

# Background and Planning Evaluation

## Background and Site Context

The subject lands, 13971 and 14111 – 15 Street NE, are situated in the northeast quadrant of the city in the developing community of Keystone Hills. When fully built out, Keystone Hills is envisioned to be a community of 60,500 (Keystone Hills Area Structure Plan, Table 1) with a wide range of local services and employment; diverse housing stock; and passive leisure opportunities. The site is currently an undeveloped greenfield.

The area is bound by 144 Avenue NE to the north, 15 Street NE to the east, 11 Street NE alignment to the west, the remainder of 13971 – 15 Street NE and the Stoney Trail Transportation Utility Corridor to the south. To the west of the plan area, 11 Street NE will directly connect to the planned Stoney Trail NE interchange.

The application is for an amended Outline Plan and changes to the land use and outline plan approved in 2019 (LOC2016-0234). In 2021 August, changes were made to the Noise Exposure Forecast (NEF) contours of the Airport Vicinity Protection Area providing a new opportunity to optimize the community layout. Changes as a result of this application are intended to reflect new opportunities to relocate residential land uses, reclassify and redesign internal streets and to provide for a new regional park. Table 1 of the Keystone Hills Area Structure Plan (ASP) notes an anticipated population for Community D, where this site is located, of 100 and 5,600 anticipated jobs, but also notes that population and employment generation will be determined through the Outline Plan and Land Use Amendment process.

