

Calgary Planning Commission Report to  
Public Hearing Meeting of Council  
2018 July 23

ISC: UNRESTRICTED  
CPC2018-0592  
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**Land Use Amendment in Sage Hill (Ward 2) at 3645 Sage Hill Drive NW,  
LOC2017-0340, Bylaw 198D2018**

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**EXECUTIVE SUMMARY**

This application (LOC2017-0340) has been submitted by B&A Planning Group on behalf of Anderson Builders Group and the landowner, Sage Hill Developments Inc. The subject parcel is 4.75 hectares located in the community of Sage Hill. The land use amendment proposes to change the designation of the property from Commercial – Community 2 (C-C2f5.0h95) District to Mixed Use – General (MU-1f4.0h40) District, Mixed Use – General (MU-1f4.0h45) District, Mixed Use – Active Frontage (MU-2f4.0h45) District and Special Purpose – School, Park and Community Reserve (S-SPR) District. This proposal provides for:

- a mixed-use development in the form of eight six to ten storey apartment buildings anticipating a total of 719 dwelling units (MU-2, MU-1);
- building heights of 40 to 45 metres (reduced from 95 metres);
- a minimum of 5,770 square metres of commercial floor space; and
- approximately 0.4 hectares of public park space (S-SPR).

The proposed Mixed Use Districts are intended to accommodate grade-oriented commercial and residential uses in a mid-rise building form. The Special Purpose District will provide a public amenity space through the dedication of municipal reserve (a public park) within the development. This application is being considered under the policies of the statutory *Symons Valley Community Plan* and the *Municipal Development Plan*.

This application has been applied for with the support of an outline plan application to provide the subdivision layout and public infrastructure development obligations (Attachment 3).

**ADMINISTRATION RECOMMENDATION:**

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

1. **ADOPT**, by bylaw, the proposed redesignation of 4.08 hectares ± (10.09 acres ±) located at 3645 Sage Hill Drive NW (Portion of Plan 1310597, Block 1, Lot 3) from Commercial – Community 2 (C-C2f5.0h95) District to Mixed Use – General (MU-1f4.0h40) District, Mixed Use – General (MU-1f4.0h45) District, Mixed Use – Active Frontage (MU-2f4.0h45) District and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
2. Give three readings to the proposed bylaw.

**Moved by: C. Friesen**

**Carried: 8 – 0**

**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION, DATED 2018 MAY 17:**

That Council hold a Public Hearing on Bylaw 198D2018; and

1. **ADOPT** the proposed redesignation of 4.08 hectares ± (10.09 acres ±) located at 3645 Sage Hill Drive NW (Portion of Plan 1310597, Block 1, Lot 3) from Commercial –

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Community 2 (C-C2f5.0h95) District to Mixed Use – General (MU-1f4.0h40) District, Mixed Use – General (MU-1f4.0h45) District, Mixed Use – Active Frontage (MU-2f4.0h45) District and Special Purpose – School, Park and Community Reserve (S-SPR) District, in accordance with Administration’s recommendation; and

2. Give three readings to the proposed Bylaw 198D2018.

**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

**BACKGROUND**

The subject lands are part of an area annexed to The City of Calgary in 1989. While under the jurisdiction of the Municipal District of Rocky View, this parcel was subdivided from the balance of the quarter section. Outstanding municipal reserves were deferred at that time.

Given the initial growth pressure in the area after annexation, the *Symons Valley Community Plan* was drafted and adopted in 2001. The plan envisioned a predominantly residential area with five distinct communities with over 54,000 residents.

