

Planning & Development Report to
Calgary Planning Commission
2019 June 06

ISC: UNRESTRICTED
Revised CPC2019-0717

Land Use Amendment in Keystone Hills (Ward 3) at 13818 and 13920 - 15 Street NE, LOC2014-0107

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on behalf of the developer Pacific Investments & Developments Ltd and the various landowners on 2014 June 18. The land use redesignation consists of approximately 38.27 hectares (94.57 acres) of undeveloped greenfield area in the north community of Keystone Hills.

The subject lands are currently designated Special Purpose – Future Urban Development (S-FUD) District. The proposal provides for a number of land uses to accommodate a range of industrial development and open space, including:

- 12.00 hectares ± (29.65 acres ±) of industrial development with support commercial (I-C);
- 12.00 hectares ± (29.65 acres ±) of industrial development intended for high quality manufacturing, research and office developments (I-B);
- 8.04 hectares ± (19.87 acres ±) of industrial development intended for light and medium general industrial uses with limited commercial (I-G);
- 2.96 hectares ± (7.31 acres ±) of Public Utility, in the form of a storm pond, maintenance access road and servicing (S-CRI);
- 2.17 hectares ± (5.36 acres ±) of Environmental Reserve, in the form of a drainage channel and its required riparian buffer (S-UN); and
- 1.10 hectares ± (2.72 acres ±) of Municipal Reserve, in the form of public open space (S-SPR).

This application has been applied for with the support of a related outline plan application (CPC2019- 0718) 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.

The proposed land use amendment application has been developed in accordance with the Industrial/ Employment Area policies as specified in the *Keystone Hills Area Structure Plan*.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed designation of 38.27 hectares \pm (94.57 acres \pm) located at 13818 and 13920 – 15 Street NE (NW1/4, Section 36, Township 25, Range 1, Meridian 5; Plan 6268FT, OT) from Special Purpose – Future Urban Development (S-FUD) District **to** Industrial – Commercial (I-C) District, Industrial – Business f0.5h20 (I-B f0.5h20) District, Industrial – General (I-G) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, Special Purpose – Urban Nature (S-UN) District, and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
2. 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 designation of 38.27 hectares \pm (94.57 acres \pm) located at 13818 and 13920 – 15 Street NE (NW1/4, Section 36, Township 25, Range 1, Meridian 5; Plan 6268FT, OT) from Special Purpose – Future Urban Development (S-FUD) District to Industrial – Commercial (I-C) District, Industrial – Business f0.5h20 (I-B f0.5h20) District, Industrial – General (I-G) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, Special Purpose – Urban Nature (S-UN) District, and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
2. Give three readings to **Proposed Bylaw 154D2019**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

B&A Planning Group on behalf of Pacific Investments & Developments Ltd and the various landowners submitted the subject application to The City on 2014 June 18 and have provided a summary of their proposal in the Applicant's Submission (Attachment 1).

The application took a long period to process because it was initially put on hold for over a year, as an incomplete application, pending the submission of several requirements as outlined in the pre-application. **Once the requirements were submitted and the application was under review, due to unfunded infrastructure, the land use redesignation could not advance until the growth management overlay was removed. On 2018 September 11, Council gave**

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three readings to Bylaw 68P2018 to amend the *Keystone Hills Area Structure Plan* to lift the growth management overlay for an area that included the subject lands.