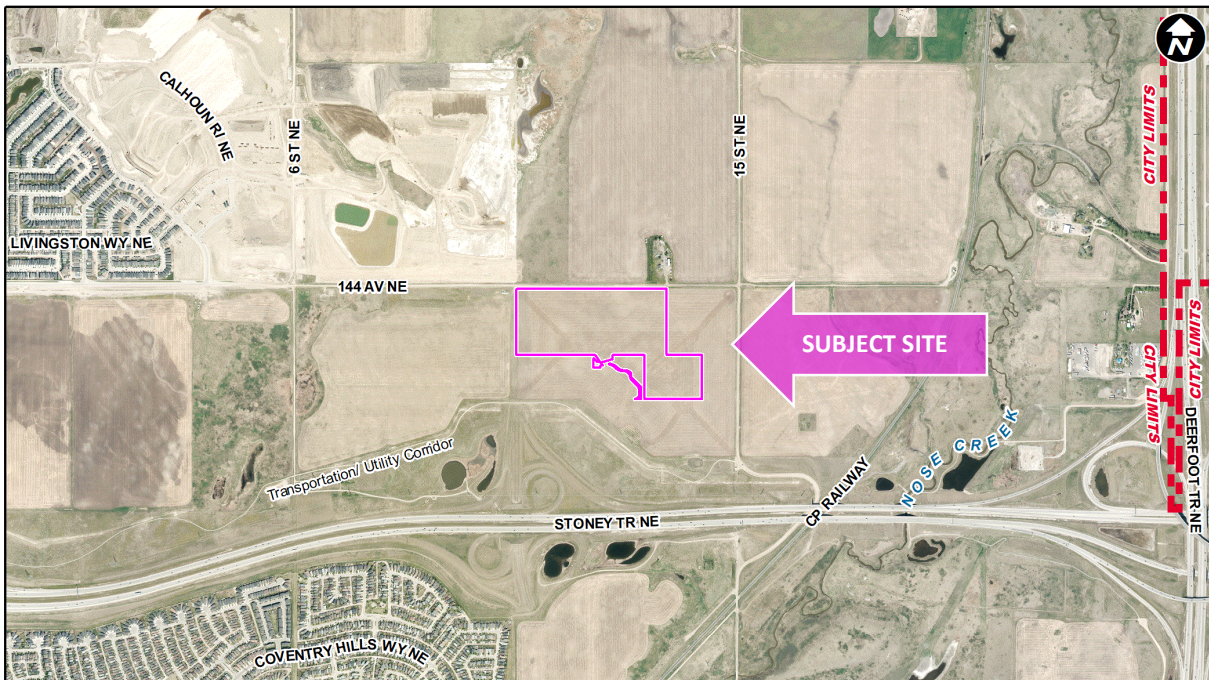
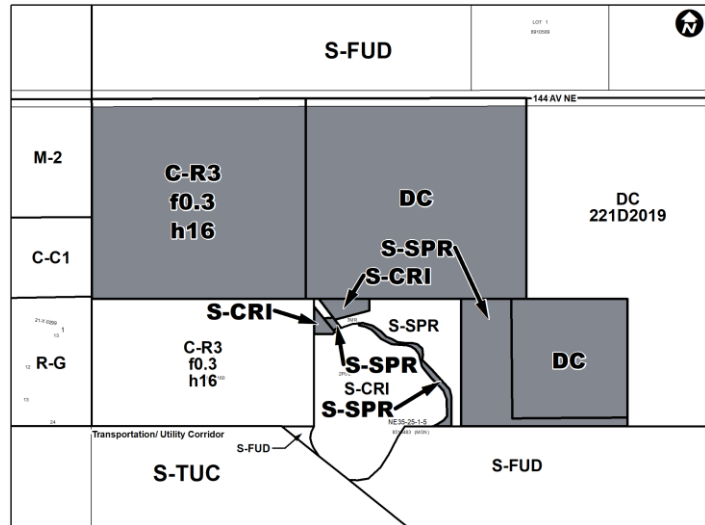
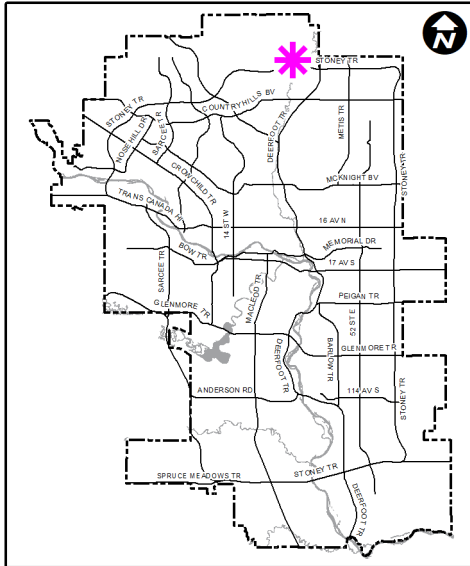
Surrounding land uses provide a mix of retail, commercial, industrial and recreational lands. Directly west of the site, west of 11 Street NW, are Multi-Residential – Medium Profile (M-2), Residential – Low Density Mixed Housing (R-G) and Commercial – Community 1 (C-C1) Districts. North of 144 Avenue NW is Special Purpose – Future Urban Development (S-FUD) District. The lands to the east are currently Industrial – Business (I-B) District. On 2022, September 13, Council approved changes to the Municipal Development Plan and Area Structure Plan for those lands, to enable residential development. South of the subject lands are lands reserved for Future Urban Development (S-FUD) and Special Purpose – Transportation and Utility Corridor (S-TUC) Districts. There is a Land Use amendment application on these lands, principally for Industrial – Commercial (I-C) District.

