

Planning & Development Report to  
Calgary Planning Commission  
2018 December 13

ISC: UNRESTRICTED  
CPC2018-1407

## Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

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### EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on 2017 February 10 on behalf of a consortium of landowners. The application proposes to redesignate eight existing parcels that form a 15.76 hectare (38.94 acre) block of land in the Community of Saddle Ridge (Cell D) from Special Purpose – Future Urban Development (S-FUD) District to Commercial – Neighbourhood 1 (C-N1) District, Multi-Residential – Medium Profile (M-2) District, Multi-Residential – Medium Profile Support Commercial (M-X2) District, Residential – Low Density Mixed Housing (R-G) District, Special Purpose – Community Institution (S-CI) District and Special Purpose – School, Park and Community Reserve (S-SPR) District to enable:

- a range of housing types including single detached, row houses and multi residential dwellings to meet the needs of various household sizes, lifestyles and income levels;
- street-oriented commercial and mixed-use development focused around Guru Nanak Gate NE to create an inviting urban gateway into the neighbourhood; and
- a consolidated central park space and community-scaled institutional site which will serve as a vibrant gathering place and hub for cultural and recreational activity in Cell D.

The proposal conforms to the relevant policies of the *Municipal Development Plan* and is supported by the objectives of the *Saddle Ridge Area Structure Plan*. As noted in the Applicant Submission (Attachment 1), this redesignation is accompanied by an outline plan application that contemplates the provision of new streets, parks and infrastructure to serve the plan area and future development surrounding the site. The large central park space consolidates the Municipal Reserve contribution owing from the majority of existing parcels in the plan boundary and represents a significant collaborative effort amongst landowners to achieve a community park space design that reflects the goals of the *Saddle Ridge ASP*.

### ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 15.76 hectares  $\pm$  (38.94 acres  $\pm$ ) located at 4612, 4720, 4820 and 4908 – 84 Avenue NE and 4607, 4715, 4815 and 4903 - 88 Avenue NE (Plan 6778AW, Blocks 2, 3, 4, 5, 13, 14 and 15; Plan 6778AW, Block 12, Lot 12A) from Special Purpose – Future Urban Development (S-FUD) District to Commercial – Neighbourhood 1 (C-N1) District, Multi-Residential – Medium Profile (M-2) District, Multi-Residential – Medium Profile Support Commercial (M-X2) District, Residential – Low Density Mixed Housing (R-G) District, Special Purpose – Community Institution (S-CI) District and Special Purpose – School, Park and Community Reserve (S-SPR) District; and
2. Give three readings to the proposed bylaw.

## Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

### PREVIOUS COUNCIL DIRECTION / POLICY

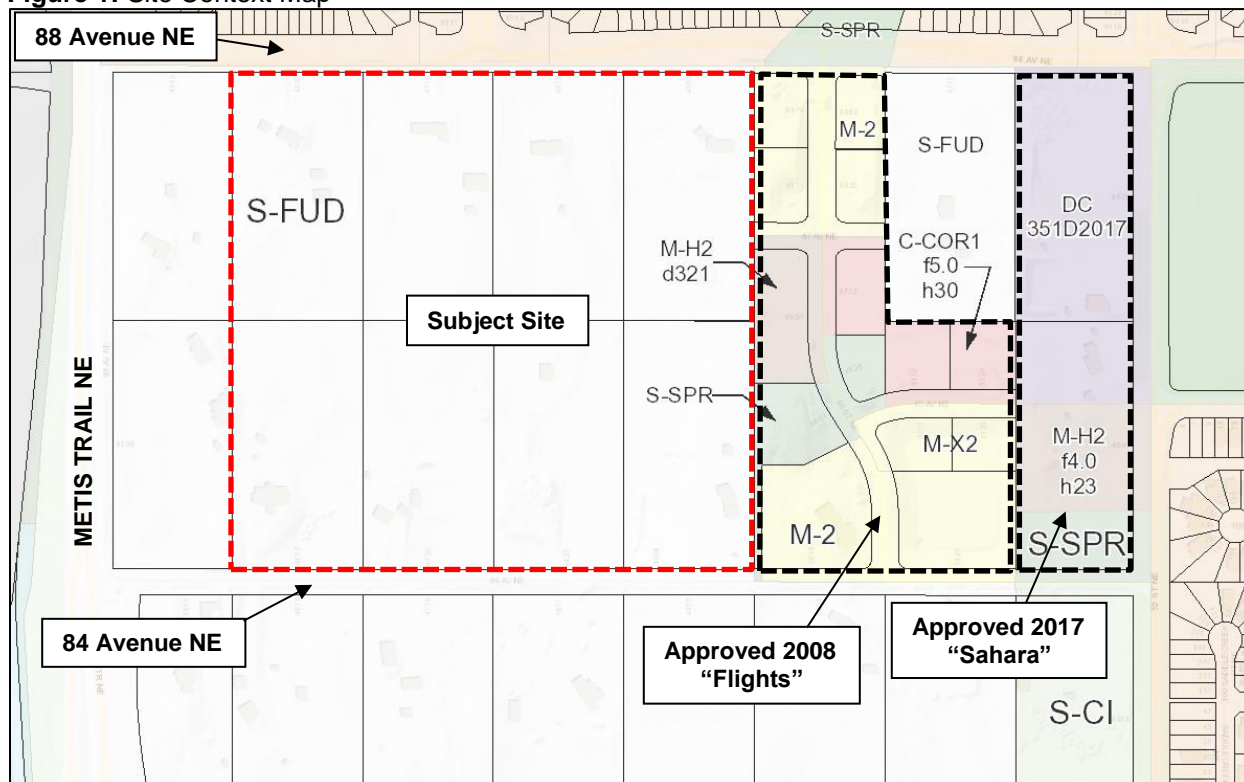
None.