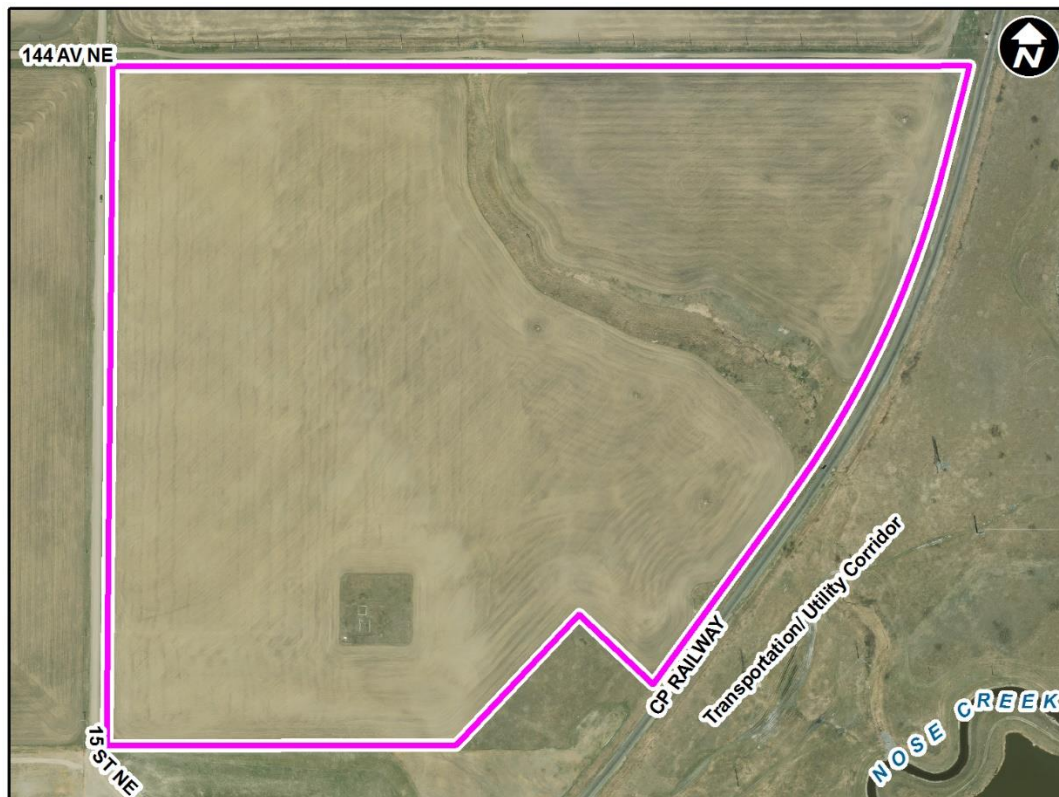
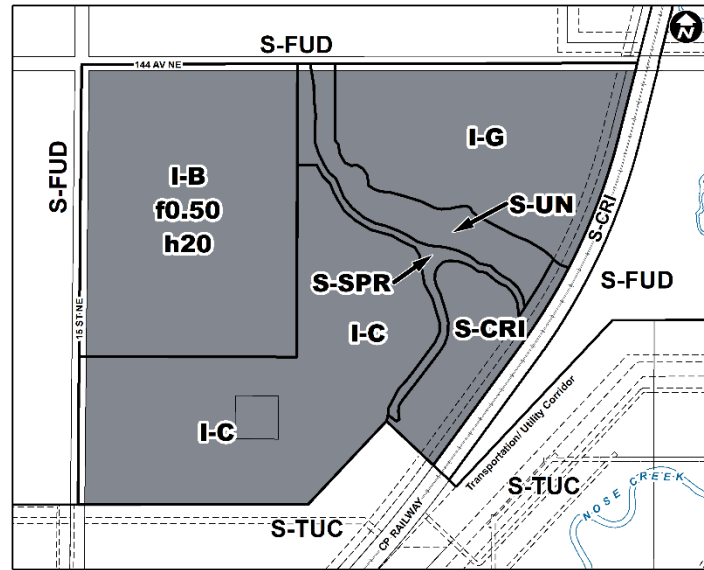
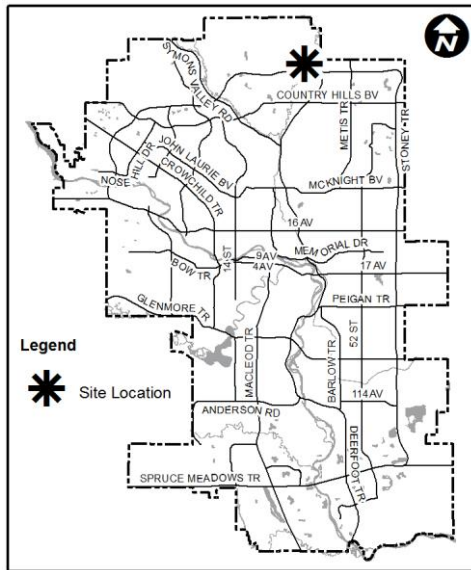
The subject lands were part of an annexation from Rocky View County in 1989 and 2007, which include the developing communities now known as Carrington and Livingston. Development in these communities and adjacent lands remain ongoing.

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Location Maps



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Site Context

The subject lands, 13818 and 13920 – 15 Street NE, are situated in the northeast quadrant of the city in the developing community of Keystone Hills. The area is bound by 144 Avenue to the north, 15 Street to the west, the Stoney Trail Transportation Utility Corridor to the south, and the Canadian Pacific Railway tracks to the east.