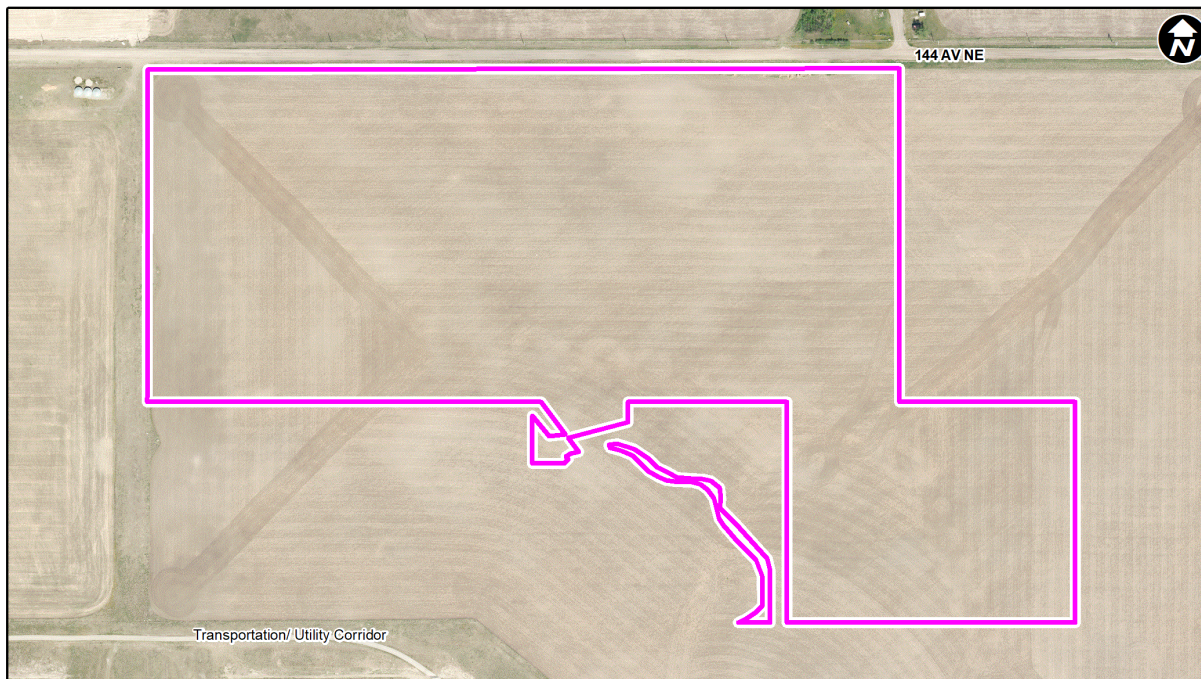
This application proposes areas of large change to the approved Outline Plan, as well as land use amendments to lands located within it. The previously approved Outline Plan included 32.5 hectares (81.18 acres). The proposed Outline Plan changes will modify 66% of the approved Outline Plan Area (reflecting a new / amended outline plan of 21.65 hectares / 53.50 acres). These changes were needed to reflect the new design of street infrastructure / cross sections, the provision of additional Municipal Reserve and the creation of supporting conditions to better reflect the new location of residential uses in the plan area. Proposed Land use amendments will impact 52% of the previously approved area. The proposed land use amendments to 16.98 hectares (41.96 acres) include all original lands except for two of the original sites: the southwest corner of the site is being retained as Commercial – Regional 3 f0.3h16 (C-R3f0.3h16) District, and the area relating to [Bylaw 221D2019](#), providing for employment and light industrial uses will be retained. In addition, this application does not propose to change the land uses associated with and around the storm pond.

## Community Peak Population Table

Not available because the area is a newly developing community.

## Location Maps





## Previous Council Direction

None.

## Planning Evaluation

### Land Use

The land uses, approved under LOC2016-0234 are shown on the current land use map (Attachment 7) and are a mix of multi-residential, commercial, and park and utility districts. The location of these uses were based on local policy and because the AVPA Noise Exposure Forecast contours prohibited some land uses in the proposed locations on the site. The AVPA regulations changed in 2021 August, enabling a more suitable location of uses, shown in the current application.

The proposed Commercial – Regional 3 f0.3 h16 (C-R3f0.3h16) District is intended to replace the previously approved [Bylaw 220D2019](#) and M-H1 Districts. This will be in the north-western corner and is considered to provide appropriate scale retail development in this recognized Regional Commercial location. The proposed modifiers reflect what was previously approved as the C-C2 land use that this replaces. The C-R3 District is characterized by comprehensively designed subdivisions on larger areas of land, including buildings, uses, vehicle access and pedestrian features on sites that link with each other and adjacent parcels, provide pedestrian access to public transit and between buildings and pedestrian amenities and provide flexibility through the modifiers offered.