### BACKGROUND

This application was submitted by B&A Planning Group on 2017 February 10 on behalf of a consortium of landowners (Attachment 5). As noted in the Applicant Submission (Attachment 1), this redesignation is accompanied by an outline plan application that contemplates the provision of new streets, parks and infrastructure to serve the plan area and future development surrounding the site.

The Cell D Residential Area ("Cell D") as referred to in the Saddle Ridge ASP is a quarter section of land which was subdivided in 1914 into 32 individual lots of 4.6-4.9 acres (1.9 hectares) with an internal spine road (84 Avenue NE). The area was annexed by The City of Calgary in 1961. Over the years, the area has been developed for single detached homes and various outbuildings. This historical subdivision pattern remains largely in-tact today however, this application in conjunction with two other existing approved outline plans east of the site set the framework for comprehensive redevelopments on 13 of the 32 existing parcels.

**Figure 1: Site Context Map**



Planning & Development Report to  
Calgary Planning Commission  
2018 December 13

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CPC2018-1407

**Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

---

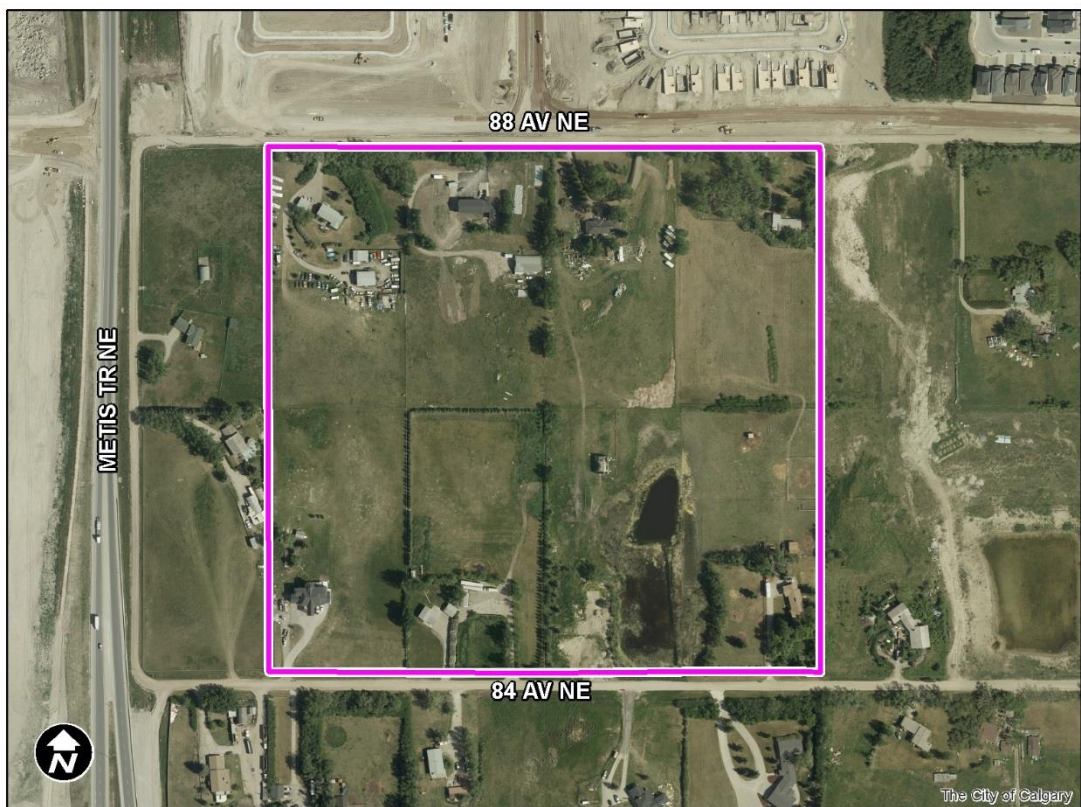
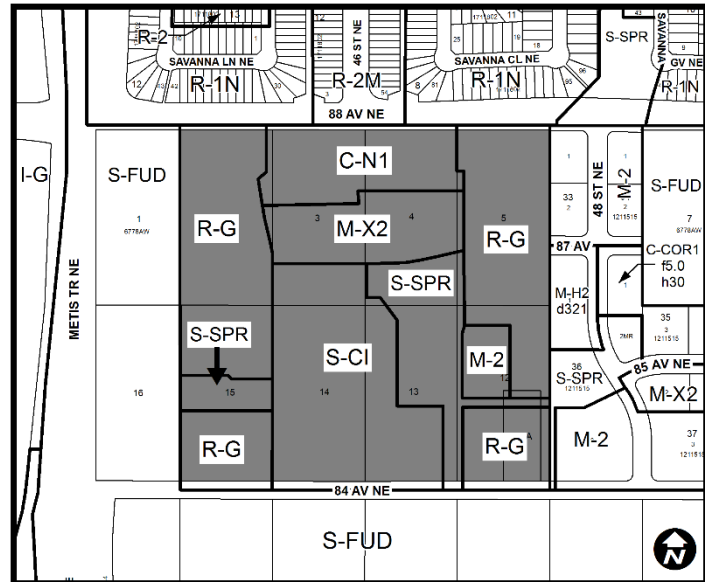
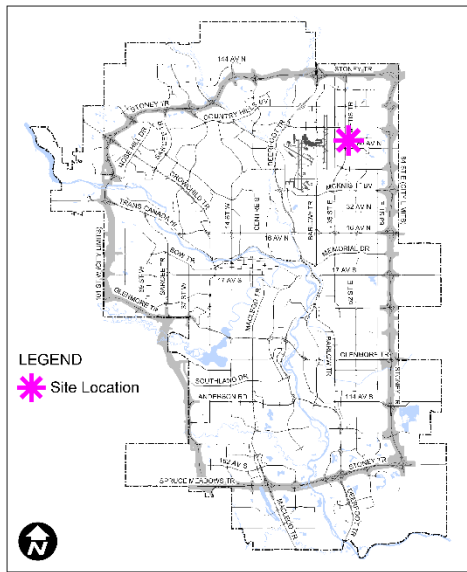
Redevelopment and comprehensive planning of the area has been, and continues to be, complicated by the existing subdivision pattern, small parcel sizes with varying landowner aspirations, and coordination of infrastructure development. The subject site represents a missing gap in the approval of land use districts for the northwest portion of Cell D. This plan builds upon the framework established by the “Flights” outline plan and presents a logical extension of the subdivision design to almost the western edge of Cell D. For ease of reference, the map (Figure 1) above shows the site context in relation to the existing approved outline plans in the area. The site includes 25% of the overall land supply in Cell D and a majority of the remaining unplanned lands within the northern half of the cell.

