

## Report CPC2018-0859

Item # 8.1.20

Planning & Development Report to  
Calgary Planning Commission  
2018 July 26

ISC: UNRESTRICTED  
CPC2018-0859  
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### Land Use Amendment in Haysboro (Ward 11) at 9515 and 9527 Horton Road SW, LOC2018-0081

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#### EXECUTIVE SUMMARY

This application was submitted on 2018 April 13 by Riddell Kurczaba Architecture on behalf of the landowner PBA Land Developments Ltd. This application proposes to change the designation of these parcels from Industrial – General (I-G) District to Industrial – Commercial (I-C) District to allow for:

- industrial developments with support for commercial uses (e.g. warehouse with commercial storefronts, restaurants, retail stores, industrial buildings with offices and retail stores);
- a maximum building height of 12 metres (a decrease from the current maximum of 16 metres; and
- the uses listed in the proposed I-C designation.

The proposal is in keeping with the applicable policies of the *Municipal Development Plan*.

#### ADMINISTRATION RECOMMENDATION:

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

1. ADOPT, by bylaw, the proposed redesignation of 1.23 hectares  $\pm$  (3.03 acres  $\pm$ ) located at 9515 and 9527 Horton Road SW (Plan 5403JK, Block 12, Lots 8 and 9) from Industrial – General (I-G) District to Industrial – Commercial (I-C) District; and
2. Give three readings to the proposed bylaw.

#### RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018 JULY 26:

1. Hold a Public Hearing during a 2018 September Public Hearing of Council;
2. Adopt, by Bylaw, the proposed redesignation of 1.23 hectares  $\pm$  (3.03 acres  $\pm$ ) located at 9515 and 9527 Horton Road SW (Plan 5403JK, Block 12, Lots 8 and 9) from Industrial – General (I-G) District to Industrial – Commercial (I-C) District; and
3. Give three readings to the proposed **Bylaw 239D2018**.

#### PREVIOUS COUNCIL DIRECTION / POLICY

None.

#### BACKGROUND

None.

Approval(s): K. Froese concurs with this Report. I. Bamford  
City Clerk's: L. McDougall

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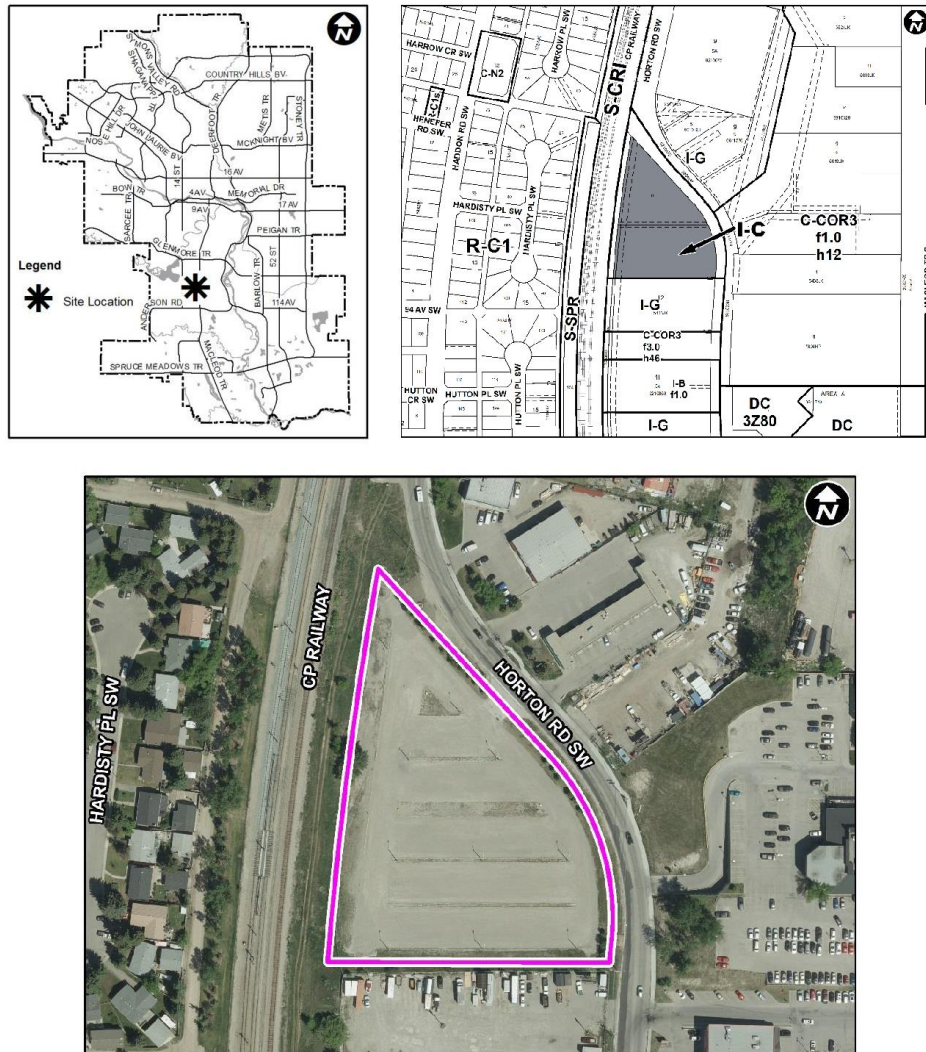
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**Land Use Amendment in Haysboro (Ward 11) at 9515 and 9527 Horton Road SW,  
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**Location Maps**