The proposed DC District based on the Multi-Residential – High Density Low Rise (M-H1) District provides an alternate location for residential uses in the plan area closer to the Municipal Reserve amenities and interior of the site and allows for a reduction in the minimum number of

dwelling units. The applicant has identified that a density of 150 dwellings per hectare would require up to 5 storeys of building height, which they have determined would be less desirable than a 3-4 storey height development and this results in the proposed reduction in minimum number of dwellings, set against the standard M-H1 District. LOC2016-02234 provided a residential capacity for the site of 441 dwelling units. The current application amends that figure to a minimum of 304 dwelling units and a potential maximum of 471 (Attachment 9) (which still exceeds the ASP density figures). While Administration would have preferred to retain the density represented in the previous approval, it is acknowledged that the proposed changes still exceed the minimum density requirement of the Area Structure Plan and, there are opportunities for other density in the plan area as well. A maximum Floor Area Ratio of 3.0 is also imposed in the proposed DC District.

The proposed DC District based on the Commercial – Community 2 f2.0h26 (C-C2f2.0h26) District, allows for at grade residential units which is not ordinarily available in the C-C2. The remainder of the C-C2 'cell' continues to be intended to provide local retail and employment opportunities.

Pursuant to Section 20 of Land Use Bylaw 1P2007, these applications for DC Districts have been reviewed by Administration and have been determined to be necessary. The use of the Direct Control Districts allow for the applicant's proposed development, to provide innovative residential developments at grade in an area which includes retail uses and to provide for the unique characteristics and the delivery of the stated ASP policies of people per hectare. This proposal allows for the applicants intended development while retaining the C-C2 and M-H1 base Districts to accommodate form and scale of residential development that could not be achieved through the use of a standard land use districts in the Land Use Bylaw. The draft bylaws are provided at Attachments 5 and 6.

The proposed DC Districts include a rule that allows the Development Authority to relax Section 6 of the DC District Bylaws. Section 6 incorporates the rules of the base districts in Bylaw 1P2007 where the DC District does not provide for specific regulation. In a standard district, many of these rules can be relaxed if they meet the test for relaxation of Bylaw 1P2007. The intent of the DC District is to ensure that Bylaw 1P2007 regulates aspects of development that are not specifically regulated in these DC Districts but that can also be relaxed in the same way that they would be in a standard district.

The proposed Special Purpose – City and Regional Infrastructure (S-CRI) District, is to provide an expanded Public Utility Lot (PUL) as part of the servicing for the storm pond.

The proposed Special Purpose – School, Park and Community reserve (S-SPR), is intended to provide for open space and recreational facilities, with parcels of varying sizes and uses. In this case, the S-SPR lands will provide a new Regional Park to provide an additional amenity to the area and an outdoor resource for the residential component of the area, linking to existing regional path infrastructure. The applicant is working with the Calgary Parks Foundation on the park design to take advantage of their expertise and future maintenance.

### **Subdivision Design**

The outline plan contemplates the subdivision of large parcels served by a grid street network and internal private streets. The large parcels have been designed to accommodate comprehensive site developments. Future development applications will be required to provide for a comprehensive development permit and / or be accompanied with detailed concepts of how the individual cells will develop. The outline plan area and layout are the same as the

previous approval (LOC2016-0234), with the key change being the road classifications from a more industrial/commercial style; to roads that accommodate sidewalks and are more residential in nature. This is due to the proposed relocation of the residential land uses within the site. This will result in a more walkable residential community better located to take advantage of park space, employment opportunities, retail uses and services within the area. This includes changes to Keystone Link NE, 140 Avenue NE, Keystone Street NE and Keystone Way NE. All of these changes are captured on the proposed Outline Plan (Attachment 7). In addition, the intersection with lands to the east (Keystone Avenue NE), in the south-eastern corner of the site is consistent with the recently approved intersection relating to the Pacific Lands.