Planning & Development Report to  
Calgary Planning Commission  
2018 December 13

ISC: UNRESTRICTED  
CPC2018-1407

Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

Location Maps



## **Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

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### **Site Context**

The subject site is approximately 15.76 hectare (38.94 acre) in size and is located in the developing community of Saddle Ridge in northeast Calgary, approximately 1.35 kilometres west of the planned Community Activity Centre and LRT Station at 60 Street NE and 88 Avenue NE. The site includes the majority of the northwest quadrant of Cell D (25 percent of Cell D overall) and is bounded by 88 Avenue NE to the north and 84 Avenue NE to the south. The site currently functions as eight separate estate residential lots with each containing an existing single detached dwelling and associated outbuildings.

Lands to the north, east and south are made up of existing and developing residential communities with lands to the west (west of Metis Trail NE) being primarily industrial in nature.

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

This application will enable the development of a range of residential, commercial, institutional and mixed-use building forms that will contribute to the growth of the Cell D Residential Area as envisioned by the Saddle Ridge Area Structure Plan (ASP). The following analysis considers the appropriateness of the proposed range of uses and intensities in the context of relevant policy and sound planning principles.

### **Planning Considerations**

Given the nature of this application, the primary planning considerations relate to ensuring an appropriate range of uses and intensities to support the creation of a complete Community in Cell D and that the uses complement those planned for adjacent lands. Given the “greenfield” nature of these lands, environmental and servicing issues were also major points of consideration.

### ***Subdivision Design***

The proposed outline plan forms a logical extension to the planned street pattern within the Cell D Neighbourhood Activity Centre, provides a block-based street network that will facilitate street-oriented development and completes the northwest segment of the planned Cell D collector street network. The proposed Guru Nanak Gate NE intersects with 88 Avenue NE at the north boundary of the plan area and will serve as the primary access point to the neighbourhood. Given the proposed street design and land use framework, it is anticipated that these lands will develop with street-oriented buildings and that Guru Nanak Gate NE will serve as a key community entrance/gateway.

