

## **Outline Plan in Residual Sub Area 5G at multiple addresses, LOC2017-0111(OP)**

### **EXECUTIVE SUMMARY**

This application was submitted by Urban Systems Survey on behalf of Pacific Calgary GP Ltd on 2017 April 06. The application proposes a framework for the future subdivision and development of 96.15 hectares (237.59 acres) of undeveloped greenfield land in the northeast Residual Sub Area 5G. The proposed land use area is within the *East Stoney Area Structure Plan*. The application provides for:

- The development of a residential neighbourhood on lands approximately 41.63 hectares (102.87 acres) with a mix of single detached dwellings, semi-detached dwellings, duplex dwelling and rowhouse dwellings (Residential – Low Density Mixed Housing (R-G) (R-Gm) District);
- Approximately 10.09 hectares (24.93 acres) for a mobile home park comprised of manufactured housing that will facilitate the development of adequate and affordable housing, creating conditions to enable citizens from a wide economic spectrum to live within a neighbourhood and provide quick access to Stoney Trail and adjacent existing/future employment areas (Residential – Manufactured Home (R-MH) District);
- A neighbourhood activity centre consisting of a smaller commercial site providing local retail services, community facilities and integrated transit stops. The neighbourhood activity centre also includes medium density housing further defined below;
- Three multi-residential sites totalling 6.03 hectares (14.90 acres) for comprehensive townhouse or at-grade multi-residential development (Multi-Residential – At Grade Housing (M-G) District);
- A 1.60 hectare (3.95 acre) local commercial site within the neighbourhood activity centre (Commercial – Community 1 (C-C1) District);
- Approximately 0.68 hectares (1.68 acres) for a light industrial parcel to facilitate production of the manufactured and modular housing units proposed for the neighbourhood;
- Approximately 9.84 hectares (24.31 acres) of Municipal Reserve, in the form of public open space and a K-9 school site (Special Purpose – School, Park and Community Reserve (S-SPR) District);
- Preserving 1.91 hectares (4.72 acres) of land to be dedicated as Environmental Reserve (Special Purpose – Urban Nature (S-UN) District);
- 5.26 hectares (13.00 acres) for a stormpond and supporting public infrastructure (Special Purpose – City and Regional Infrastructure (S-CRI) District); and
- The location of future local and major roadways, utilities and services.

The proposed outline plan serves to implement the policies of the *Municipal Development Plan* and the *East Stoney Area Structure Plan* supporting the efficient utilization of land and infrastructure by providing a framework for the future subdivision of a new residential neighbourhood, open space and pathway network, local commercial and employment recommended in the associated land use and policy amendment application on today's agenda (CPC2018-1103).

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**ADMINISTRATION RECOMMENDATION:**

That Calgary Planning Commission **APPROVE** the proposed outline plan located at 7055, 7111, 7697, 8393 - 84 Street (Portion of Lot 1, block 1, Plan 1612484; Portion of SE1/4 Section 12-25-29-4; Portion of NE1/4 Section 12-25-29-4; Portion of SE1/4 Section 13-25-29-4) to subdivide 96.15 hectares  $\pm$  (237.59 acres  $\pm$ ), with conditions (Attachment 1).

**PREVIOUS COUNCIL DIRECTION / POLICY**

The direction to commence the East Stoney Area Structure Plan was provided through a Notice of Motion (NM2016-09) from Councillor Stevenson on that was approved by Council on 7 March 2016:

WHEREAS there is an EXPLORE application under review by Administration for the development of a comprehensively designed affordable housing community;

AND WHEREAS there is a need to facilitate conditions to enable citizens from a wide economic and demographic spectrum to live within a community;

AND WHEREAS access to adequate and affordable housing in the City of Calgary is a fundamental component of the quality of life in a city, as stated in Part 2, Section 2.3.1 of the Calgary Municipal Development Plan;

AND WHEREAS the subject lands are currently intended to accommodate temporary uses within residual parcels prior to comprehensive development as stated in Section 7.1 of the Rocky View/Calgary Intermunicipal Development Plan;