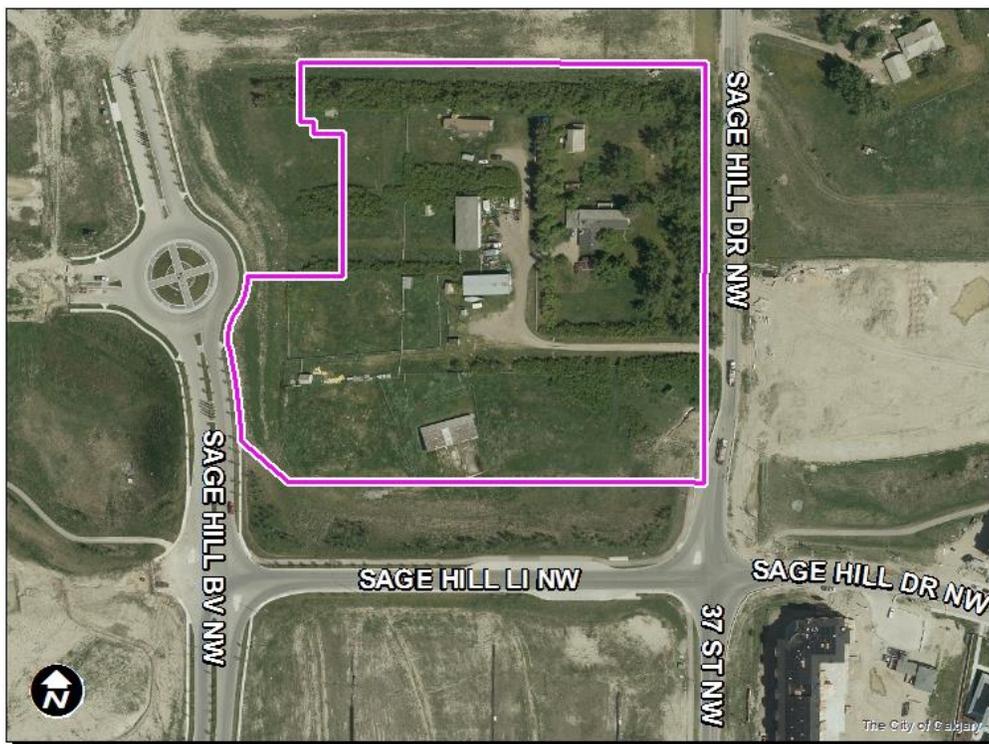
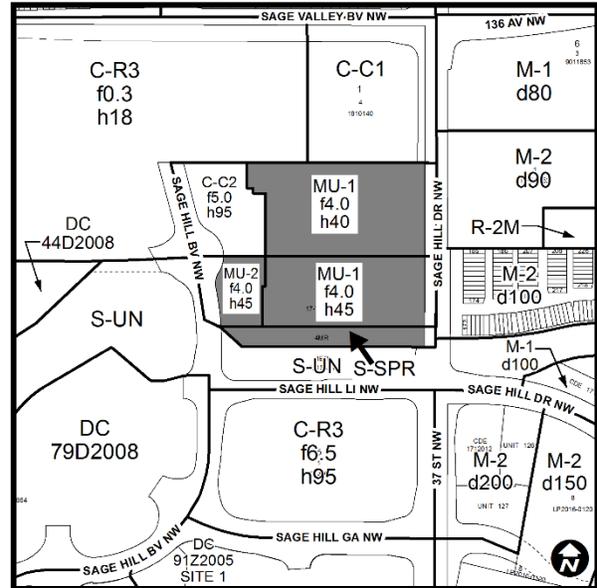
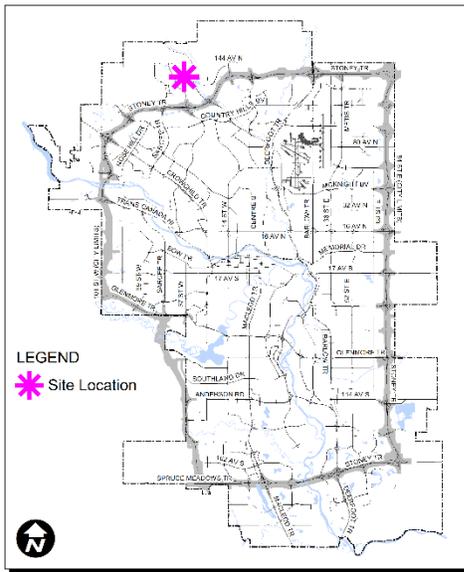
Since that time, several amendments of the *Symons Valley Community Plan* were undertaken which affected the subject parcel. In 2008, Council approved amendments to establish a Transit Oriented Planning Area around a future bus transit hub. These amendments included policies enabling regional commercial and high density residential land uses, as well as encouraging significant suburban office development. The *Municipal Development Plan* in 2009 identified this area as a Community Activity Centre. Initial development of the Transit Oriented Planning Area, based on the 2008 vision, was completed, including the commercial area, construction of most of the roads and the roundabouts that are currently in place (with portions of Sage Hill Boulevard NW remaining unfinished). Remnant land created from the alignment of Sage Hill Boulevard NW was added to the subject parcel.