Overall, the land use framework and subdivision design are anchored by a mixed-use commercial gateway and a central neighbourhood hub planned with worship facilities and a major park space. These elements will establish conditions necessary for the development of an interesting, vibrant new piece of the neighbourhood. The surrounding blocks provide for a mix of housing options that will accommodate residents of various life stages and incomes with densities that will exceed minimum targets and provide a compact urban form. Park and street



## Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

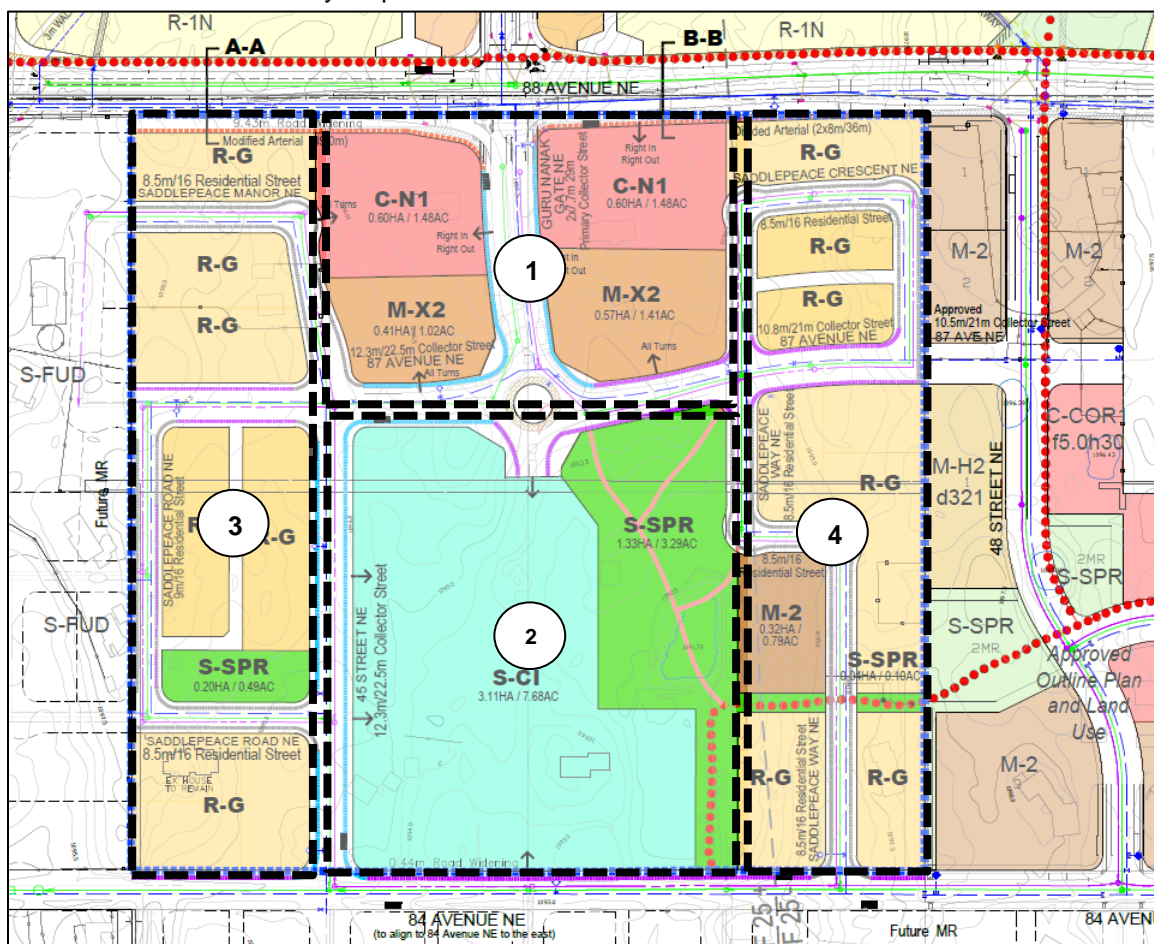
edge conditions have been carefully considered to ensure the land use framework will enable a strong pedestrian environment within key areas of the new neighbourhood. Municipal Reserve dedication for seven out of eight existing parcels has been consolidated and provided within the neighbourhood core to create a large programmable space which will have multiple uses.

### Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. The intent of this district is to protect lands for future urban forms of development and density by restricting premature subdivision and development of parcels of land. A significant proportion of the lands within Cell D remain within the S-FUD district today.

The recommended land use changes are summarized below. In order to give context to the appropriateness of each proposed district, the changes are described in the context of four distinct “character areas” that the plan seeks to create. These character areas are identified on the following key map (figure 2) for ease of reference.

Figure 2: Land Use District Key Map



**Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

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1) The Commercial/Mixed-Use Gateway

The gateway block includes 1.2 hectares (2.96 acres) of Commercial – Neighbourhood 1 (C-N1) District and 0.98 hectares (2.43 acres) of Multi-Residential – Medium Profile Support Commercial (M-X2) District lands. The C-N1 district will enable small-scale commercial uses in a street oriented building form where buildings line the adjacent streets. The C-N1 also provides opportunities for residential uses to occur on upper floors. The M-X2 district will enable multi-residential and mixed-use building forms with opportunities for commercial uses at-grade. The maximum building height is 16.0 metres and a minimum residential density of 60 units per hectare is required.