AND WHEREAS there is presently no local area policy for the lands in question;

AND WHEREAS Section 7.1.2 of the Rocky View/Calgary Intermunicipal Development Plan states that Residual Long-Term Growth Areas, as identified in Map 3, should be planned comprehensively through an Area Structure Plan and/or Regional Context Study with adjacent land within Rocky View County;

AND WHEREAS this Area Structure Plan will be under the developer funded model;

NOW THEREFORE BE IT RESOLVED that Council direct Administration to enter into an agreement with the landowner to fund the cost of producing an Area Structure Plan for the lands municipally and legally described as 7111, 7697, 8393 84 ST NE (SE12-25-29- W4M, NE12-25-12-W4M, SE13-25-29-W4M) and to review concurrently an application for Outline Plan and Land Use Amendment with the development of the Area Structure Plan.

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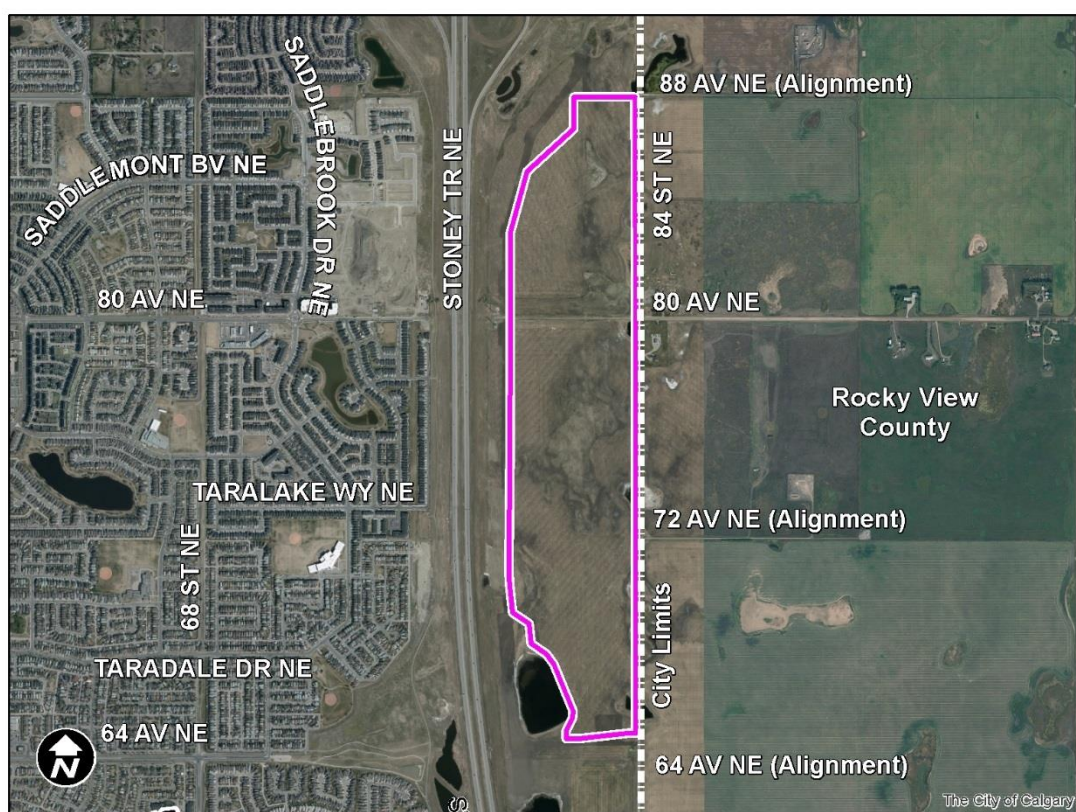
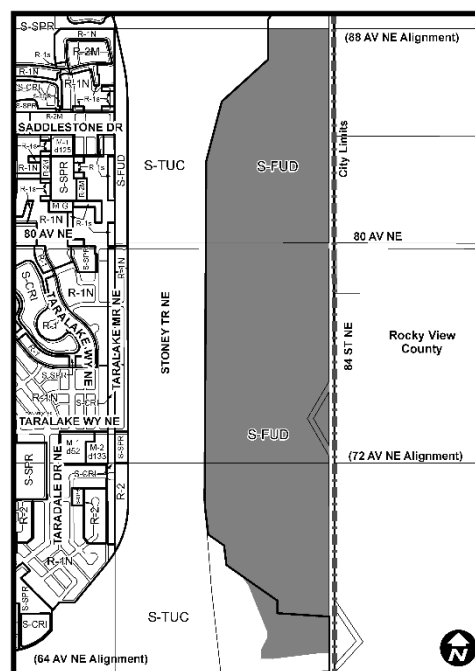
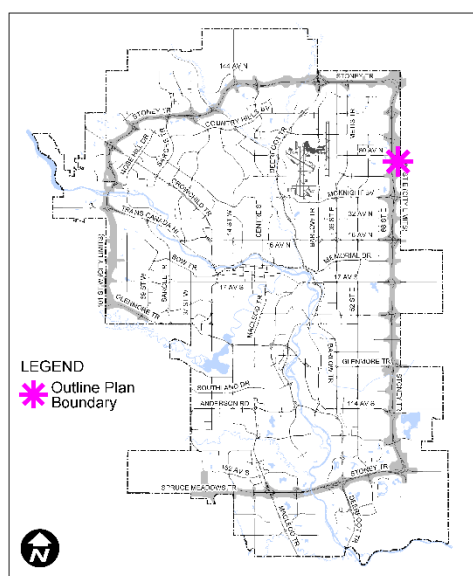
**BACKGROUND**

