

Policy Amendment, Road Closure and Land Use Amendment in Belvedere (Ward 9) at 1550 - 84 Street SE, LOC2016-0189

EXECUTIVE SUMMARY

This policy amendment, road closure, and land use amendment application was submitted by B&A Planning Group on 2016 July 15, on behalf of Tristar Communities Inc. for the redesignation of 50.14 hectares (123.89 acres) of undeveloped greenfield land in the southeast community of Belvedere. The subject lands are currently designated Special Purpose – Future Urban Development (S-FUD) District. The proposed land uses are to accommodate a mix of residential and commercial development, as well as parks and open spaces for the future neighbourhood. This proposal includes the following:

- 15.88 ha± (39.24 ac±) of low density residential development with an anticipated 546 dwelling units, with housing types including single detached, semi-detached, duplex, rowhouse dwellings, secondary suites, and comprehensive townhouse development (R-1s, R-G, R-Gm, R-2M);
- 6.37 ha± (15.74 ac±) of multi-residential development sites allowing three to six storey buildings for an anticipated 648 dwelling units (M-G, M-2, M-H1);
- 1.82 ha± (4.49 ac±) of commercial lands intended for local commercial and community commercial developments (C-N1, C-C2);
- 5.26 ha± (12.99 ac±) of Municipal Reserve land including a neighborhood park, an elementary school with playfields (S-SPR), and 0.03 ha± (0.07 ac±) of land intended for a community entrance feature (S-R);
- 8.06 ha± (19.91 ac±) of Environmental Reserve lands with wetlands and regional pathways (S-UN); and
- 2.92 ha± (7.21 ac±) of lands for stormwater retention and supporting public infrastructure (S-CRI).

The application has been applied for in conjunction with a proposed outline plan (CPC2018-1124). The outline plan provides the subdivision layout, road classification and alignment, site access, lot patterns, pathway connections, and Municipal and Environmental Reserves dedication. The proposed land use amendment is in alignment with the applicable planning legislation by implementing the efficient utilization of land and infrastructure through the outline plan. The application addresses and adheres to the policies of the *Municipal Development Plan* and *Belvedere Area Structure Plan (ASP)*. As part of this application, there are proposed map and text amendments to the *Belvedere ASP* related to the subject site and the private non-operating landfill.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the *Belvedere Area Structure Plan* (Attachment 4); and
2. Give three reading to the proposed bylaw.
3. **ADOPT**, by resolution, the proposed revisions to the Appendix section of the *Belvedere Area Structure Plan*, that does not form part of Bylaw 2P2013 (Attachment 5).
4. **ADOPT** the road closure bylaw, to close 0.07 hectares \pm (0.17 acres \pm) of road (Plan 1811693, Area A and Area B), adjacent to 17 Avenue SE, with conditions (Attachment 2); and
5. Give three readings to the proposed road closure bylaw.
6. **ADOPT**, by bylaw, the proposed redesignation of 50.14 hectares \pm (123.89 acres \pm) located at 1550 - 84 Street SE and the closed road (Plan 1013597; Block 1, Lot 2; Plan 1811693, Area A and Area B) from Special Purpose – Future Urban Development (S-FUD) District, and Undesignated Road Right-of-Way **to** Residential – One Dwelling (R-1s) District, Residential – Low Density Mixed Housing (R-G) (R-Gm) District, Residential – Low Density Multiple Dwelling (R-2M) District, Multi-Residential – At Grade Housing (M-G) District, Multi-Residential – Medium Profile (M-2) District, Multi-Residential – High Density Low Rise (M-H1) District, Commercial – Neighborhood 1 (C-N1) District, Commercial – Community 2 (C-C2) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – Urban Nature (S-UN) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, and Special Purpose – Recreational (S-R) District; and
7. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018 OCTOBER 04:

That with respect to **revised** Report CPC2018-1123, the following be approved, **after amendment**:

That Calgary Planning Commission recommend that Council:

1. **Hold a Public Hearing during a future Public Hearing of Council;**
2. **Adopt, by Bylaw, the proposed amendments to the *Belvedere Area Structure Plan*;**
3. Give three reading to the proposed Bylaw **84P2018**;