Approval(s): K. Froese concurs with this report. Author: I. Bamford  
City Clerk's: L. McDougall

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#### **Site Context**

The subject properties are located within the community of Haysboro south of Heritage Drive SW and west of Macleod Trail SW.

Industrial – General (I-G) properties exist to the north and south of the subject sites. To the east the site is designated Commercial – Corridor 3 (C-COR 3) District. To the west, across the LRT and Canadian Pacific tracks, the area is designated Residential – Contextual One Dwelling (R-C1) District.

The subject properties have a total area of approximately 1.23 hectares  $\pm$  (3.03 acres  $\pm$ ) in size. The properties are used as a temporary surface parking lot with approval until 2021.

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

The proposal is to allow for a broad range of industrial and supportive commercial uses. The proposal meets the objectives of applicable policies noted in the Strategic Alignment section of this report.

#### **Land Use**

This application is for the redesignation of the sites from Industrial – General (I-G) District to Industrial – Commercial (I-C) District. The I-C District is intended for light industrial and small-scale commercial uses that are compatible with and compliment light industrial uses. The sites comply with this description. As such, the I-C designation is appropriate for this site.

#### **Implementation**

According to the applicant's submission, the intent of the application is to allow for a 2 to 3 storey office building with light industrial and supportive commercial uses. The applicant is seeking the redesignation to provide flexibility for future redevelopment. The I-C district would allow industrial uses and a range of supportive commercial uses.

An alternative to the I-C would be the Industrial – Business (I-B) District. The I-B district is intended for high quality, manufacturing, research and office developments and a limited range of small uses that provide services to offices and industrial uses within the immediate area. It should be noted that Horton Road has a mixture of industrial / commercial type uses that may not meet the intent of the I-B district, as such, the I-C district provides greater flexibility for the site.

The subject sites are located between two LRT stations. As such, the sites fall outside the requirements of transit orientated development.

There is no concurrent development permit application for this site.

Approval(s): K. Froese concurs with this report. Author: I. Bamford  
City Clerk's: L. McDougall

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#### **Infrastructure**

##### ***Transportation Networks***

A Transportation Impact Assessment (TIA) and parking study may be required at the development permit stage. Horton Road SW is classified as a Collector Street. Access to the property is via Horton Road SW, at the development permit stage access location will be reviewed. The Southland LRT station is located approximately 850 metres walking distance to the south.