Urban Systems Survey on behalf of Pacific Calgary GP Ltd submitted the subject application to on 2017 April 06 and have provided a summary of their proposal in the Applicant's Submission (Attachment 1).

On 2017 May 08, Council adopted the East Stoney Area Structure Plan which outlined the development vision for the subject lands of this application. On 2018 July 30, Council approved a total of 14 new communities for the 2018 New Community Growth Strategy. On 2018 September 11, Council approved the first reading of the East Stoney bylaw amendment (69P2018) for Growth Management Overlay removal, and as requested by Rocky View County, withheld second and third readings to allow time for The County to review the amendment in detail and to meet with City staff to discuss the Growth Management Overlay removal and potential ancillary issues. City staff met with Rocky View County representatives to discuss The City's Growth Management Overlay process and Rocky View County's potential planning and technical issues. On 2018 October 9, Council amended the *East Stoney Area Structure Plan* to remove the Growth Management Overlay for the majority of plan area providing greater certainty to proponents, and allow for planning application reviews underway in these communities to continue moving forward.

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### Location Maps



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### **Site Context**

The subject lands 7055, 7111, 7697, and 8393 84 Street NE are situated in the northeast quadrant of the city. Located immediately east of Stoney Trail NE, the subject lands are bound on the south by 64 Avenue NE, on the north at 96 Avenue NE (Airport Trail NE), and the east by 84 Street NE. The existing communities of Saddleridge, Taradale, Martindale, and Coral Springs are located to the west.

Adjacent to the east are existing country residential and agricultural uses located in Rocky View County. The Conrich Area Structure Plan, consisting primarily of industrial uses, is located to the southeast while the OMNI Area Structure Plan is located to the northeast, consisting primarily of highway commercial and light industrial uses.

Historically, the subject lands were utilized for agricultural purposes.

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

This outline plan application (Attachment 3), along with the associated land use and Area Structure Plan amendment application will facilitate the development of a residential neighbourhood with a mix of uses that will provide adequate and affordable housing, creating conditions to enable citizens from a wide economic spectrum to live within a neighbourhood and have quick access to Stoney Trail and adjacent existing/future employment areas in the northeast quadrant of the City, as envisioned by the policies of the *Municipal Development Plan* and *East Stoney Area Structure Plan*.