The land uses associated with this application are similar to those previously approved under LOC2016-0234. The principal difference is their location within the wider site. The changes in location are as a result to changes in the AVPA NEF contours. This has enabled a better location for the multi-residential component of the overall development to an area more centrally located within the site and adjacent to the proposed regional park and retail area. This, in turn, has allowed the location of Regional Commercial opportunities to the north-western portion of the site, at the intersection of 144 Avenue NE and 11 Street NE. This is considered a more favourable location for larger regional serving commercial uses such as a grocery store.

The other commercial use include as part of this application includes the centrally located DC site (based on C-C2f2.0h26). It includes more local community commercial uses and opportunities for residential development. The change from the standard C-C2 District to one that enables at grade residential creates the opportunity to provide townhome forms of residential development in close proximity to a more pedestrian scaled main street retail area. Additional details in Attachments 2, 5 and 7.

The applicant submitted a development concept plan which was reviewed by the City's Urban Design and Open Space Team. This plan is only conceptual therefore the Conditions of Approval (Attachment 8) retain a requirement for development concepts to be submitted to the satisfaction of the Development Authority. The Development Authority will explore key areas of interest, such as gateways to development, important streets including Main street, at grade activation with compatible uses; amenity spaces and building Interfaces of important streets. The focus at the development permit stage will be for continued efforts to ensure a consistent, inter-connected and high quality development is produced.

One notable difference between the previous approval and this application is the provision of an area of Municipal Reserve (MR) for the new Regional Park. The MR provision is below the 10% therefore a cash in lieu option for the additional MR (amounting to 3.9% of the total provision and equating to 3.08 acres) has been placed as a condition of approval. Since the approval of LOC2016-0234, the applicant has been collaborating with the Calgary Parks Foundation (to utilize their expertise in the design of park space) to prepare concepts for this area, now included adjacent to the proposed multi-residential M-H1 based DC District. The Municipal Reserve park design, at a conceptual level, and the general approach to providing a regional park at this site, has been accepted by all interested parties.

### **Density and Intensity**

Both the MDP and the Keystone Hills ASP identify a minimum residential density for neighbourhood areas of 20 units per hectare (8 units per acre). The anticipated residential density for the M-H1 DC area is 118 units per hectare (48 units per acre). The DC District, based on C-C2, also includes the potential for at grade residential development. The applicant

has included a range of density for the residential units in the plan area as between 30.9 units per hectare (17.5 units per acres), generating 304 dwellings; and 63.2 units per hectare (27.1 units per acre) with represents 471 dwellings. The anticipated residential density meets the minimum density target of both the MDP and ASP.

At build-out, the subject area is expected to incorporate 40,000 m<sup>2</sup> of retail, 14,800 m<sup>2</sup> office accommodation, ± 304 to 471 residential units, a 415 room hotel and other associated home based and child care uses. This results in an anticipated 87 people and jobs per hectare. This compares to the ASP minimum target in Neighbourhood D, of 60 people and jobs per hectare. The exact level of density (in terms of people and jobs per hectare) will be determined through future development stages.

A copy of the Outline Plan Form and Data Sheet is included in Attachment 9.

### **Transportation**

The Outline Plan has been amended to reflect the changes in land use locations within the area. The relocation of residential land uses to a more central location has presented the opportunity to provide a more pedestrian friendly road network, including improved sidewalks and streets designed to complement these residential uses. In addition, the cross section for Keystone Avenue has been amended to align with the proposed changes to Keystone Boulevard within the Pacific lands on the east side of 6 Street NE (a 24.0m Collector Street with multi-use pathway)

### **Streets and Access**

The subject site is bounded by 144 Avenue NE to the north, 15 Street NE to the east, Stoney Trail N to the south, and 11 Street NE to the west. Administration previously worked with the applicant to develop a transportation network of arterial, collector and industrial standard streets that were refined to accommodate active modes, transit, and vehicular movement within the plan area, as well as connections to the regional transportation network.