##### ***Utility and Servicing***

Water, and sanitary sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time.

At the development permit stage, a sanitary servicing study will be required which may result in upgrades to the sanitary sewer system.

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

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site for three weeks. Notification letters were sent to adjacent land owners and the application has been advertised to the public online.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed to adjacent land owners. In addition, Commission's recommendation, the date of the public hearing and options for providing feedback will be advertised to the public.

The comments of the Haysboro Community Association are attached to this report. Briefly, the Community Association noted the following:

- Two to three storey office building proposed by applicant is not considered good urban design or in keeping with the *Municipal Development Plan*;
- Land use redesignation is an opportunity to create a public realm that can be used to connect the two sides of the community and achieve the goals of the MDP; and
- Need for quality development to make the community liveable, attractive, memorable and functional.

Administration considered the feedback provided by the Community Association that are relevant to the proposed redesignation and has determined that the proposal is appropriate. Urban design, public realm and the qualitative aspects of future development on this site will be reviewed at the development permit stage.

#### ***Engagement***

No public meetings were held for this application.

Approval(s): K. Froese concurs with this report. Author: I. Bamford  
City Clerk's: L. McDougall

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#### Strategic Alignment

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

The site is located within the "City, Town" area identified as 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 is consistent with the SSRP policies including the Land Patterns policies (subsection 8.14).

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

The subject site is located within the "Residential Developed – Established" area according to Urban Structure Map (Map 1 of the *Municipal Development Plan (MDP)*).

Policies are designed to encourage the modest redevelopment of existing residential areas. Development along Horton Road SW, however, is light industrial. As such, the I-C district for the subject sites would not be out of place in terms of development. Equally, it is the intent of the MDP to retain industrial lands where ever possible.

There is no local area plan for Haysboro.

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

The proposal has the potential to continue to allow for and further support light industrial uses along Horton Road SW.

No environmental issues have been identified at this time.

#### **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 amendment does not trigger capital infrastructure investments and therefore there are no growth management concerns at this time.

#### **Risk Assessment**

There are no significant risks associated with this proposal.

Approval(s): K. Froese concurs with this report. Author: I. Bamford  
City Clerk's: L. McDougall

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

The proposed I-C District is compatible with the established character of the area. The proposal conforms to the applicable policies identified in the *Municipal Development Plan*.

**ATTACHMENT(S)**

1. Applicant's submission
2. Community Association letter
3. Proposed Bylaw 239D2018

Approval(s): K. Froese concurs with this report. Author: I. Bamford  
City Clerk's: L. McDougall

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ATTACHMENT 1

### Applicant's Submission

0021

Project: 182122 - Applicant's Application for Rezoning

April 13, 2018

The City of Calgary  
Development and Building Approvals  
441 Macleod Trail SW  
Calgary, AB T2P 2M5

To Whom It May Concern:

#### Land Use Redesignation: 9515 and 9527 Horton Road SW

The purpose of this Land Use Redesignation application is to change the Land Use at 9515 and 9527 Horton Road SW (the "Site") from I-G Industrial - General District to I-C Industrial - Commercial District. We are requesting this Land Use Redesignation to allow, advance future development on the site with a higher and better use than the I-G land use will allow. Presently the Site is vacant and primarily used for Surface Parking.

The intent for the Site is to develop a 2-3 storey office building and new light industrial and support commercial uses with associated parking. The I-C land use has an allowable FAR of 1 and a height of 12m which will result in a 2-3 storey building with up to 105,000 sq. ft. on the 3.14 acre site.

The Site is located between the communities of Fairview and Ardena to the east and Heydon to the west, in the interface between the "Westminster, Eastbridge" and Macleod Trail "Urban Main Street" policy areas of the Municipal Development Plan. The Site is also located on the west edge of the Macleod Trail "Urban Main Street" study area which runs from Glenmore Trail to Southland Drive SW. Development opportunities for the Site under the proposed I-C district – as opposed to the existing I-G district – have the potential to increase the employment base in the community, provide additional local services, and provide a more appropriate transition between the residential character to the west and predominantly commercial character of the Macleod Trail Urban Main Street zone.

