

## **Amendment to Keystone Hills Area Structure Plan – Transportation Cap Increase**

### **EXECUTIVE SUMMARY**

The purpose of this report is to amend the Keystone Hills Area Structure Plan to increase an existing transportation cap from 1,400 to 3,300 units to allow for the continued development of Livingston and Carrington communities in the north sector of Calgary.

Currently, the Keystone Hills Area Structure Plan contains a Growth Management Overlay Removal Area subject to a transportation cap of 1,400 units. The cap was put in place based on an existing limited transportation network available in this area. While the specific transportation upgrades have been identified and are known, there has been no funding available to advance the necessary transportation improvements to increase the existing cap, or remove the cap entirely.

However, as the area developers, in working with Administration, agreed to fund the immediate transportation network upgrades, the existing unit cap may now be increased.

In order to accommodate the proposed cap increase and allow for additional development within the Growth Management Overlay Removal Area, an amendment to the Keystone Hills Area Structure Plan is required (Attachment 1). The proposed amendment will provide the area developers with an additional two to three years of construction within this area.

The recommendations in this report will not result in an increase of the existing Growth Management Overlay Removal Area beyond what has been anticipated by the Keystone Hills Area Structure Plan (i.e. housekeeping realignment of 144 Avenue NW). As such, there are no anticipated impacts to utility or Fire servicing as a result of the proposed transportation cap increase and associated amendment to the Keystone Hills Area Structure Plan.

#### **ADMINISTRATION RECOMMENDATION:**

That the Priorities and Finance Committee recommend that Council:

1. Direct Administration to prepare an amendment to the Keystone Area Structure Plan as outlined in Attachment 1;
2. Hold a Public Hearing on this matter; and
3. Give three readings to the proposed Bylaw.

And further, that this Report and proposed Bylaw be forwarded to the 2018 July 23 Public Hearing Meeting of Council to accommodate the required advertising.

#### **RECOMMENDATION OF THE PRIORITIES AND FINANCE COMMITTEE, DATED 2018 JUNE 05:**

That Council:

1. Hold a Public Hearing on this matter; and
2. Give three readings to proposed Bylaw **50P2018 (Attachment 1)**.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

None.

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### **BACKGROUND**

The Keystone Hills Area Structure Plan (Plan), approved by Council in 2012, covers approximately 1,080 hectares of land located in the north part of the city, bounded by Stoney Trail N to the south, 14 Street NW to the west, 160 Avenue N to the north, and 15 Street NE to the east (Attachment 2). The future Green Line LRT is anticipated to extend along Centre Street N across Stoney Trail N to 160 Avenue N, with a station located at about 144 Avenue N and 160 Avenue N. The Keystone Hills ASP is intended to accommodate approximately 60,000 residents and employ about 18,000 people in three complete communities and one industrial/employment area. The ASP also envisions a future Major Activity Centre and Urban Corridor at 144 Avenue N and Centre Street N and along Centre Street N, respectively.

Council's adoption of the Keystone Hills ASP in 2012 July, Bylaw 15P2012, included a Growth Management Overlay (Overlay) which extended over the entire Keystone Hills Plan Area (Attachment 3).

At the 2015 July 27 Regular meeting of Council, Council decided to facilitate advancement of capital infrastructure ahead of planned capital budget expenditures in the Keystone Hills area through the approval of several borrowing bylaws, budget adjustments and Construction Financing Agreements (C2015-0526). This allowed Council to approve Bylaw 7P2015 which effectively lifted the Growth Management Overlay from a portion of the Keystone Hills ASP area and allowed for the development and construction within this newly created 'Growth Management Overlay Removal Area' (Attachment 4). The 'Growth Management Overlay Removal Area' (Overlay Removal Area) was approved subject to the following three conditions:

1. *"The required transportation upgrades are not funded at this time. A 1400 single-family equivalent unit capacity constraint is in place for the entire Keystone Hills ASP."*
2. *"The required fire station is not funded at this time. Portions of the Growth Management Overlay Removal Area are beyond the Alberta Building Code 10-minute fire response area therefore development will be limited."*
3. *"If the 144th Ave NW road alignment is revised, the Growth Management Overlay Removal Area boundary adjacent to 144th Ave NW will match the revised alignment."*

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The area developers in collaboration with Administration and the Province explored opportunities to increase the transportation cap to allow more development as an interim measure until the ultimate infrastructure was constructed in the area. During the review of the transportation cap condition, Administration also reviewed conditions two and three to determine if they were still applicable. Below is a summary of the analysis of all three conditions, conditions two and three have now been satisfied.