Nine years later, several parcels in this area had yet to realize development. This led to the policy amendment that was approved by Council in 2017 September (Bylaw 55P2017). The *Symons Valley Community Plan* was amended modifying the vision with new policies enabling multi-residential, civic, and mixed-use areas which more closely aligned with landowners’ current development expectations as supported through market studies.

There is a development permit for the northwest portion of this parcel currently under review by Administration (DP2016-5200). It was submitted under the current Commercial –Community 2 (C-C2f5h96) District in 2016, prior to the policy amendment (Bylaw 55P2017) and this land use and outline plan application. There is no land use change proposed for this portion of the site and thus this portion of the site will remain as C-C2f5.0h96. The development permit proposes a six-storey wood frame mixed-use building and does conform to the approved policy and the development expectations for this parcel as a whole.

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Location Maps



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**Site Context**

Located in the developing community of Sage Hill, between Sage Hill Boulevard NW and Sage Hill Drive NW, north of Sage Hill Link NW, the subject site is approximately 4.75 hectares  $\pm$  (11.74 acres  $\pm$ ) in size and currently contains an existing single detached dwelling and several associated outbuildings. The site is sloped, with a change in elevation of 14 metres over 220 metres, a grade of approximately 6 percent from west to east. It is covered in non-native vegetation and grass. A narrow environmental reserve parcel is immediately adjacent to the site on the south and forms a portion of the coulee system that runs from the west to the east in this area.

To the north and west of the parcel, the lands are currently vacant. These lands are anticipated for multi-residential development and a mixed-use town centre through a separate outline plan and land use application currently under review (LOC2017-0404). To the south of the subject site, across Sage Hill Link NW is a vacant parcel owned by The City of Calgary. A public library and bus transit hub is planned for that site, although a formal application has not yet been submitted.

Further south, beyond the City-owned site, there is an existing regional commercial centre (Sage Hill Crossing) offering a mix of large and medium format retail uses.

Further east of the subject parcel and across Sage Hill Drive NW, a townhouse development has been approved (DP2015-0237) and is awaiting construction.

**INVESTIGATION: ALTERNATIVES AND ANALYSIS**

This land use application, along with the associated outline plan, will facilitate the development of a mixed-use multi-residential area that will meet the intensities required by the *Municipal Development Plan* for a Community Activity Centre. This future development will also meet the intent of the Mixed Use Area policies of the *Symons Valley Community Plan*. Pedestrian connections through and around the site link it to the future civic facilities and transit hub to the south and to the regional pathway along the east and south of the site. A new public street through the site provides connection to existing infrastructure and forms a logical extension of the future transportation network that is planned to the west. A master concept plan has also been submitted in support of the application, which at a non-statutory level, provides conceptual information on how the site is expected to be developed in the future (Attachment 4).

**Land Use**

The existing land use district on the subject site is Commercial – Community 2 (C-C2f5.0h95) District. This district is intended for large commercial development on the boundary of several communities. It allows for commercial uses to be combined with office and residential uses in the same development. This land use district was applied to the parcel in 2008 to accommodate a previous proposal that had planned for significant suburban office and community scale commercial uses. The significant number of existing retail developments in the area (including both the Creekside and Beacon Hill shopping centres), and the struggling office market led

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directly to the 2017 area structure plan amendment (Bylaw 55P2017) and this land use redesignation application.

This land use amendment application proposes to redesignate the subject site into three different Mixed Use Districts, while retaining the existing C-C2f5.0h95 land use district for the northwest portion of the site (Attachment 3, Site 1) for which a development permit is already under review (DP2016-5200). That land use still meets the intent of the Mixed Use Area policies in the *Symons Valley Community Plan* as it provides opportunities for commercial and residential within the same development.

The proposed Mixed Use – General (MU-1f4.0h40) District (1.8 hectares ±, 4.46 acres ±) (Attachment 3, Site 2) and Mixed Use – General (MU-1f4.0h45) District (1.46 hectares±, 3.61 acres±) (Attachment 3, Site 4) support a mix of commercial and residential uses at grade facing the commercial street and accommodate a mix of residential and commercial uses in the same building or in multiple buildings throughout an area. Buildings in these districts are intended to be of moderate height, generally not exceeding ten storeys. Anticipated development (based on the accompanying master concept plan) is expected to be six-storeys; however, the proposed district modifiers allow for slightly higher forms to align with policy and to accommodate topography. The height modifier for the parcel north of the new Sage Hill Road NW is 40 metres. On the south side of Sage Hill Road NW, the height modifiers are 45 metres as the lower elevation of the land will be able to accommodate taller buildings without as much impact to surrounding sites. A floor area ratio of 4 has been applied to the Mixed Use Districts.