The plan area is well-connected to the regional transportation network and is in close proximity to both Stoney Trail N and Deerfoot Trail N/QEII Highway. To the west of the plan area, 11 Street NE will directly connect to the planned Stoney Trail NE interchange. In support of the New Community Growth Strategy, the City is advancing the 11 Street NE full interchange with Stoney Trail in support of the Keystone Hills ASP lands. The interchange is anticipated to be constructed and opened in 2023. In conjunction with the advancement of the full interchange, construction of 11 Street NE by the area developers is underway to tie into the interchange, realizing the value of infrastructure investment made by the City in support of the Keystone Hills ASP area development.

### **Transit**

This area is currently not served by any existing transit routes. Public transit is anticipated to be introduced in phases over time and is expected to include several bus routes running through the Keystone Hills ASP lands, providing local and regional service through and around the plan area, and later phased to support the future Green Line extension along Centre Street N and cross-town bus rapid transit services. Transit service introduction to new communities is balanced with service increases in existing communities with ridership growth, including potential introduction of evening and weekend service. Construction of 144 Avenue NE along the north boundary of and to the west of the plan area by the Developer and by the

neighbouring developers will enable the introduction and eventual enhancement of transit service as the community builds out. The arterial road network (144 Avenue NE) as well as the parallel collector network in the lands will provide a connection for east Keystone Hills to the future Green Line station south of 144 Avenue NE and Centre Street N.

### **Environmental Site Considerations**

Environmentally Significant Areas occur in or near the outline plan area; in the form of potential, previously disturbance wetlands Condition 7 of the Conditions of Approval (Attachment 8), requires Water Act approval prior to development. Land cover in the outline plan area consists of mainly cultivated fields and a few class 1 ephemeral waterbodies. A Biophysical Impact Assessment was submitted accompanying LOC2016-0234 and approved by the City of Calgary Parks department in 2017. All mitigations outlined in the approved report shall be followed for this Outline Plan.

A Phase 1 Environmental Site Assessment (ESA) was completed by the applicant in 2013 November. Both on-site and off-site items of potential environmental concern (IPECs) were identified. On-site IPECs consist of wastes such as wood, fence wire, used tires, a battery, a pick-up truck capper and scrap metal. These wastes are located in and around the remnants of a concrete building foundation of the former airport beacon complex within the outline plan area.

Off-site IPECs consist of two sour gas pipelines situated north and east of the outline plan area and a railway line located to the east. These items will be addressed during the site's redevelopment stages in more detail.

### **Utilities and Servicing**

Sanitary, storm, and water servicing infrastructure is available to service the development area. Water servicing will be provided by extending the existing water network from the south side of Stoney Trail to the outline plan area. Sanitary servicing will be provided by connecting to the existing 1050 sanitary trunk within the Transportation and Utility Corridor at the south-east of the plan area. Stormwater will be managed through the proposed stormwater facility as shown on the proposed outline plan.

## **Legislation and Policy**

### **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.

### **Growth Plan (2022)**

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [Growth Plan](#) (GP). The proposed land use amendment builds on the principles of the GP by promoting efficient use of land and regional infrastructure, and establishing strong, sustainable communities.

### **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 [Rockyview County/City of Calgary Intermunicipal Development Plan](#) (IDP). Rocky View County was contacted through the review of this application for their comments and no concerns were identified. The proposal is consistent with the policies of IDP.

### **Calgary International Airport Vicinity Protection Area (2009)**

The [Calgary International Airport Vicinity Protection Area](#) (AVPA) identifies the eastern half of the subject site as being located within the 25 - 30 Noise Exposure Forecast (NEF) of the AVPA. The AVPA Regulation was created to ensure that only compatible land uses are developed near airport flight paths. The AVPA Regulation establishes prohibitive uses in certain locations, identified within Noise Exposure Forecast (NEF) areas, which have recently been updated. The proposed land uses do not conflict with the provisions of the AVPA. Future Development Permit applications will be circulated to the Calgary Airport Authority, Nav Canada and Transport Canada and reviewed in the context of the regulations to ensure compliance.