The subject land has minor topographical variations, with one notable drainage channel cutting diagonally across from the north to the southeast where it eventually connects with the Nose Creek watershed. The land is currently undeveloped and used as grazing pasture for livestock while also being cultivated for agriculture.

Across 15 Street NE to the west are Melcor Developments and privately-owned lands within the *Keystone Hills Area Structure Plan* boundary. The outline plan and land use amendment applications for Melcor Developments (LOC2016-0234) directly to the west of the subject site, is currently under review by Administration. Those lands will also consist of a mix of industrial and office uses, with the addition of a regional retail centre. The subject lands along with Melcor's conclude the lands identified for industrial and office uses within the community of Keystone Hills, with the remainder lands under Carrington and Livingston, primarily consisting of residential neighbourhoods.

Outside of the ASP boundary, across 144 Avenue to the north, are lands that are also cultivated for agriculture, with a farmstead. Further to the east, is the Nose Creek watershed along with a provincially designated buffalo kill and processing campsite, known as the Balzac Site, northeast of the subject land, across from the Canadian Pacific Railway tracks.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment, along with the associated outline plan application (Attachment 2), will facilitate the development of an industrial and employment neighbourhood that will contribute to the growth of the Keystone community as envisioned by the policies of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan*.

The proposed package of land uses, which include Industrial – Commercial (I-C) District, Industrial – Business f0.5h20 (I-B f0.5h20) District, and Industrial – General (I-G) District, represent an opportunity to develop a comprehensive industrial employment area, adding to The City's industrial land base and is strategically located to serve adjacent residents but also other population centres within the metropolitan area.

Initially, the application was submitted with a combination of both industrial and commercial land uses that did not align with our statutory policies. Amendments throughout the review led to the removal of those commercial land uses to better align with the policies of the area.

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Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. To implement The *Keystone Hills Area Structure Plan*'s proposed office and industrial uses, the following land uses are proposed:

- Industrial – Commercial (I-C) District;
- Industrial – Business f0.5h20 (I-B f0.5h20) District;
- Industrial – General (I-G) District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District;
- Special Purpose – Urban Nature (S-UN) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) District.

The I-G District is intended for light and medium industrial development and forms the largest parcel at the northeast corner of the plan. The two I-C District parcels, with support commercial, are located closest to the intersection of Deerfoot Trail NE and Stoney Trail NE. This is because the I-C District has setback and screening rules that lend itself best to this higher visibility location. The I-C District also ensures the proposed developments have controls to transition to the two adjacent I-B District parcels which is more geared towards providing high quality research and office developments.

The *Keystone Hills Area Structure Plan* identified the subject site as an industrial employment area, consisting entirely of industrial based land uses with no residential population base. Based on this, Municipal Reserve (MR) has been provided within the subject site to only a marginal extent as a land dedication. This is dedicated under the S-SPR District, to compliment the industrial uses and buffer the south side of the drainage channel to facilitate active pathway linkages through the green corridor, as well as to create pockets of passive open space to accentuate the view shed and cater to employment-based site users that may utilize this open space for lunch and mid-day activity purposes. This totals to 0.94 hectares (2.32 acres), and accounts for 2.6 per cent of the required MR. The remaining area of 2.67 hectares (6.60 acres) will be provided as cash-in-lieu of reserve for the sum of 10 per cent S-SPR (MR) required by the Municipal Government Act and approved by the Joint Use Coordination Committee (JUCC). Under Section 7.6.4 Creditable Reserve Policies of the *Keystone Hills Area Structure Plan* cash-in-lieu may be accepted in place of reserve lands for subdivision of land within industrial areas, subject to approval from the JUCC.

The Special Purpose – Urban Nature (S-UN) District dedicates the drainage channel and accompanying setback buffers as Environmental Reserve, while a Special Purpose – City and Regional Infrastructure (S-CRI) District accommodates the storm pond with the maintenance access easements required to service it.

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Density

The variety of office and industrial uses proposed will provide for the non-retail jobs that do not compromise the viability of retail development within the greater *Keystone Hills Area Structure Plan*.

The *Municipal Development Plan* requires that the general Developing- Future Greenfield area achieve a minimum intensity threshold of 60 people and jobs per gross developable hectare. The subject site is anticipating a minimum intensity of approximately 61 people and jobs per hectare and a maximum intensity of approximately 73 people and jobs per hectare.