### **Planning Considerations**

As part of the review of this application, several key factors were considered by Administration including implementing the direction of the East Stoney Area Structure Plan, providing a condition framework that ensures key infrastructure is built and including the basic design elements that contribute to a complete neighbourhood.

### ***Subdivision Design***

The outline plan informs a future proposed subdivision that is approximately 96.15 hectares (237.59 acres) in size. Generally, the subdivision consists of residential lands and support commercial and local employment uses. The street network and design of the plan area is a modified grid network due to the challenging linear shape of the subject lands. Local residential streets and various walkways, pathways and trails provide further connectivity within the neighbourhood and the surrounding existing and proposed communities in the City and County. A unique feature of the proposed plan area is that the industrial lot on the north end is intended to house a production facility for the modular and manufactured housing in the neighbourhood and will ultimately be phased out once development of all phases in the subdivision is complete.

The plan area contains one Neighbourhood Activity Centre (NAC) that is centrally located within the neighbourhood. The NAC is intended to be a focal point for the neighbourhood that creates gathering space and accommodates a mix of transit-supportive residential and non-residential uses. The NAC is connected to nearby focal points by a network of active transportation modes

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that is designed to provide a positive pedestrian environment promoting activity in the public realm. Aligned with the policies, the proposed NAC is located adjacent to a transit stop and provides a mix of grade-oriented residential sites, neighbourhood commercial development, and a school site with playfields.

The design provides a framework to accommodate a diversity of housing forms with a combination of laned and non-laned product types. Laned products are located along the collector roadways to improve the residential street interface and access conditions with lane-accessed parking. This also reduces pedestrian-vehicular disruptions along the collectors. A mix of unit types are proposed in the plan area, including single detached homes, semi-detached units, duplex dwelling units, rowhouse units, townhouse units and apartments.

The area will contain an extensive network of regional pathways and various local walkways that connect residents to the neighbourhood activity centre, joint use site (which will be a future Kindergarten to Grade 9 school site) and a series of planned park spaces. These connections create a local network, but also tie to the greater regional network through the neighbouring communities to the west. Future connections to the north, south and east may be designed in collaboration with Rocky View County when the Airport Trail NE interchange and 64 Avenue NE flyover are constructed.

Municipal Reserve/City public park dedications will be provided in various shapes and types of uses incorporating the aforementioned school site and active and passive uses throughout the plan area. The majority of the Municipal Reserve parks are connected by the regional pathway system.

A single stormpond is proposed at the south end of the plan area located in a portion of surplus provincial TUC lands to serve the development.

### ***Land Use***

Concurrent with the outline plan is a land use amendment application (Attachment 5) that proposes to redesignate lands from Special Purpose – Future Urban Development (S-FUD) District and Special Purpose – Transportation and Utility Corridor (S-TUC) District to a mix of Residential – Low Density Mixed Housing (R-G) (R-Gm) District, Residential Manufactured Home (R-MH) District, Multi-Residential – At Grade Housing (M-G) District, Commercial Community 1 (C-C1) District, Industrial (I-G) District, Special Purpose – Community Service (S-CRI) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, and Special Purpose – Urban Nature (S-UN) District. Overall, these districts will provide for a variety of forms of residential development, a supporting parks and open space network, complementary small-scale neighbourhood commercial uses and opportunities for local employment and supporting public infrastructure.

The outline plan provides the framework for community and infrastructure build out, to be implemented largely at the subdivision stage. The land uses are complimentary to this plan and provide more certainty on densities, and unit types and forms. The final decision for the outline plan lies with Calgary Planning Commission.

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### ***Density***

The land uses proposed provides for development that achieves both the *Municipal Development Plan* and the *East Stoney Area Structure Plan* minimum density and intensity targets (population and jobs).

Development intensity for the overall community is required by the *Municipal Development Plan* and the *East Stoney Area Structure Plan* to achieve an intensity of 60 to 70 people and jobs per hectare. The subject site is anticipating an intensity of approximately 66 people and jobs per hectare, which exceeds these intensity targets.