2) The Neighbourhood Core

The neighbourhood core includes 3.11 hectares (7.68 acres) of Special Purpose – Community Institution (S-CI) District lands intended to facilitate the development of a major new Place of Worship (Temple) and an associated Private School. It also includes 1.33 hectares (3.29 acres) of Special Purpose – School, Park and Community Reserve (S-SPR) District to accommodate a new central public park space.

3) Western Residential Block

The western residential block includes approximately 2.31 hectares (5.71 acres) of Residential – Low Density Mixed Housing (R-G) District which will provide opportunities for a mix of lower density housing forms and 0.2 hectares (0.49 acres) of Special Purpose – School, Park and Community Reserve (S-SPR) District to accommodate a small-scale neighbourhood park space to complement the larger central park space proposed for the neighbourhood core.

4) Eastern Residential Block

The eastern residential block includes approximately 2.34 hectares (5.78 acres) of Residential – Low Density Mixed Housing (R-G) District which will provide opportunities for a mix of lower density grade-oriented housing options as well as 0.32 hectares (0.79 acres) of Multi-Residential – Medium Profile (M-2) District to provide multi-residential housing options with buildings of up to 16.0 metres in height. The M-2 district has been purposefully located adjacent to the eastern edge of the central Municipal Reserve in order to provide greater potential for an active edge conditions along this key neighbourhood organizing element. This block also includes a small portion of Special Purpose – School, Park and Community Reserve (S-SPR) District lands to provide a linear pathway link from the central park to park space planned for the NAC to the east of this site.

***Density***

Section 4.2.3.1 of the Saddle Ridge ASP requires a minimum average residential density of 20 units per gross developable hectare across the Cell D neighbourhood to an anticipated maximum of 40 units per gross developable hectare. The ASP further directs that an analysis of the capacity of the necessary infrastructure will assist in determining the appropriate density for each application. Based on the minimum residential density requirements contained within the recommended land use districts, the minimum anticipated density within this plan area is

## **Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

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approximately 20.1 units per hectare. The maximum anticipated density is 30.2 units per hectare. This density range is in alignment with the anticipated targets for the broader Cell D neighbourhood and can be accommodated by the existing downstream infrastructure. This achievement is notable when considering that a significant portion of the plan area has been dedicated to commercial and institutional uses.

The proposed form and intensity of development is further supported by the objectives of Section 4.2.3.1 wherein the ASP directs that a minimum of 30 percent of the housing units within Cell D shall be non-single detached housing units. The recommended land use districts will ensure that at least 39 percent of units within the plan area are in a non-single detached form with flexibility for a greater proportion of non-single detached options provided through the R-G district. This will serve to help the overall development balance in Cell D achieve the minimum 30 percent wherein single detached housing options are expected to be more prevalent south of the subject site.

### ***Environmental***

Section 4.2.3.2 of the Saddle Ridge ASP directs that Outline Plan/Land Use Amendment applications will determine whether there are any wetlands within the project area that are appropriate for preservation. In this regard, a Biophysical Impact Assessment (BIA) was prepared and reviewed in support of this application to determine the presence and significance of on-site wetlands and identify the appropriate approach to addressing such features. The BIA notes the presence of a Class III wetland on Block 14 within the outline plan area. The approach to wetland mitigation employed through the City's Wetland Conservation Plan is a hierarchy that seeks wetland avoidance, minimization and replacement, with avoidance being the highest priority. The wetland in question has environmental value, however, there are significant constraints noted with regard to its long-term viability. Such constraints generally include:

- Historical disturbance of the hydrological catchment area through surrounding urban development activity
- The current provincial regulatory framework precludes supplementing wetlands with stormwater as a strategy for maintaining their hydrology
- Technical and cost constraints associated with a hypothetical solution for supplementing the wetland hydrology with stormwater would prevent the proposed development from being realized
- Significant resources have been invested by the City in attempting to realize the development of a complete urban community in Cell D.

Given the listed constraints with regards to planning of the entire site, significant associated costs of stormwater re-use and an uncertain legislative environment, Administration recommends acceptance of the removal of the wetland within the subject lands with the condition that a robust naturalization program occur on the southern half of the proposed municipal reserve parcel. The incorporation of a naturalized area in accordance with the Municipal Reserve concepts provided with the outline plan will help offset the loss of the wetland. Financial compensation for the wetland loss will be required through an application to



## **Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

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Alberta Environment and Parks (AEP) for approvals under the *Water Act* prior to each phase of development. This compensation will be coordinated through Ducks Unlimited Canada.

### ***Transportation***

The Outline Plan area connects directly to the arterial street network by way of 88 Avenue NE which directly bounds the site to the north. The site is bound to the east by an existing approved subdivision (Flights). The internal street network for the proposed outline plan ties directly into an existing approved portion of 87 Avenue NE which has been dedicated through the Flight subdivision. A Collector Street (84 Avenue NE) forms the south site boundary. Currently, 84 Avenue NE is a gravel road and 88 Avenue NE is constructed to half of its ultimate width. Necessary widening and surface improvements these boundary streets will be done in conjunction with development along with the construction of new streets internal to the plan area.