The *Keystone Hills Area Structure Plan* identifies an anticipated 5,600 job requirement for Community D with an area of 82 hectares. The subject lands are identified as Community D and comprise 36.12 developable hectares which means it needs to provide for 44 per cent of that total job requirement. This equates to 2,464 anticipated jobs. The subject site is anticipating a minimum of 1,281 jobs and a maximum of 1,540 jobs.

Historical Resources

The proposed application is located near sites of First Nations activity, east of the Canadian Pacific Railway tracks, with the subject site being identified as potential areas for historic resources. A Statement of Justification for Historical Resources Act Requirements, a desktop study, prepared by Lifeways at the submission of the application, identified the First Nations site to be a provincial designated buffalo kill and processing camp. It further recorded a stone cairn back in 1981 within the project area.

Due to the findings of the desktop study, revealing high potential for Palaeontological and Archaeological resource, a Historical Resource Impact Assessment was determined to be required by Alberta Culture and Tourism pursuant to the Historical Resources Act. This is provincially required ahead of any land surface disturbance activities.

While the province is the authority for historical resources, The City may require a Historical Resource Impact Assessment at the outline plan and land use amendment stage, as outlined by the *Keystone Hills Area Structure Plan*. This allows for the evaluation of the proposed land use and subdivision pattern to try to conserve any documented sites in addition to undertaking the protective and mitigating measures required by the province.

In this instance, based on the agricultural cultivation of the lands since the recording of the stone cairn, Lifeways noted the likelihood of the identified stone cairn being disturbed or even destroyed today. The applicant will therefore be conducting the Historical Resource Impact Assessment for the subject lands ahead of any surface disturbance. A condition has been incorporated in the outline plan to effectively address this.

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Environmental

A Phase I Environmental Site Assessment was completed and approved for the subject site. The recommendations within the report are required to be implemented, prior to endorsement of any tentative plan.

The Biophysical Assessments conducted previously as part of the North Regional Context Study and the *Keystone Hills Area Structure Plan* identified environmental open space study areas within the subject site. A Biophysical Inventory Assessment (BIA) was submitted and approved as part of this application. The conclusions of the approved BIA identified a vegetated draw with an ephemeral drainage course traveling through the subject site in a north to southeast direction. This environmental feature links north into adjacent lands where it has also been identified as environmental open space study areas for future outline plans within the *Nose Creek Area Structure Plan*. Also, linking southeast into adjacent lands connecting to Nose Creek and its meander belt. Based on the findings of the BIA, hydrologic connectivity and contribution to a larger open space network, this vegetated draw containing an ephemeral drainage has been preserved up to the top of slope line, accounting for 2.15 hectares (5.31 acres) of Environmental Reserve (ER) dedication through the S-UN District within the subject site.

Transportation

Streets and Access

The subject site is bounded by 144 Avenue NE to the north, 15 Street to the west, Stoney Trail NE to the south, and by the Canadian Pacific Railway tracks to the east. Administration 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. Keystone Boulevard NE, connecting to both 144 Avenue NE and 15 Street NE between the I-B District and I-C District lands, provides a continuous connection through the subject lands. The I-G District lands located on the east side of the drainage channel will be accessed directly from 144 Avenue NE.

The plan area is well-connected to the regional transportation network and is in close proximity to both Stoney Trail NE and Deerfoot Trail NE / QEII Highway. To the west of the plan area, 144 Avenue NE will connect to 11 Street NE, and by extension to the planned Stoney Trail NE interchange. To the east of the plan area, 144 Avenue bends to run parallel to the Canadian Pacific Railway tracks to the east in a north-south direction, and then intersects with 160 Avenue NE, and to the Deerfoot Trail NE / QEII Highway at the Crossiron Drive interchange.

In support of the New Community Growth Strategy, The City of Calgary is advancing the 11 Street NE full interchange with Stoney Trail in support of the *Keystone Hills Area Structure Plan* lands and captured within One Calgary. The interchange is anticipated to be constructed and opened by end-2022. In conjunction with the advancement of the full interchange, construction

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of 11 Street NE by the area developers is required to tie into the interchange, realizing the value of infrastructure investment made by The City in support of the Keystone Area Structure Plan area development.

Transit

This area is currently not served by any 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 Area Structure Plan* lands, providing local and regional service through and around the plan area, and later phased to support the future Green Line extension and cross-town bus 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.

One-Hundred and Forty-Fourth Avenue NE, as well as the parallel collector network in the lands to the west of the plan area (approximate 140 Avenue NE alignment) will provide a connection for east Keystone Hills to the future Green Line station south of 144 Avenue and Centre Street N.