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### **Status of Overlay Removal Area Conditions**

#### *Condition #1*

*"The required transportation upgrades are not funded at this time. A 1400 single-family equivalent unit capacity constraint is in place for the entire Keystone Hills ASP."*

The 1,400 single-family (now commonly referred to as single-detached) equivalent unit cap is based on the following infrastructure in-place, or expected to be in-place to accommodate anticipated development up to the 1,400 unit cap, as follows:

- a) Stoney Trail/Center Street N interchange (partial interchange, all movements);
- b) Stoney Trail/14 Street NW ramps (Stoney Trail westbound to 14 Street northbound, and 14 Street southbound to Stoney Trail westbound);
- c) 144 Avenue N – half of the six-lane arterial street (three lanes) between 14 Street NW and Livingston Gate NE, inclusive;
- d) Center Street N – four-lane arterial street between Stoney Trail N and 144 Avenue N, inclusive; and
- e) 14 Street NW – two-lane arterial street between Stoney Trail NW and 144 Avenue NW, inclusive.

With the exception of item d) above, all of the other infrastructure is already in place. It is anticipated that item d) will be started and completed in 2018.

The infrastructure noted above is expected to accommodate development within the Keystone Hills Overlay Removal Area up to the 1,400 unit cap, as well as full development of the community of Evanston. As discussed in the previous section of this report, an amendment to the Keystone Hills ASP is required to increase the existing transportation cap and allow for continued development within the Overlay Removal Area.

#### *Condition #2*

*"The required fire station is not funded at this time. Portions of the Growth Management Overlay Removal Area are beyond the Alberta Building Code 10-minute fire response area therefore development will be limited."*

Since the introduction of the Overlay Removal Area by Council in 2015, the transportation connections in the area, on which fire coverage rely, have improved to a point where all lands within the Overlay Removal Area may be developed. As such, this condition is no longer necessary and the Keystone Hills ASP may be updated accordingly. The proposed ASP amendment includes this update.

In addition, as the proposed ASP amendment does not increase the existing Overlay Removal Area beyond what has been anticipated by the Keystone Hills ASP (i.e. housekeeping realignment of 144 Avenue NW discussed below), there are no changes to Fire servicing in this area as a result of the proposed transportation cap increase.

#### *Condition #3*

*"If the 144th Ave NW road alignment is revised, the Growth Management Overlay Removal Area boundary adjacent to 144th Ave NW will match the revised alignment."*

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This condition has been satisfied as the Overlay Removal Area may now be adjusted to reflect the actual 144 Avenue NW alignment at 14 Street NW. The proposed ASP amendment includes this update. The update is in accordance with the direction of the Keystone Hills ASP and is not considered a net increase to the Overlay Removal Area, but rather a housekeeping item anticipated by the Keystone Hills ASP.

#### **Existing Development within Keystone Hills ASP**

In the Keystone Hills ASP area, there are currently two actively developing communities - Carrington and Livingston. Five outline plans with associated land use amendments have been approved by Calgary Planning Commission and Council respectively to date. That includes Livingston stages 1a, 1b and 2a (Brookfield), as well as two Carrington stages (Mattamy, Genstar and H3 Developments). The approved land uses in the area are anticipated to allow for approximately 6,900 units.

Development continues to be approved in the communities of Livingston and Carrington with the existing transportation cap monitored through the release of building permits. The City has permitted the building permit release of 1,066 units as of 2018 May 1. A supply of 334 units remain under the existing 1,400 unit cap.

#### **Proposed Transportation Cap**

A Transportation Impact Assessment (TIA) was submitted by the area developers in support of the proposed transportation cap increase and was reviewed by Administration. The proposed new cap number of 3,300 units is supported by the outcome of the TIA review.

To increase the Keystone Hills ASP Overlay Removal Area transportation cap from the existing 1,400 to 3,300 units, developers have agreed to construct local roads and upgrades to the existing Stoney Trail/Center Street N interchange, at their cost. Specifically:

1. Construction of the east collector street (1 Street NE – two lanes each direction) that will function as Center Street N; and
2. Upgrades to the existing Stoney Trail/Center Street N interchange to accommodate 4 lanes (two lanes in each direction).

Conditions of approval will be applied to individual subdivision applications, requiring the necessary transportation network improvements to service further development within the proposed transportation cap increase.

As proposed transportation cap increase and associated ASP amendment do not increase the existing Overlay Removal Area beyond what was anticipated by the Keystone Hills ASP, there are no impacts to utility or fire servicing.