The plan area is within approximately 1.5 kilometres of the Saddletowne LRT station and 1.25 km of the future 88 Avenue LRT station. Local transit (bus) service will be added as this portion of the community continues to develop. Near-term transit (pre-Blue Line extension) will consist primarily of service to and from Saddletowne Station by way of an extension of route 59 into the neighbourhood. Future transit plans include:

- A local route originating at the 88 Avenue Station running along 88 Avenue NE providing service to businesses and residents along that corridor;
- A local route that travels between 88 Avenue and Saddletowne Stations to provide service to residents of Saddleridge Cell D (i.e. a new local route replacing the route 59 extension); and
- A regional service which travels along the 60 Street NE/52 Street NE corridor connecting to broader destinations.

A Transportation Impact Assessment (TIA) was submitted by the applicant in order to support the proposed subdivision design and generally evaluate the off-site transportation impacts of the proposal. It was determined through the review of the TIA that the planned network, including twinning of both Metis Trail NE and 88 Avenue NE can accommodate the proposed densities. In addition to upgrades to boundary roads, a condition of approval has been placed on the outline plan requiring contributions for the widening of the section of Metis Trail adjacent to the west boundary of Cell D. The specific location of site accesses and associated private driveways will continue to be discussed further and ultimately determined at the Development Permit stage. The ultimate location of such accesses will include a detailed review of technical feasibility in conjunction with an analysis of the optimal site/neighbourhood design.

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

Sanitary, storm and water servicing infrastructure is available to service the development area. The specific arrangements will continue to be discussed and reviewed in detail through the future Subdivision and Development Permit processes. Of specific relevance to this proposal, the developer will be required to make payment arrangements with The City of Calgary for part

Planning & Development Report to  
Calgary Planning Commission  
2018 December 13

ISC: UNRESTRICTED  
CPC2018-1407

## **Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

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of the cost of the Saddle Ridge Storm Pond for Cell D which was installed by Trio Vest Realty Advisors through their Saddle Ridge Industrial, Phase 01 (2014-044) subdivision and financed by The City of Calgary. The future development of these lands will include necessary extensions to sanitary, storm and water pipes that will provide a basis to service lands to the south and east. Standard off-site levies, charges and fees will also be applicable.

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

In keeping with Administration's standard practices, this application was circulated to relevant external stakeholders (e.g. Calgary Airport Authority, Enmax, etc.) and notice was posted on-site. Notification letters were sent to adjacent land owners and the application was advertised online.

The Applicant met with the Saddle Ridge Community Association Planning Committee on 2017 June 20 and held a public open house at the Genesis Centre on 2017 June 28. Over 120 citizens attended the open house and 79 feedback forms were received. According to follow-up information provided by the Applicant, public feedback from the open house is generally summarized as follows:

- 77 out of 79 feedback forms explicitly mentioned support for the project
- 42 specifically mentioned support for the proposed community institution site and its future development
- 10 outlined questions or concerns (eight out of ten were still supportive overall) including:
  - Project timeline
  - Density and congestion
  - Traffic

The Saddle Ridge Community Association provided comments on proposed outline plan and land use redesignation. In their comments dated 2018 February 4 (Attachment 4) they note a range of specific positive attributes including the consolidated central park space, the potential for mixed-use buildings and the configuration of residential blocks adjacent to the park. No formal comments were received by citizens in response to the application circulation and notice.

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

### **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)*. While the SSRP makes no specific reference to this site, the proposal is consistent with policies on Land Use Patterns.

## Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

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

Map 1 “Urban Structure” of the *Municipal Development Plan* (MDP) identifies the subject lands as a Planned Greenfield Area subject to an Area Structure Plan. Section 3.6.1 of the MDP directs that the applicable Area Structure Plan (Saddle Ridge ASP) provides detailed guidance for the review of planning applications. Notwithstanding the direction in 3.6.1, it is worth noting that the proposed redesignation will result in a density for this section of the plan area that exceeds the minimum target of 20 units per hectare envisioned for new communities and the plan area includes a range of residential, commercial, institutional and mixed-use districts that will contribute positively to ongoing efforts in planning and building a complete community in Cell D.

### ***Saddle Ridge Area Structure Plan (Statutory, Updated 2015)***

The Saddle Ridge ASP provides the most direct policy guidance in the consideration of planning and development proposals in Cell D. The ASP policies relate to three primary categories including 4.2.3.1 *Composition of the Cell D Neighbourhood*, 4.2.3.2 *Design of the Cell D Neighbourhood* and 4.2.3.3 *Cell D Implementation Policies*. The following sections of this report provide an overview of the application’s conformity with these policy areas.