Utilities and Servicing

Water servicing will be provided by connecting to the existing 900 millimetre water feedermain at 144 Avenue NE located on the east side of the plan area, and by extending the existing 400 millimetre watermain across Stoney Trail NE, through the adjacent lands to the west.

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 a proposed stormwater facility adjacent to the existing ravine, then through a controlled discharge into Nose Creek.

Stakeholder Engagement, Research and Communication

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

There is no Community Association for the subject area and no letters from adjacent landowners were received. One letter from a general citizen was received requesting information on the status of review of the application.

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

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Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to this 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 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.

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan* (MDP), Map 1: Urban Structure, identifies the subject lands as Developing- Future Greenfield. The MDP identifies that specific policies will be identified through the *Keystone Hills Area Structure Plan*.

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

- Retaining environmentally significant natural areas;
- Integrate natural features into the public open space and green networks;
- Achieve a minimum intensity of 60 people and jobs per gross developable hectare; and
- Creating a connected, multi-modal street network.

Keystone Hills Area Structure Plan (Statutory – 2012)

The *Keystone Hills Area Structure Plan* provides more direction with detailed policies and guidelines for development. The subject lands are identified as Community D on Map 6: Community and Neighbourhood Concept, and as Industrial/Employment Area and depict portions of a regional pathway and a green corridor on Map 5: Land Use Concept.

The proposed industrial area complies with the Industrial/Employment Area policies by providing for light industrial and industrial and employee-supportive uses.

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Pedestrian and cycling connections from the surrounding areas are provided into the plan area in the form of a regional pathway along the block-based road network and a green corridor along the drainage channel and proposed storm pond. Recreation opportunities for employees are additionally provided for along that open space system.

The proposed land use redesignation and associated outline plan is therefore consistent with the applicable policies of this plan.

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 Entranceway and Entranceway Routes which include Stoney Trail and Deerfoot Trail, north of Stoney Trail to the city limits.

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.

Calgary International Airport Vicinity Protection Area Regulation (Statutory – 2009)

The subject site is located within the 30-35 noise exposure forecast (NEF) contour of the Airport Vicinity Protection Area (AVPA) land use regulations. The recommended land use districts provide for a range of uses that are generally allowable within the 30-35 NEF contour area. However, future individual development permit applications will be circulated to YYC and reviewed in the context of applicable regulations to ensure further compliance.

Social, Environmental, Economic (External)

The proposed application will provide the first stock of industrial lands for the community of Keystone Hills. The development of this comprehensive industrial employment area will provide adjacent residents and population centers within the metropolitan area with job opportunities and amenities while enabling a more efficient use of land and infrastructure that will support surrounding undeveloped lands by being the first to develop amongst the adjacent parcels.

Financial Capacity

Current and Future Operating Budget

There is no impact to the current operating budget as a result of this report. As development proceeds in this area and additional services come online, operating costs will be incurred related to services such as roads, parks, and transit. These costs have been incorporated into 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 entirely by the developer. The capital investment required for the construction of the 11 Street NE/Stoney Trail ramps and interchange has been included in the One Calgary 2019-2022 service plans and budgets.

Risk Assessment

A risk associated with the subject application stems from the Historical Resource Impact Assessment not being conducted during the review of the land use and associating outline plan application. Since the agricultural cultivated land provided a lower probability for the survival of any significant Palaeontological and Archaeological resources, as deducted by Lifeways, the applicant team requested to proceed with the proposed application and deal with any provincial implications prior to surface disturbance.

While the province is the authority for historical resources, findings by The City at the land use review stage could have further informed the evaluation of the proposed land use and subdivision pattern to try to conserve any documented sites. These will however, now be assessed prior to any site disturbances occurring, with appropriate mitigation measures included at that time – should any significant historical resources be identified.

REASONS FOR RECOMMENDATIONS:

The proposed land use amendment has been developed in accordance with the objectives of the *Municipal Development Plan*, and more specifically is in accordance with the policies specified in the *Keystone Hills Area Structure Plan*. The proposed land uses and their distribution facilitate the development of office and industrial land uses and provides the anticipated component to make the developing community of Keystone Hills a complete community. The industrial area also meets the required intensity targets as set out in the *Municipal Development Plan* and *Keystone Hills Area Structure Plan*.

These land uses will be implemented through the supporting outline plan application that provides the subdivision layout and conditions to realize the site's development.

ATTACHMENTS

1. Applicant's Submission
2. Proposed Outline Plan
3. **Proposed Bylaw 154D2019**