The application proposes to accommodate a residential unit range between 1771 and 2042 units. This equates to an anticipated residential density of 18.79 units per hectare (7.6 units per acre) with a maximum residential density of 21.7 uph (8.8 upa). This density range achieves the overall intent of the minimum residential density of 20 uph (8 upa) suggested by the *Municipal Development Plan* for the neighbourhood.

### ***Environmental***

The proposed application is located within an undeveloped 'greenfield' area. Historically, the lands have been used for agricultural purposes as identified through an Environmental Site Assessment report, in which no environmental concerns were identified. No other environmental issues have been identified for the subject lands.

An existing ephemeral water body is located in the southwest corner of the outline plan area carries the proposed dedication as Environmental Reserve (Special Purpose – Urban Nature (S-UN) District) and is surrounded by a linear park that features a Green Corridor, naturalized planting and native grasses. The southern portion of the Environmental Reserve also includes a 30-metre buffer from the Provincially classified wetland outside the plan area.

### ***Transportation***

#### **Streets and Access**

The Plan Area will benefit from proximity to the provincial highway network. Primary access to the plan area is provided via 84 Street NE to McKnight Boulevard NE connecting to the regional transportation network at Stoney Trail. A future eastward extension of Airport Trail NE (96 Avenue NE) and 64 Avenue NE flyover of Stoney Trail NE will provide secondary access.

As part of the Growth Management Overlay removal process separate to this application on 2018 September 11, a crossing over Stoney Trail NE at 80 Avenue NE to accommodate access for emergency services, transit, pedestrian and cyclist connectivity to the plan area was approved by Council. This is a necessary piece of infrastructure to support this proposed development. This project will be added to the existing Offsite Levy Bylaw, with City portion of funding approved with the One Calgary 2019 – 2022 budget plan in 2018 November (PFC2018-0973). The connection of the flyover within the plan area is along Homestead Avenue NE, which is an extension of the 80 Avenue NE alignment. The City and the Developer will coordinate to

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complete the connection of Homestead Avenue NE to 84 Street NE in conjunction with commissioning of the flyover.

Construction and opening of Homestead Road NE, as well as the Developer's boundary half of 84 Street NE is intended to align with construction and opening of the 80 Avenue NE flyover crossing of Stoney Trail NE.

Currently, 84 Street NE is a two-lane, rural cross-section gravel road between McKnight Boulevard NE and Country Hills Boulevard NE, formerly under the jurisdiction of Rocky View County. To accommodate additional traffic on 84 Street NE, it will be necessary to upgrade to a paved road consistent with City standards. Portions of the 84 Street NE alignment are in Rocky View County, where the alignment diverts at its intersections with McKnight Boulevard NE and County Hills Boulevard NE.

84 Street NE is subject to a joint study between the City and Rocky View County to determine road classification, long term alignment at intersections with major east-west roads, right-of-way and access management. At the time of writing of this report, the 84 Street NE study is not approved by all parties. However, the outline plan conditions of approval (CPC2018-1104) are structured to support the continued collaboration between the developer, The City, and Rocky View County, allowing Administration to bring forward a recommendation of approval for the proposed applications. Conditions around development and infrastructure staging necessary to support development and associated infrastructure are reflective of this approach.

Upgrades to boundary roads are typically funded and constructed by adjacent landowners in conjunction with their development. However, if other development has not occurred along this section of 84 Street NE, it may be necessary to advance developer-funded upgrades of contiguous sections of the road to support development in the East Stoney Area Structure Plan area. Coordination between area developers, the City, and Rocky View County is required to complete construction and servicing of new developments within the City and the County; this includes coordination by this Developer, the City, and Rocky View County in order to complete the required upgrades of 84 Street NE to service the community.