The improvements to the street network are expected to provide the area developers with an additional two to three years of continued development, ahead of the completion of the ultimate

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interchanges in the area at 14 Street NW and Stoney Trail and an additional bridge deck at the Centre Street and Stoney Trail interchange.

### **Ultimate Transportation Infrastructure**

Additional development within the Overlay Removal Area above the proposed 3,300 unit cap will require additional infrastructure upgrades and investment, as follows:

1. Construction of the interchange at Stoney Trail/14 Street NW – This interchange is scheduled in 2020-2022 in The City's Investing in Mobility: Transportation Infrastructure Investment Plan (TIIP).
2. Upgrade of the interchange at Stoney Trail/Centre Street N – This interchange upgrade is scheduled in 2023 in The City's Investing in Mobility: TIIP.
3. Construction of the interchange at Stoney Trail/11 Street NE – This interchange is not included in the City's Investing in Mobility: TIIP. Ramps connecting Stoney Trail westbound to 11 Street northbound, and 11 Street southbound to Stoney Trail westbound is scheduled in 2021 in The City's Investing in Mobility: TIIP. These ramps are an initial phase of the full interchange at Stoney Trail/11 Street NE.

The ultimate transportation improvements in the area will be funded through a combination of developer levies and City funding. These improvements are included within the current Off-Site Levy Bylaw.

### **Stakeholder Engagement, Research and Communication**

Administration has worked collaboratively with the area developers and their consultants to develop a plan and reach an agreement on the required transportation network upgrades to support additional development within the Overlay Removal Area of the Keystone Hills ASP.

### **Strategic Alignment**

Allowing continued development in Livingston and Carrington helps achieve the MDP goal of a prosperous economy through continued employment of construction trades. The transportation infrastructure upgrades also contribute to the MDP goal of connecting the city by accommodating a variety of modes within the road right-of-way. The proposed development optimizes the use of existing infrastructure in accordance with applicable Municipal Development Plan policy 2.1.4a and Strategic Action W2 from Action Plan 2015-2018 – Be as efficient and effective as possible, reducing costs and focusing on value-for-money. Greater efficiencies of the existing infrastructure are created by the additional development and tax base increase.

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

#### ***Social***

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The continuation of development in Carrington and Livingston will provide additional population to support the existing and planned amenities within the community, including future LRT line, Urban Corridor, Major Activity Centre and three school sites.

### ***Environmental***

Site-specific environmental considerations are part of outline plan and land use amendment application reviews.

### ***Economic (External)***

Further development within the Overlay Removal Area of the Keystone Hills ASP allows the area developers to continue to invest in the residential and non-residential development. This, in turn, will help grow the tax base and help maintain the pace of private investment while leveraging City capital investment in this area. The proposed transportation cap increase is expected to provide the area developers with an additional two to three years of construction.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

The existing development in the two communities of Carrington and Livingston has been included in the current operating budget. As development continues, the local infrastructure is assumed by The City, and as additional services come on line, increases to future operating budgets will be required, possibly as part of the 2019-2022 One Calgary budget discussions.

#### ***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 developers. No capital investment for these improvements is required from The City now or at any future date. As development continues in the Keystone Hills ASP, future capital investment will be required by The City to complete the communities.

### **Risk Assessment**

Development approvals in the communities of Livingston and Carrington currently exceed the 1,400 unit transportation cap. This risk has been mitigated by monitoring the release of building permits. As the number of building permits released approaches the transportation cap, the development supply may be restricted until further improvements are made. Approval and construction of the street network upgrades will allow for development to continue for approximately two to three more years. Stoney Trail is a provincial highway and under the jurisdiction of Alberta Transportation (AT). While AT has approved the improvements in principle, Ministerial Consent and permits will be required prior to construction. Any delay in permits or construction for the capacity improvements once building permits have been released may result in reduced level of service for auto mobility in the area.

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**REASON(S) FOR RECOMMENDATION(S):**

Administration supports the proposed transportation cap increase and associated amendment to the Keystone Hills Area Structure Plan as the area developers agreed to fund the necessary, immediate transportation improvements in the area. The recommended amendment to the Keystone Hills ASP will allow for continued development within the Growth Management Overlay Removal Area of the Keystone Hills Area Structure Plan.

**ATTACHMENT(S)**

1. Proposed **Bylaw 50P2018**
2. Keystone Hills Area Structure Plan Boundary
3. Original Keystone Hills Growth Management Overlay
4. Keystone Hills Growth Management Overlay Removal Area