The Mixed Use – Active Frontage (MU-2f4.0h45) District (0.4 hectares ±, 0.98 acres ±) (Attachment 3, Site 3) is recommended for the west portion of the site, immediately south of the new proposed street. This district does not allow residential uses at grade in buildings facing a commercial street. As Sage Hill Boulevard NW is the main commercial street in the Community Activity Centre, development on this site will include at-grade retail and commercial uses to facilitate pedestrian activity on the street.

A portion of the site will be dedicated as a municipal reserve parcel at the time of subdivision, and will be used as a public park. The Special Purpose – School, Park, and Community Reserve (S-SPR) District (0.42 hectares ±, 0.98 acres ±) will be applied to this parcel. The municipal reserve site was selected to complement and enhance the existing environmental reserve parcel located immediately south of the subject site. It will provide active, passive, and educational programming, as well as pathway amenities that tie into the regional pathway network and provide a direct link to the transit facilities along Sage Hill Link NW.

***Land Use Evaluation***

Administration and the applicants worked together during the review process to develop an appropriate mixture of land uses that support the development aspirations of the applicant and respects the future land use strategy envisioned in the *Symons Valley Community Plan*. While the C-C2f5.0h95 District provides the opportunity to build a mixed-use building, the Mixed Use Districts detailed above provide a more appropriate selection of permitted and discretionary uses and regulations regarding building setbacks and form which helps establish a more pedestrian-friendly environment.

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The MU-1 and MU-2 Districts provide for a variety of residential and commercial uses which will allow development to move with market demand as this site redevelops over a number of years.

***Density***

This area is identified as a Community Activity Centre in the urban structure map of the *Municipal Development Plan* (Map 1). Community Activity Centres must achieve a minimum intensity of 150 people and jobs per hectare. While it is to be confirmed at future development permit stages, this application generally proposes eight six-storey mixed-use buildings that will accommodate approximately 719 dwelling units and 5,770 square metres of commercial uses. Together, this will provide an estimated 357 people and jobs per hectare thus exceeding the minimum requirements of 150 people and jobs per hectare specified in the *Municipal Development Plan*.

***Implementation***

A master concept plan was submitted in support of this outline plan and land use amendment application as required by the *Symons Valley Community Plan* (Attachment 4). The purpose of the master concept plan was to ensure that the proposed land use districts and outline plan provided a comprehensively planned land use and infrastructure design required to achieve the desired outcomes envisioned in the area structure plan. For this application, this means a focus on site design and built form including: open space provision, pedestrian connectivity, public realm interfaces, orientation of parking spaces, location of waste and recycling facilities, vehicle and emergency accesses, and adequately accounting for the significant topographical variations on the site. This master concept plan has no official approval status; however, is fully intended to be referenced during future discretionary development permit applications, with the aforementioned objectives being further reviewed and implemented at these future development stages.

Slope adaptive solutions that will be employed in this area include: lining otherwise-exposed parkade walls with commercial and/or residential units ("liner units"), terracing of grade in areas such as the central north-south public access easement and the municipal reserve, and providing overland drainage between lots (in addition to onsite capture), which will allow for more gradual grade transitions than accommodating all stormwater on each individual site.

Private and public open spaces were considered in the plan. A publicly accessible pedestrian connection is provided through the centre of the parcel on the north and south sides of the proposed Sage Hill Road NW to increase permeability through and within the site. Gathering plazas are proposed on each side where the central pathways meet the sidewalk. On the south side of the street, the central pathway provides a link to the public open space and playground in the south of the plan area. Through slope adaptive built form, private space will be provided through roof-top amenity areas. The municipal reserve parcel will contain a public park that features a naturalized play area structure. It adds to the public lands in the area (the existing environmental reserve parcel) to improve the effectiveness of use and access through this park area.