The MDP supports redevelopment in Standard Industrial areas given their proximity to existing communities and the Primary Transit network. (MDP 3.3.1) The Site is located between the northern front of Heydon and the retail section of Macleod Trail which forms part of the Main Street study area; large multi-family residential developments can be found at Macleod Trail and Highway Drive and Southland Drive. Transit stations are also located at Heritage Drive and Southland Drive; the Site is approximately 500m from each station, which places the Site outside the Southland and Heritage station planning areas' TOD policy guideline areas.

Several sites along Horton Road within 100m to 300m of the Site have been redesignated to C-COR3. The C-COR3 site to the north of the subject Site has an FAR of 1 and a Maximum Building Height of 10m; the C-COR3 site to the east of the Site has an FAR of 1 and a Maximum Building Height of 12m; the C-COR3 site due south of the Site has an FAR of 3 and a Maximum Building Height of 40m. The Land Use districts on the west side of Macleod Trail are transitioning from Industrial - General towards more commercial uses as evidenced by the C-COR3 uses along Horton Road.

Horton Road currently supports several retail and residential developments between Heritage Drive and Southland Drive. Green spaces exist between the LRT and CTR tracks on the west side of Horton Road and a sidewalk exists along the eastern side of the road. Residents and employees are the predominant users of Horton Road as there are very few industrial uses on the west side of Macleod Trail.

riddell kurczaba architecture engineering interior design ltd.  
Calgary Edmonton Saskatoon  
1111 15th SW, Calgary, Alberta, Canada T2P 2V1



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ATTACHMENT 1

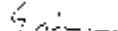
**Applicant's Submission**

The CC land use will allow for a greater ability to provide employment on the site in the form of office and commercial / retail commercial uses. Proximity to multi-family residential and transit may encourage increased pedestrian movement along Huron Road to and from the Site.

We encourage your support for this Land Use Re-designating the location of the site is suitable for redevelopment, and is supported by the MDP and Main Streets policies.

If you have any questions, please feel free to call me at 405.685.8506.

Yours Truly,  
Todd K. Kuebler  
Architectural Designing Interior Design Ltd.



Erin Shulday, AAA  
Architect

5515 West 82nd Avenue, Suite 100, Greenwood Village, Colorado 80122

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Attachment 2

### Community Association Submission



Date: May 2, 2018

File Manager: Ian Bamford

Re: Application LOC2018-0081

Land Use Amendment: I-G to I-C for 9515 Horton Rd SW and 9527 Horton Road SW

Dear Corporate Planning Applications Group,

The Haysboro Planning Committee, a division of the Haysboro Community Association has received and reviewed *Application Notice LOC2018-0081* (the "Application"). The comments included in the Application have indicated the owner is requesting the Land Use re-designation "to allow planned future development on the site with a higher and better use than the I-G land use will allow". Although we agree that the I-C designation does allow for higher and better use development than the current Land Use, we believe the site could further benefit from a Land Use that better aligns with the goals of the current *Municipal Development Plan* ("MDP") adopted by Council in 2009, and also align with Haysboro's own professionally prepared community improvement plans. Specifically, we believe a C-COR2, C-COR3 or MU-2 would be a better alignment to the goals of the MDP.

Haysboro, a developed and established residential Calgary community does not have an active *Area Structure Plan*. As such, for planning and development matters we rely heavily on the current MDP. Additionally, in 2017 the Federation of Calgary Communities in partnership with the Faculty of Environmental Design at the University of Calgary completed a thorough analysis of Haysboro and have produced four improvement plans for our community. These were completed by 12 master's level planning professionals who consulted Haysboro businesses, community members, developers, the City of Calgary, a local planning and design firm, and the EVDS Faculty over a 1-year period. So although these improvement plans are not official area plans from the City of Calgary, we recognize that the work completed reflects all relevant stakeholders in Haysboro, good planning principles and practices, and current City of Calgary related policies and plans including: the MDP, the *Calgary Transportation Plan*, the *Complete Streets Policy and Guide*, *Low Density Residential Housing Guidelines for Established Communities*, *Contextual Dwelling Guidebook*, *Large Retail/Commercial Urban Design Guidelines*, *Main Streets* and the *Southwest Transit Plan*.