#### Composition of the Cell D Neighbourhood

Section 4.2.3.1 describes that Cell D is intended to be designed as an integrated neighbourhood containing a mix of low to medium density housing types, a Neighbourhood Activity Centre, an interconnected grid-based street pattern and new parks. The ASP policy intends that new developments should be developed in a manner that is compatible with and forms a natural continuation of adjacent planned developments.

The proposed redesignation contemplates a mix of commercial, residential (low density and multi-residential), institutional and mixed-use building forms that will contribute to the overall completeness of the Cell D community while complementing those uses planned for the adjacent NAC to the west. The associated outline plan provides a street design which is a logical continuation/extension of the subdivision design established by adjacent Flights outline plan. Of specific relevance, this outline plan includes a key segment of the collector street network planned for Cell D as per the ASP (Map 6). The plan area includes a large central park space that consolidates the Municipal Reserve contribution owing from the majority of existing parcels in the plan area.

#### Design of the Cell D Neighbourhood

Section 4.2.3.2 of the ASP provides that connectivity and mobility throughout Cell D is to be facilitated by a block-based road network comprised of walkable streets fronted by street-oriented development. Multi-residential development may be considered at locations: along the collector streets, adjacent to transit stops, adjacent to parks, adjacent to institutional sites, and in proximity to the Neighbourhood Activity Centre. Complementary Neighbourhood scale commercial and employment uses outside of the Neighbourhood Activity Centre may be considered at: community entrance locations; adjacent to transit stops, along collector streets; or at neighbourhood gathering locations.

## **Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042**

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In this regard, the associated outline plan provides for a modified grid-based street network that includes logical extensions of streets that are planned to the east of the site. Further, it completes the northwest segment of the planned Cell D collector street network. The proposed land use districts, particularly those adjacent to the collector streets, have been carefully considered in order to ensure sites will be developed with street-oriented buildings. Where low density residential districts are planned adjacent to collector streets, rear lanes have been included in the plan to minimize future curb cuts and disruptions to the pedestrian realm.

The location of commercial, mixed-use and multi-residential districts have been carefully considered such that they are sited at gateways and other key locations adjacent to parks and collectors streets where they can most effectively contribute to building a unique sense of place in the neighbourhood and providing strong pedestrian-friendly edge conditions.

### Cell D Implementation Policies

Section 4.2.3.3 of the ASP recognizes that the Saddle Ridge Cell D area is a challenging redevelopment site because of the existing subdivision pattern consisting of  $\pm 2.02$  hectares ( $\pm 5.0$  acre) parcels, the number of parcels within the area, and the technical aspects for extension of necessary servicing infrastructure. Because of these considerations, and to ensure a comprehensively planned neighbourhood, a range of implementation policies were developed to help guide future Outline Plan and Land Use amendment applications. The proposed land use redesignation and outline plan applications are generally consistent with these policies in that:

- The boundaries proposed include an application area that achieves an integrated land use concept in harmony with the adjacent “Flights” outline plan;
- The boundaries proposed provide for the necessary extension of servicing infrastructure into the area;
- The site follows existing neighbourhood boundary streets and is adjacent to approved Outline Plan boundaries.

### Implementation Challenges

The primary weakness of the proposed plan in relation to the Cell D implementation policies is the exclusion of Block 1 & Block 16 (adjacent parcels – see Figure 3 below) from the plan area. Although the implementation policies would encourage the inclusion of these parcels in this outline plan area, they do recognize that coordinating planning amongst landowners can be difficult as many have different short and long term aspirations for their lands. Despite efforts by the Applicant and Administration to encourage the participation of Blocks 1 and 16 within this planning process, the owners have not consented to their lands being made part of the application and the City cannot legally enforce inclusion without that landowner’s consent.

