitary servicing for the site will be provided by extending an existing sanitary man located south of the site at Timberline Way SW.

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 land owners and the application was advertised online.

The Springbank Hill Community Association (SHCA) was circulated on the subject application. Initially, the SHCA provided a letter (Attachment 6) that withheld their support of the proposed land use amendment and outline plan; primarily because of questions arising in their review of the circulation package.

The applicant communicated directly with members of the SHCA to address the comments and concerns raised in the letter provided to the City (Attachment 6). A general outline of the questions raised by the SHCA and how they have been addressed by the applicant is summarized below:

- General concern over lack of detail in the outline plan circulation packages
 - Applicant clarified outline plans as being high-level documents intended to support comprehensive review of development.
- Proposal for Municipal Reserve lands
 - Municipal Reserve concept plans were provided by the applicant that depict programming of these open spaces to allow for passive use by the public.
- Anticipated Traffic Volumes
 - The applicant re-affirmed future daily traffic volume along 85 Street SW (Collector Road) is designed to accommodate up to 8 000 vehicle trips per day. Forecasts for future buildout project traffic volumes to remain well within the roadway's capacity.
- Road Safety
 - Applicant re-affirmed contributions to be made at the time of development towards The City's future construction of proposed pathways along 85 Street SW, to occur upon development on the west side of this roadway.

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- Pathway Connections
 - Applicant confirmed The City's investigation that the steep grades along the eastern edge of the site limits ability to connect to the existing regional pathway system adjoining the site.

The applicant engaged external stakeholders by addressing questions and comments from SHCA's initial letter provided to Administration through subsequent memos and correspondence to the SHCA. The applicant met with both the Ward 6 Councillor's office and members of the SHCA on 2019 January 16 to discuss the subject application, their vision and alignment with the *Springbank Hill ASP*. An engagement memo was shared with the SHCA on 2019 February 28 in response to the questions raised in the initial comments provided (Attachment 6). Further, a second engagement memo was shared by the applicant with the SHCA on 2019 May 08 to address follow-up questions and comments raised. The applicant and the SHCA held a second meeting on 2019 May 30 to address all remaining issues and questions in greater detail.

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

Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to the associated land use amendment, will be posted on-site and mailed out to adjacent land owners. 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 (SSRP)*. The site is located within the "City, Town" area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *SSRP*. While the *SSRP* makes no specific reference to this site, the supporting application is consistent with the *SSRP* policies including the Land Use Patterns strategies (subsection 8.14) within the Implementation Plan part of the document.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed policy amendment and land use amendment build 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 *Municipal Development Plan (MDP)*, Map 1: Urban Structure, identifies the subject lands as 'Residential – Developing – Future Greenfield'. The *MDP* provides guidance for the development of new communities through the policies of the ASP.

The proposal meets the following *MDP* objectives (Section 3.6.2):

- Providing a diversity of housing types;
- Providing parks located throughout the community in walkable proximity to all residences; and
- Creating an inter-connected, multi-modal street network.

Springbank Hill Area Structure Plan (Statutory – 2017)

The subject site is located within the Standard Suburban policy area (Section 3.1.3). This policy area is to accommodate development that reinforces rural development patterns as they existed in the community prior to the adoption of the *MDP* in 2008. Development in such areas should be limited to single and semi-detached dwellings and a limited number of institutional or recreational uses. Administration finds that rowhouses can also be accommodated in areas proposed to be redesignated to the R-G District despite such housing forms not being explicitly recognized within the Standard Suburban policy area. Density in these areas are to range from 7 to 17 units per gross developable hectare (3 to 7 units per gross developable acre).

Social, Environmental, Economic (External)

The proposed land use amendment accommodates additional housing forms at moderately higher densities that are not available within the current land use district. The proposal helps achieve a greater mix of housing types in the community of Springbank Hill.

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.

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Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposal complies with the applicable policies of the *Springbank Hill Area Structure Plan*. The proposed redesignation of the three parcels to various districts accommodates low density residential development and preservation of natural area envisioned through the implementation of this plan.

ATTACHMENT(S)

1. Applicant's Submission
2. Registered Road Closure Plan
3. Proposed Road Closure Conditions
4. Proposed Land Use Map
5. Proposed Outline Plan
6. Community Association Letter
7. **Proposed Bylaw 9C2019**
8. **Proposed Bylaw 142D2019**
9. **Public Submissions**