**MDP Goals: Compact City, Great Communities, Good Urban Design, and Managing Growth and Change**

The requestor has indicated that the "intent for the site is to develop 2-3 storey office building and new light industrial and support commercial uses with associated parking". This kind of development is reflective of other developments built from 1969-1978 along the Horton Road corridor, with the only exception being the under developed I-G commercial strip across from the property that was constructed in 1995. As shown in *Appendix I*, there has been a shift to C-COR in this corridor. We further note, that there are three very significant DC districts along this corridor and a MH-3 district. In relation to the MDP goal of "Managing growth and change", an I-C Land-Use re-designation in this corridor does not consider stimulating growth and change across the city for the next 50-60 years. Furthermore, the



1204-89<sup>th</sup> Avenue SW  
Calgary, AB T2V 0W4

Phone: 403-253-1563 Fax: 403-253-2564  
E-mail: [info@haysboro.org](mailto:info@haysboro.org)  
Website: [www.haysboro.org](http://www.haysboro.org)

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### Community Association Submission



MDP goal of "Good urban design" should bring into question how this site collaborates and coordinates with the neighbouring area. Instead of trying to revive an outdated industrial build-out for this established and developed area, the site should look to create a public place that integrates with the evolving landscape in this corridor and surrounding area, which is multi-use. This is evidenced by the built-out London Towers development, the Southland Crossing LOC2015-0194, the recently approved Elbow/Southland re-designation CPC2018-095 and the future DC 89Z2006 district development on Heritage and Macleod.

We should further ask, does approving a 3+ acre I-C district in one of the last-remaining undeveloped sites in an established neighbourhood encourage the MDP goals of creating a "Compact city" and "Great Communities"? From our community's perspective, we fail to see how another 2-3 storey office building helps us achieve a more complete community as we think about the long-term needs of our community.

#### MDP Goals: Good urban design, Connecting the city, and Greening the city

The Application acknowledges the close proximity to the Heritage and Southland LRT Stations, being located in the middle of both ~800m away. Even though this does not fall directly into TOD guidelines, it is important we consider it's location from the perspective of the MDP goal of "Connecting the city" and look at what implications a land-use may have on this. This is something we explored in our community improvement plans as shown below:



Subject Site



The red-dash indicates and ideal central area for pedestrian crossing

As it stands, there is disconnect between residents on the west and east sides of the tracks, as both are forced to the absolute edges of the community on Heritage and Southland in order to reach the other side. This site being located near the middle of these major roadways offers an opportunity to bridge this disconnect by providing connectivity as suggested by the MDP goal of "Connecting the city".



1204-89th Avenue SW  
Calgary, AB T2V 0W4

Phone: 403-253-1563 Fax: 403-253-2564  
E-mail: [info@haysboro.org](mailto:info@haysboro.org)  
Website: [www.haysboro.org](http://www.haysboro.org)

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### Community Association Submission



In the short-term we believe this could be achieved by an at-grade crossing to the west of the site. In the long-term there is an opportunity for a pedestrian bridge (shown below).



Related to connectivity and this location is the opportunity to meet the MDP goal of "Greening the city". To the east of the site is an undeveloped strip of greenspace between the Horton and Macleod commercial developments (see next page). With this, there is an opportunity to create a linear park for the commercial district who have no green space (see Appendix II). To the west of the tracks exists a linear dog park / walking path, if a crossing were created next to the site, the two green spaces could be connected (see next page).