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Connectivity to the transit hub south of this site is increased through provision of a pathway through the future municipal reserve and environmental reserve parcels to transit along Sage Hill Link NW. This development also contains good connections to the wider regional path located along the coulee and down to West Nose Creek as well as north and south along Sage Hill Drive NW. Connectivity within the site is provided where the north and south central pathways meet at Sage Hill Road NW. A mid-block crossing is proposed at this location which employs curb extensions within Sage Hill Road NW to improve visibility of the crossing, reduces the width of the street, and defines the parking lanes provided on the east side.

***Design Review***

While outline plan and stock district land use amendment applications do not normally go to the Urban Design Review Panel, Administration did present the master concept plan to the panel as part of the review process. The first was an informal review in the context of the development permit (DP2016-5200), which highlighted the site challenges with regards to the slopes, pedestrian connections, and building interfaces. The second was a formal review from the panel of the master concept plan as part of a pre-application process. The panel recommended additional review of location connections, the public realm in terms of spaces for moving through as well as spending time, the relationship between parking/vehicle circulation and the relation between building massing/public spaces/green spaces and site contours.

These comments influenced the site design. Changes that were made to address these concerns included more detailed work into building forms to address the grades, such as the "liner units", improved site connections such as the municipal reserve and environmental reserve pathway link and improved connections to the north, tying into a future sidewalk along that boundary. The new Sage Hill Road NW provides a separated sidewalk with street trees and on-street parking for a more main street-type environment. Plaza space along the future Sage Hill Road NW has been added to provide a gathering space for people in the area.

**Infrastructure**

***Transportation Networks***

The outline plan includes a new collector standard roadway (Sage Hill Road NW) connecting from the roundabout on Sage Hill Boulevard NW eastward to Sage Hill Drive NW. This new collector road will provide access to the adjacent parcels to the north and south.

Parking lanes will be included on Sage Hill Road NW on the east side of a proposed mid-block pedestrian crossing, with parking prohibited west of the pedestrian crossing.

Curb extensions will define the parking lanes east of the crossing. The curb extensions and parking restriction will improve visibility and increase awareness of proposed pedestrian crossing.

The outline plan is located within approximately 300 metres of the Sage Hill Transit Hub via Sage Hill Boulevard and Sage Hill Drive (37 Street NW), with some of the development sites being within 150 metres of the transit hub. The transit hub currently provides access to several

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routes including the 82 (service to Brentwood LRT Station and the University), 115 (service to Tuscany LRT Station), 123 (service to North Pointe, BRT route 301, future Green Line), and 129 (service to Dalhousie LRT Station). As Sage Hill, Kincora, Nolan Hill, and the Glacier Ridge Area Structure Plan areas build out, the transit hub is planned to facilitate access to enhanced transit service and high frequency buses, including one BRT service connecting the transit hub itself to Brentwood/University and another BRT service running between North Pointe and Tuscany LRT stations.

A Transportation Impact Assessment (TIA) submitted with this application was reviewed and accepted by Administration.

***Utilities and Servicing***

Services for the subject site are available from Sage Hill Drive NW. Main extensions for sanitary and storm along Sage Hill Drive NW will be required at the relevant tentative plan/development permit stage.

**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.

Following Calgary Planning Commission, notification for Public Hearing of Council 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.

This application was circulated to the Sage Hill Community Association but they provided no comments.

No citizen comments were received by Calgary Planning Commission Report submission date.

***Engagement***

No public meetings were held by the applicant or Administration.

**Strategic Alignment**

***South Saskatchewan Regional Plan (Statutory, 2014)***

The site is located within the "City, Town" area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. The SSRP makes no specific reference to this site. The land use proposal is consistent with the SSRP policies including the Land Use Patterns policies (subsection 8.14).

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***Municipal Development Plan (Statutory, 2009)***

Map 1 “Urban Structure” of the *Municipal Development Plan* identifies the subject lands as part of the Residential Developing Planned Greenfield Area subject to an Area Structure plan. Additionally, it is located within a Community Activity Centre.

Community Activity Centres should be locations for a mix of medium and higher density employment and residential uses. They should contain a broad range of ground-oriented and medium to high density apartment housing and a mix of housing tenure and affordability levels to accommodate a diverse range of the population (section 3.3.3(e)). Intensities in the Community Activity Centre should be a minimum of 150 people and jobs per hectare (Table 3-1). The proposed outline plan and associated land use districts complement the Community Activity Centre by adding to the range of housing options and the provision of local-scale commercial uses. The proposed land use districts will allow the development to meet the required intensities.