### **Municipal Development Plan (Statutory – 2009)**

The subject lands are located within a Future Greenfield Area as identified on the Urban Structure Map of the [Municipal Development Plan](#) (MDP). The MDP indicates that future greenfield development should achieve a minimum intensity threshold of 60 people and jobs per gross developable hectare. This application anticipates a minimum intensity of approximately 87 people and jobs per hectare.

The proposed redesignation and associated outline plan meets the following *Municipal Development Plan* objectives (Section 3.6.2):

- Land use diversity;
- People and job intensity;
- Mix of local and regional retail;
- Parks within walkable proximity to all residences; and
- Creating a connected, multi-modal street network.

### **Calgary Climate Strategy (2022)**

Administration has reviewed this application in relation to the objectives of the [Calgary Climate Strategy – Pathways to 2050](#) programs and actions. The applicant has committed to providing further analysis and provision of suitably appropriate measures during the submission of future Development Permit applications.

### **Improving Calgary’s Entranceways: A Guide for Development Adjacent to Entranceways (Non-statutory – 2012)**

These lands are subject to the City’s Entranceway policies as contained in the [Guide for Development Adjacent to Entranceways](#). The policies apply to all roads designated as Entranceways Routes including the entire length of the “Ring Road”. The development of the subject lands will have to observe the Entranceway guidelines given the location adjacent to Stoney Trail. Further analysis and application of the policies will be required at development permit stage.

The land uses proposed adjacent or in areas immediately visible from entranceways need to provide for higher quality development opportunities. The proposed land uses are therefore consistent with the guidelines of this guide. This will be further reviewed at the development permit stage.



### **Keystone Hills Area Structure Plan (Statutory – 2012)**

The [Keystone Hills ASP](#) provides more direction with detailed policies and guidelines for development. The subject lands are identified as both industrial/employment area and a regional retail centre on Map 5: Land Use Concept; as well as Community D on Map 6: Community and Neighbourhood Concept.

This application fulfils the policy objectives of the area by providing retail uses, employment uses, recreational / institutional uses and residential uses, either in alignment with or exceeding the policies.

Section 6.10 of the ASP deals specifically with Retail Centres and notes that: *The Regional Retail Centre should consist of*

- i. between 9,300 m<sup>2</sup> (100,104 ft<sup>2</sup>) and 46,500 m<sup>2</sup> (500,522 ft<sup>2</sup>), plus or minus 5 per cent, of Retail Uses; and*
- ii. between 9,300 m<sup>2</sup> (100,104 ft<sup>2</sup>) and 46,500m<sup>2</sup> (500,522 ft<sup>2</sup>), plus or minus 5 per cent, of Employment Uses”.*

The Land Use Statistics table in Attachment 7 indicates that the proposed land uses will exceed the minimum figures recommended in the ASP. In addition, the policy notes that the composition of the Regional Retail Centre can include compatible uses as deemed appropriate by the Approving Authority. The existing land uses demonstrate that the land use components of this application are consistent with the ASP Retail Centre policies.

Section 6.11 identifies the composition of the Industrial/Employment Area:

- a. “The Industrial/Employment Area should be comprised of light industrial and industrial-supportive uses.*
- b. Employee-supportive uses such as restaurants, retail sales, child care, health services and other uses to support local employees should be provided.*
- c. The Industrial/Employment Area may also contain Employment Uses (offices) where it does not compromise the viability of development in the Major Activity Centre. The following location criteria for office uses in the Industrial/Employment Area should be considered:*
  - i. Office Uses should be located adjacent to major roads, transit routes and/or open space amenities; and*
  - ii. Office Uses should be located in close proximity to services and amenities (restaurants, entertainment, parks, recreational facilities, etc.)”*

Other uses, deemed compatible by the Approving Authority, can also be contained in the Industrial/Employment area. This application meets the requirements of local policy as it is consistent with minimum intensity thresholds and provides a strong mix of uses within this 21.65 hectares (53.50 acre) site. Continued efforts at future development stages will focus on community, built form, and streetscape design and activation, establishing important pedestrian connections and associated infrastructure, and incorporation of appropriate climate resilience measures.