1204-89th Avenue SW  
Calgary, AB T2V 0W4

Phone: 403-253-1563 Fax: 403-253-2564  
E-mail: [info@haysboro.org](mailto:info@haysboro.org)  
Website: [www.haysboro.org](http://www.haysboro.org)

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Community Association Submission


**HAYSBORO**  
COMMUNITY ASSOC.




*Dark Green space shows existing undeveloped green space.*



*Existing green space on both sides of the tracks*



*Opportunity to link the community and green spaces*

-  Connecting the city
-  Greening the city
-  Good urban design

*Related MDP Goals*



**HAYSBORO**  
COMMUNITY ASSOC.

1204-89<sup>th</sup> Avenue SW  
Calgary, AB T2V 0W4

Phone: 403-253-1563 Fax: 403-253-2564  
E-mail: [info@haysboro.org](mailto:info@haysboro.org)  
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### Community Association Submission



Related to "Good urban design", "Connecting the city" and "Greening the city", we must consider what is being proposed here; the requestor has indicated they are planning to develop a 2-3 storey office building here. So we must ask ourselves, is this good urban design? Is this conducive to fixing the broken pedestrian link between the tracks? How does it help connect and green the city? From the perspective of the community, we believe the proposed re-designation does not lend favour to any of this. We do not want to see a 50-60 year small-scale office development on a rare 3+ acre site in our established community. We envision stronger place making strategies through a mixed-use destination that can then extend to solve connectivity and greenspace goals.

#### Closing

Established communities such as Haysboro have few real opportunities to make impactful changes to the overall community. To us, the site in question for this Application is a rare opportunity to provide more than more employment opportunities to the residents of Haysboro given its context to the greater community and surrounding area, and its size at over 3 acres. We hope that the site owner and Planning Commission consider some of the ideas we have included when they think about this Application and site as it relates to great place-making. We see this site as an opportunity to create a public realm that can be used to connect the two sides of our community and achieve the goals of the MDP. In order to achieve this, a higher and better use than I-C can offer should be proposed.

In section 2.4 of the MDP the primary objective of Urban Design is given as follows:

*"Make Calgary a liveable, attractive, memorable and functional city by recognizing its unique setting and dynamic urban character and creating a legacy of quality public and private developments for future generations."*

This is something we of the community of Haysboro take to heart, we want quality private developments that make our community more liveable, attractive, memorable and functional. To simply treat this rare opportunity as a simple office development would be a disservice to our community and a failure to this primary objective of the Municipal Development Plan.

Thank you on behalf of the Haysboro Community Association,

**Jonathan Hamel, MBA**  
Director-at-large, Planning Committee  
Haysboro Community Association  
[jonh@haysboro.org](mailto:jonh@haysboro.org)



**Kourtney Branagan**  
President  
Haysboro Community Association  
[president@haysboro.org](mailto:president@haysboro.org)



**Sonja Sahlen**  
Director Planning & Development  
Haysboro Community Association  
[play@haysboro.org](mailto:play@haysboro.org)



1204-89<sup>th</sup> Avenue SW  
Calgary, AB T2V 0W4

Phone: 403-253-1563 Fax: 403-253-2564  
E-mail: [info@haysboro.org](mailto:info@haysboro.org)  
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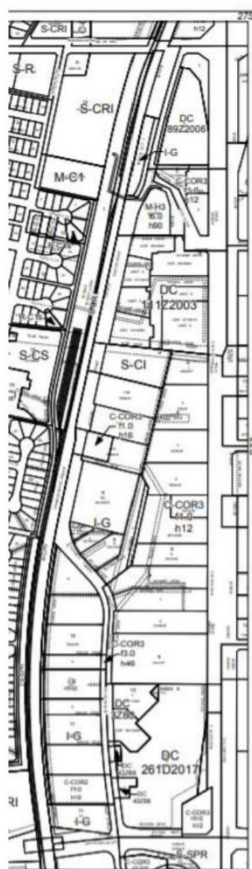
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Community Association Submission



Appendix I – Horton Road Land Use Districts



1204-89th Avenue SW  
Calgary, AB T2V 0W4

Phone: 403-253-1563 Fax: 403-253-2564  
E-mail: [info@haysboro.org](mailto:info@haysboro.org)  
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### Community Association Submission



#### Appendix II – Horton/Macleod Linear Park Proposal

##### MACLEOD LINEAR PARK.

###### EXISTING

A steep sloped unused space located between parcels near the Macleod Trail commercial district. Due to its steep slope, this area remains unused but the community near it's south is a construction yard for storage utilized by a commercial business on Macleod.