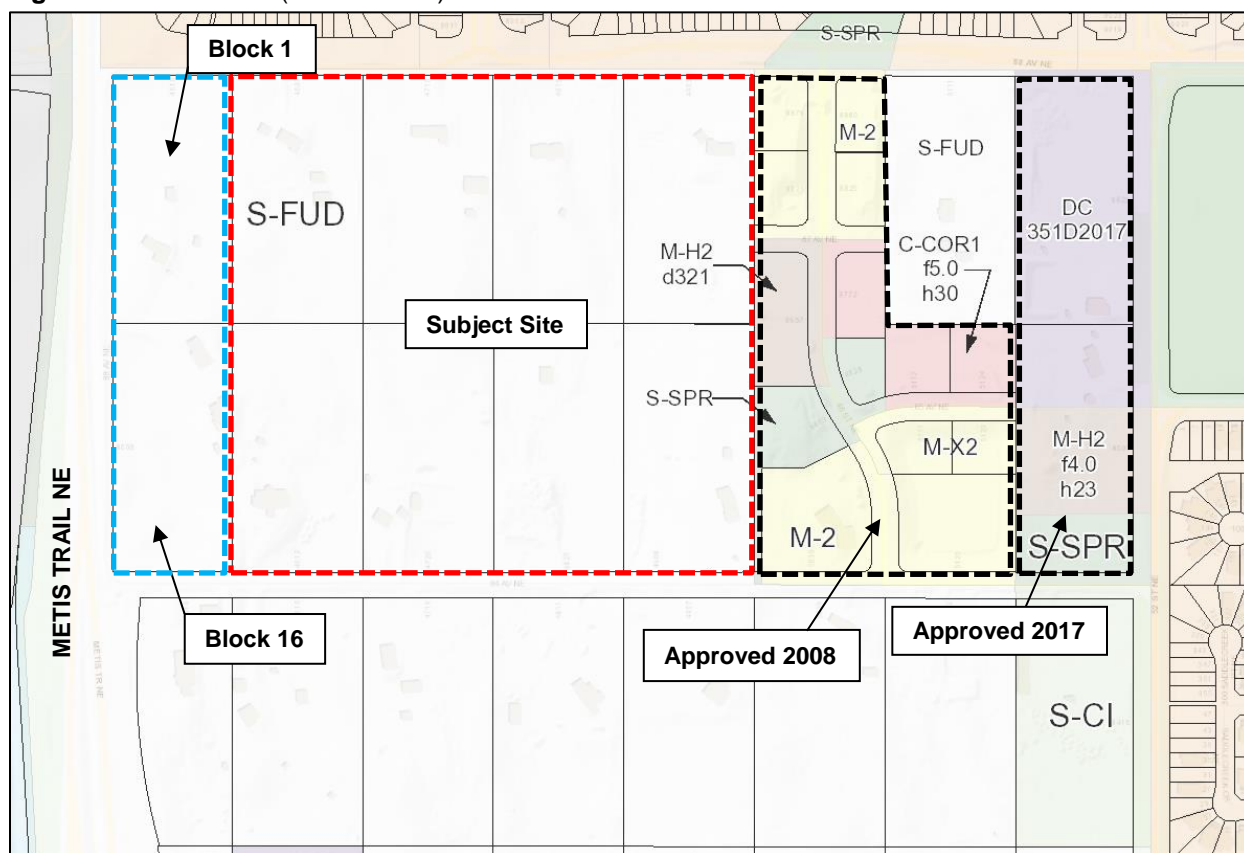
In order to address this deficiency, the Applicant has provided a shadow plan (Attachment 4) that is meant to demonstrate how these parcels could conceivably develop in the future. The purpose of the shadow plan is to demonstrate that approval of this land use redesignation and outline plan will not compromise or hinder a future development on Blocks 1 & 16 that is in harmony with the neighbouring land use permissions and subdivision design. It is important to emphasize that the shadow plan provided by the Applicant does not fortify the eventual design solution, nor does any reference to this plan represent an endorsement or approval of the

## Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

concept. It is merely a concept that is intended to demonstrate a required threshold of technical feasibility.

Administration is satisfied that the proposed land use configuration and subdivision design allows sufficient opportunities for a future development on Blocks 1 and 16 that is both viable and integrated. The shadow plan submitted in support of this application demonstrates one option that serves to achieve the vision of the ASP. The subdivision and land use pattern also allows for flexibility such that alternative design proposals could be contemplated for Blocks 1 and 16.

**Figure 3: Site Context (Block 1 & 16)**



### Social, Environmental, Economic (External)

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 range and mix of uses will contribute to the creation of a complete community in Cell D.

Planning & Development Report to  
Calgary Planning Commission  
2018 December 13

ISC: UNRESTRICTED  
CPC2018-1407

## Land Use Amendment in Saddle Ridge (Ward 5) at multiple properties, LOC2017-0042

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### Financial Capacity

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

There are no specific 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

There is a risk that not proceeding with the recommendation could potentially delay the realization of development of the Cell D area as envisioned by the Saddle Ridge ASP and further impact the City's ability to recover the costs invested into development of the Saddle Ridge storm pond.

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

The recommended redesignation will allow for a range residential, commercial, institutional and mixed-use building forms and a new central park space to serve the developing community of Saddle Ridge. In this regard, the redesignation will contribute to the creation of complete community as supported by the objectives of the *Municipal Development Plan* (MDP). The recommended land use framework and associated subdivision design is a complement to the planned Neighbourhood Activity Centre in Cell D and the proposed densities make an efficient use of land and services.

Overall, the land use framework and subdivision design which are anchored by a mixed-use commercial gateway and a central neighbourhood hub planned with worship facilities and a major park space will establish conditions necessary for the development of an interesting, vibrant new piece of the neighbourhood. The surrounding blocks provide for a mix of housing options that will accommodate residents of various life stages and incomes with densities that well exceed minimum targets and provide a compact urban form. Park and street edge conditions have been carefully considered to ensure the land use framework will enable a strong pedestrian environment within key areas of the new neighbourhood.

### ATTACHMENT(S)

1. Applicant Submission
2. Community Association Letter
3. Outline Plan
4. Shadow Plan (Blocks 1 & 16)
5. Landowner Information