***Symons Valley Community Plan (Statutory, 2001)***

The subject site is located in the Transit Oriented Planning Area as identified in Map 3 Land Use Concept. Within this area, the subject parcel is also identified as the Mixed Use Area. Development within this area is to be pedestrian-oriented and transit supportive.

As per section 5.14.2(1), composition of the Mixed Use Area will allow for mid-rise buildings of four to ten storeys which should contain commercial uses at the ground level with residential above. Residential and live-work uses may locate on the main floor where they are determined to be subordinate to the ground floor commercial uses and take their primary access from grade.

The proposed and existing land use districts will allow for a mix of residential and commercial uses, with a requirement for commercial uses on the main floor in the Commercial – Community 2 (C-C2f5.0h95) and Mixed Use – Active Frontage (MU-2f4.0h45) Districts. The flexibility of the Mixed Use - General (MU-1f4.0h40, MU-1f4.0h45) District with regard to allowing residential uses on the ground floor combined with the policy will allow for ground floor residential where appropriate.

The Mixed Use Area should contain as part of its design, well-defined pedestrian-oriented features in accordance with the Design Guidelines in Appendix 1; these features are to achieve strong and direct connectivity to adjacent areas and internally throughout the site (section 5.14.2(2)(b)). The proposed public street in combination with the proposed pedestrian corridors (protected by public access easements) provides pedestrian connections within the future development as well as connections to surrounding areas.

Public open space and amenities shall be provided within the area and integrated with the portion of the environmental reserve along the southern boundary of the site (section 5.14.2(1)(vi)). The proposed plan contemplates a public park within the municipal reserve and a path connection to transit through the environmental reserve.

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A master concept plan was submitted in support of the proposed outline plan and land use amendment as required in section 5.14.2(3)(a). This allowed the application to be reviewed taking into consideration the urban design, interface of future development with the street and adjacent properties, and evaluation of slope adaptive approaches which can be employed to achieve the best interface with the public realm.

Future development permit applications will need to demonstrate compliance with the Design Guidelines in Appendix 1 of the *Symons Valley Community Plan* and the master concept plan developed in support of this outline plan and land use amendment (section 5.14.2 (3)(a)). The Design Guidelines provide flexible guidance for design features in the Transit Oriented Planning Area. Provisions qualitatively address building form, pedestrian connectivity, building setbacks, and amenity space.

**Social, Environmental, Economic (External)**

***Social***

The recommended land use framework will provide for a mix and intensity of uses that supports active modes of transportation and makes an efficient use of land and infrastructure. The development area anticipates approximately 719 dwelling units and approximately 5,770 square metres of commercial floor area for a total intensity of 357 people and jobs per hectare. This will allow a more efficient use of this undeveloped land and introduce additional services, housing types and associated amenities to this community as well as supporting the transit hub.

Although encouraged by policy, no additional sustainability measures were proposed by the applicant. They have proposed to revisit this issue at the time of subsequent development permits.

***Environmental***

The application was reviewed by the Environmental and Safety Management group at The City of Calgary and no environmental issues were identified.

***Economic (External)***

The proposed land use and associated outline plan provide the framework to provide realistic and efficient development outcomes to allow for additional population and jobs in this area. This will enable a more efficient use of the land, will contribute to the development of supporting infrastructure, and provide additional populations to be utilizing the anticipated additional transit and public amenities which are being proposed for this area.

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**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 therefore there are no growth management concerns at this time.

**Risk Assessment**

This area is intended to develop as a higher density mixed-use development. However, there is a large component of multi-residential development in the surrounding area. Changing market conditions have already affected the site twice and this is still a risk. This risk is mitigated through the application of the Mixed Use Districts as it allows for flexibility around the provision of residential and commercial uses.

**REASONS FOR RECOMMENDATIONS:**

The proposed land use amendment conforms to the policies in the Symons Valley Community Plan and is in keeping with the applicable policies of the Municipal Development Plan. The mixture of land uses will allow the development to achieve the minimum intensities required to meet targets for the Community Activity Centre. 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. The supporting master concept plan provides an understanding on the details of the overall site's development which will be further implemented at future individual development permit stages.

**ATTACHMENTS**

1. Applicant's Submission
2. Proposed Land Use District Map
3. Proposed Outline Plan
4. Master Concept Plan
5. Calgary Planning Commission Member Comments
6. Proposed Bylaw 198D2018