###### PROPOSAL

The Macleod commercial district is an area that the community does not feel is within it. It also lacks any green space. Roda Consultants propose converting this space into a beautified green corridor with pathways and seating options. This linear park is aimed to become a destination that the community can visit. It can also be a place for people for employees that work in the Macleod commercial district during lunch hours.

###### OBJECTIVES

**OBJECTIVE 1** - Develop a green corridor with multi-use pathways that allows pedestrian and cyclists to safely enjoy all commercial amenities without having to go to Macleod Trail.

**OBJECTIVE 2** - Create plenty of landscaping to create an impression that visitors are not within a big box commercial district.

**OBJECTIVE 3** - Create seating areas for employers in

the region and community members to respite during lunch hours and breaks.

**OBJECTIVE 4** - Create some paved areas with seating and ample lighting.

**OBJECTIVE 5** - Plant plenty of trees surrounding the park to give the impression that one is not within a big box commercial district.



Current state of unused green space



Construction yard



Location of Macleod Linear Park



BEFORE



AFTER

##### INTERNAL PATHWAY SYSTEM



Multi-use pathways connecting commercial parcels district through park.

###### GUIDELINES

1. Pathways should connect to sidewalks at intersections and other pedestrian crossings.
2. Routes should be planned for scenic interest and/or local linkage between commercial parcels.
3. Where appropriate, routes may have sufficient lighting for safety and ease of visibility.
4. Trees shall be planted on either side of pathways where appropriate to provide a vegetative canopy.



1204-89<sup>th</sup> Avenue SW  
Calgary, AB T2V 0W4

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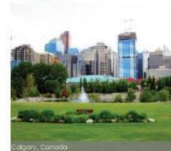
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Community Association Submission



Appendix II (continued...)

■ LANDSCAPED OPEN SPACES



Open areas to allow for programmable activities.

GUIDELINES

1. Open landscaped area without any obstruction other than plantings.
2. Temporary spaces may be created in the spring and summer months when people want to pursue certain activities.

■ AMPHITHEATRE STYLE LAWN SEATING



Terraced seating to capitalize on natural topography of park.

GUIDELINES

1. Landscaped seating options would embrace the topography of the land.
2. Seats shall be low maintenance with some paved paths and stairs for pedestrian access.
3. Trees shall be scattered through the seating spaces to allow for shade.

■ CREATIVELY PAVED AREAS OF RESPIRE

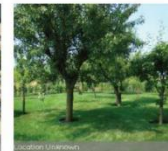


Creative seating areas with ample lighting for use in evenings.

GUIDELINES

1. Aim to create a unique and dynamic public space that does not follow traditional park design.
2. Use special pavement treatments for an aesthetically pleasing experience.
3. Areas with enough space may have flexible designs that can be redesigned throughout the year (e.g. food trucks, seating rink, ice skating rink).
4. Movable street furniture such as chairs, picnic tables, amphitheatre or stage may be placed to adapt to different programming needs.
5. Lighting must adhere to lighting guidelines and be plentiful for nighttime use.

■ SURROUNDED BY TREES



Heavily surrounded by trees to block out sight of block like commercial buildings.

GUIDELINES

1. Dense trees shall surround the walls of all commercial parcels to ensure that sight of buildings from park is covered.
2. Trees shall be surrounded with landscaping such as grass to offer a natural view.