The long-term transportation plans for this area include upgrades of the interchange of Stoney Trail and Airport Trail NE (96 Avenue NE) to accommodate all movements, including an eastward extension of Airport Trail into Rocky View County. Sixty-fourth Avenue NE will also be extended eastward over Stoney Trail as a flyover. These projects are not funded at this time, and are not included in the City's current budget or 10-year capital plan. These future projects provide opportunities for better connections for active modes, transit and vehicle travel.

#### **Transit**

This area is currently not served by any transit routes. Transit service introduction to new communities is balanced with service increases in existing communities including addressing ridership growth or introducing evening and weekend service. The 80 Avenue NE flyover will facilitate a direct connection to the Blue Line LRT located at Saddletowne. Alternate transit routing options may include a connection to the Blue Line station located at Whitehorn, or local transit service connecting to other regional bus routes.



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### ***Utilities and Servicing***

#### **Water Servicing**

Water servicing of the lands within the Plan Area will be achieved through an extension of the existing water distribution network west of the Transportation Utility Corridor (TUC.) A minimum of three developer-funded water distribution mains crossing the TUC will be required to service the Plan Area.

#### **Sanitary Servicing**

To service all developable lands within the Plan Area, a developer-funded lift station will be required and will be designed to City of Calgary standards. Sanitary servicing of the lands within the Plan Area will be achieved through extensions of the existing sanitary collection network west of the Transportation Utility Corridor. A developer-funded sanitary forcemain from the proposed lift station will be connected into the existing sanitary network between Saddlebrook Common NE and Airport Trail NE (96 Avenue NE).

#### **Stormwater Servicing**

The plan area includes a proposed storm pond to contain all onsite stormwater. The pond will temporarily drain into the Coral Springs system in The City of Calgary through a pump system during off-season periods. Ultimately, the facility will be redirected to a regional facility under the Cooperative Stormwater Management Initiative (CSMI), once available. The CSMI is a collective involving The City of Calgary, The City of Chestermere, Rocky View County, The Town of Strathmore, Wheatland County and the Western Irrigation District.

### **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 or the general public were received.

No public meetings were conducted by the applicant or Administration in direct relation to this outline plan application. However, as part of the previous Area Structure Plan work two public information sessions were held in 2016. The first information session was a "listen and learn" format, where the public had the opportunity to review and provide feedback on two possible land use concepts. The second information session was an "inform and communicate" format, where the public reviewed the revised land use concept, supporting maps, graphics, and discussed with City staff.

A project webpage was launched in 2016 April, with over 1200 page views. The webpage was used to explain the process, timelines, and engagement opportunities available for this project. It also served as a hub for supporting information and resource links.

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Due to the proximity of the subject lands to the neighboring municipality – Rocky View County, an important part of the stakeholder engagement with this application was ongoing consultation with that municipal authority. As part of the initial application process, Rocky View County was circulated the land use and outline plan. The County initially cited concerns about the transportation network and proposed stormwater solution. The County was circulated an amended land use and outline plan package once a technical review by Administration was complete. City staff met with Rocky View County representatives in 2018 September to discuss The City's Growth Management Overlay process and address Rocky View County's transportation and engineering concerns. On 2018 October 05, Administration received a letter from Rocky View County (Attachment 6) stating that they are satisfied their concerns with the *East Stoney Area Structure Plan* will be appropriately addressed through subsequent development stages as part of tentative plan and subdivision approval. Specific conditions have been included within the conditions of approval (Attachment 1) to address their concerns related to transportation impacts.

Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to the associated land use and Area Structure Plan amendments, will be posted on-site and mailed out to adjacent landowners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

### **Strategic Alignment**

#### ***South Saskatchewan Regional Plan (Statutory – 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 by featuring innovative housing designs with a range of densities and housing types such as mixed-use, row-housing and low-end market manufactured and modular housing product.

#### ***Rocky View County / City of Calgary Intermunicipal Development Plan (Statutory – 2012)***

The *Intermunicipal Development Plan (IDP)* identified the subject lands as "Residual Long-Term Growth Areas", until the *East Stoney Area Structure Plan* was approved on 2018 May 8. The proposed land use and outline plan comply with the general policies of interface planning, specifically the "Industrial and Residential Interface Policies".