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**PROPOSED**

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ATTACHMENT 3

**BYLAW NUMBER 239D2018**

**BEING A BYLAW OF THE CITY OF CALGARY  
TO AMEND THE LAND USE BYLAW 1P2007  
(LAND USE AMENDMENT  
LOC2018-0081/ CPC2018-0859)  
\*\*\*\*\***

**WHEREAS** it is desirable to amend the Land Use Bylaw Number 1P2007 to change the land use designation of certain lands within the City of Calgary;

**AND WHEREAS** Council has held a public hearing as required by Section 692 of the Municipal Government Act, R.S.A. 2000, c.M-26 as amended;

**NOW, THEREFORE, THE COUNCIL OF THE CITY OF CALGARY ENACTS AS  
FOLLOWS:**

1. The Land Use Bylaw, being Bylaw 1P2007 of the City of Calgary, is hereby amended by deleting that portion of the Land Use District Map shown as shaded on Schedule "A" to this Bylaw and substituting therefor that portion of the Land Use District Map shown as shaded on Schedule "B" to this Bylaw, including any land use designation, or specific land uses and development guidelines contained in the said Schedule "B".
2. This Bylaw comes into force on the date it is passed.

READ A FIRST TIME THIS \_\_\_\_\_

READ A SECOND TIME THIS \_\_\_\_\_

READ A THIRD TIME THIS. \_\_\_\_\_

\_\_\_\_\_  
MAYOR

SIGNED ON \_\_\_\_\_

\_\_\_\_\_  
CITY CLERK

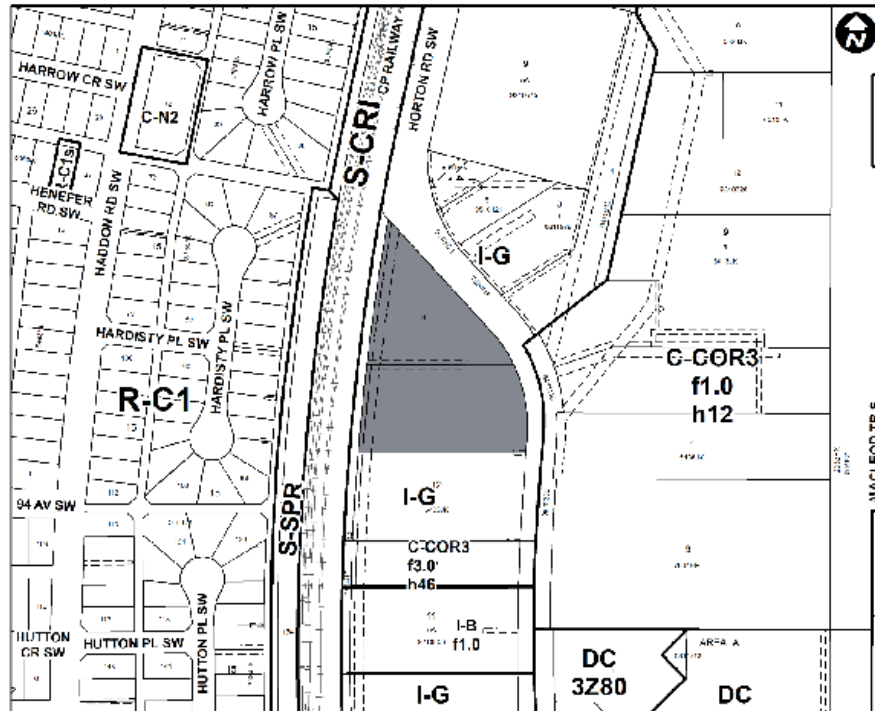
SIGNED ON \_\_\_\_\_

Report CPC2018-0859

# PROPOSED

AMENDMENT LOC2018-0081/ CPC2018-0859  
BYLAW NUMBER 239D2018

## SCHEDULE A



Report CPC2018-0859

# PROPOSED

AMENDMENT LOC2018-0081/ CPC2018-0859  
BYLAW NUMBER 239D2018

## SCHEDULE B