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

The *Municipal Development Plan*, Map 1 "Urban Structure" identifies the subject lands as "Residential – Developing - Future Greenfield". The *Municipal Development Plan* provides guidance for the development of new communities through the policies of the *East Stoney Area Structure Plan*. The proposed application meets the following *Municipal Development Plan* objectives (Section 3.6.2):

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- Meeting minimum intensity targets;
- Providing a diversity of housing types;
- Protecting the key natural features;
- Including parks located throughout the community in walkable proximity to all residents;  
and
- Creating a connected, multi-modal street network.

### ***East Stoney Area Structure Plan (Statutory – 2017)***

The *East Stoney Area Structure Plan* provides more detailed direction with detailed policies and guidelines for development. The proposed application is consistent with the applicable policies of this plan. A minor mapping amendment as part of the land use application to adjust the plan boundary is required to facilitate the development of a stormpond on the south end of the plan. This outline plan application is supported by a mapping amendment to all ten maps of the *East Stoney Area Structure Plan* (CPC2018-1103) to enlarge the plan area boundary to include the surplus Transportation Utility Corridor lands on the south end of the plan area for stormwater management.

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

The proposed outline plan enables development of a neighbourhood that provides a future framework for a mix of housing types, various densities and preservation of natural drainage courses in the area. The development of these lands will enable citizens from a wide economic spectrum to live within a neighbourhood with adequate and affordable housing and provide quick access to Stoney Trail and adjacent existing/future employment areas in the northeast quadrant of the City.

### **Financial Capacity**

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

A large portion of operating costs required to service the proposed development are included within the current operating budget. As development proceeds, the provision of other City services such as roads, transit, parks and waste and recycling would have an operating budget impact at such time as they are provided. Projected operating costs for this development during 2019-2022 have been included in the draft One Calgary service plan and budget.

#### ***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 proposed development will leverage existing City funded capital investment, and will require additional transportation infrastructure that has been included in the 2019-2022 budget cycle. This additional infrastructure consists of the 80 Avenue NE and Stoney Trail flyover and is to be added to the Off-site Levy Bylaw through report PFC2018-0973. The flyover will be funded by The City and through off-site levies paid by developers.

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### **Risk Assessment**

This project lies on the periphery of The City of Calgary in an area which is currently unserved and has a still developing transportation network. The associated outline plan conditions of approval (CPC2018-1104) adequately deal with the infrastructure costs associated with development of a new neighborhood in this area. At the time of writing this report, the amended Off-site Levy Bylaw and One Calgary service plan and budget has not been approved by Council and therefore, there is not a current funding source for the full cost of the 80 Avenue NE flyover at Stoney Trail NE. If a funding source has not been approved prior to land use approval, the timing of infrastructure may not align with the timing of development. It is anticipated that the funding sources for the 80 Avenue NE flyover at Stoney Trail NE will have been approved by the end of 2018 November prior to the 2018 December 10 public hearing of Council for the land use redesignation of the subject lands.

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

The proposed outline plan serves to implement the objectives of the *Municipal Development Plan* which supports the efficient utilization of land and infrastructure by providing a framework for the future subdivision of a new residential neighbourhood, open space and pathway network, local commercial and employment recommended in the associated land use application. The proposal is also in accordance with the applicable policies of the *East Stoney Area Structure Plan*. The application also follows through on the intent of the previous Council direction for these lands.

The proposal allows for the development of adequate and affordable housing, creating conditions to enable citizens from a wide economic spectrum to live within a neighbourhood and provide quick access to Stoney Trail and adjacent existing/future employment areas in the northeast quadrant of the City.

The conditions of approval (Attachment 1) effectively implement the technical aspects of the plan area's future development.

### **ATTACHMENT(S)**

1. Conditions of Approval
2. Applicant Submission
3. Proposed Outline Plan
4. Subdivision Data Sheet
5. Proposed Land Use District Map
6. Letter from Rocky View County