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4. Adopt, by resolution, the proposed revisions to the Appendix section of the *Belvedere Area Structure Plan*, that does not form part of Bylaw 2P2013 (Attachment 5);
5. Adopt the road closure Bylaw, to close 0.07 hectares \pm (0.17 acres \pm) of road (Plan 1811693, Area A and Area B), adjacent to 17 Avenue SE, with conditions (Attachment 2);
6. Give three readings to the proposed road closure Bylaw **12C2018**;
7. Adopt, by Bylaw, the proposed redesignation of 50.14 hectares \pm (123.89 acres \pm) located at 1550 - 84 Street SE and the closed road (Plan 1013597; Block 1, Lot 2; Plan 1811693, Area A and Area B) from Special Purpose – Future Urban Development (S-FUD) District, and Undesignated Road Right-of-Way to Residential – One Dwelling (R-1s) District, Residential – Low Density Mixed Housing (R-G) (R-Gm) District, Residential – Low Density Multiple Dwelling (R-2M) District, Multi-Residential – At Grade Housing (M-G) District, Multi-Residential – Medium Profile (M-2) District, Multi-Residential – High Density Low Rise (M-H1) District, Commercial – Neighborhood 1 (C-N1) District, Commercial – Community 2 (C-C2) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – Urban Nature (S-UN) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, and Special Purpose – Recreational (S-R) District; and

Give three readings to the proposed Bylaw **271D2018**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

The subject lands were part of an annexation from Rocky View County in 2007. In 2013, Council adopted the *Belvedere Area Structure Plan (ASP)* and a Growth Management Overlay (Overlay) was in place to indicate that the capital infrastructure required for development was neither in place nor approved in the capital budget for future years. In 2018 July, Council approved the removal of the Overlay for the West Belvedere area, which included the subject site (Attachment 7). This is the first proposal for a planned neighborhood within the Belvedere ASP area.

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Site Context

The subject lands are located near the eastern boundary of the City, within the developing area of Belvedere. The site is bounded by 84 Street SE to the west and 17 Avenue SE to the south. The areas surrounding the site are primarily undeveloped private lands. The lands to the immediate north and east are undeveloped, and the Mountain View Memorial Gardens Cemetery is located further east of the site. The land to the south, across 17 Avenue SE, is a non-operating landfill. The land to the west, across 84 Street SE, comprises a regional shopping centre (East Hills Shopping Centre). All these lands are within the *Belvedere ASP* area.

The subject lands are currently undeveloped and the topography is generally flat and sloping from northeast to southwest, with the lowest elevation identified in the southwest corner adjacent to 17 Avenue SE. The site currently contains several wetlands with a larger wetland located in the northwest corner of the plan area.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment in conjunction with the associated outline plan (Attachment 3) will facilitate the development of the residential neighborhood which will contribute to the growth of Belvedere as envisioned by the policies of the *Municipal Development Plan* (MDP) and the *Belvedere ASP*.

Planning Considerations

Subdivision Design

The proposed subdivision consists of approximately 50.14 hectares (123.89 acres) with a gross developable area of 42.08 hectares (103.98 acres). In general, the proposed land uses consist of residential, commercial, recreational, and school uses. The subdivision design, layout and pathway network have taken into consideration the unique natural topographical features of the lands.

Overall, the street pattern is a modified grid which facilitates efficient travel throughout the plan area. Typical blocks are kept within reasonable lengths of no more than 250 metres± for pedestrian comfort and to allow multiple connection points within the neighbourhood.

The proposed plan provides a variety of residential housing forms, including low density residential dwellings, with both laned and laneless streets, and multi-residential development. The plan allows for small-scale commercial development to serve residents within the neighborhood, and allows for a larger commercial development that can support a wider range of services located along 17 Avenue SE. Higher intensity uses are located near the arterial streets that will be served by Bus Rapid Transit (BRT) stations, which will allow for an integrated transition for lower density residential developments.

The plan area contains one Neighbourhood Activity Centre (NAC), that is centrally located within the neighbourhood. The proposed NAC is located adjacent to a transit stop and provides a mix of grade-oriented residential uses, neighbourhood commercial uses, and a school site

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with playfields. 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 wetland system which includes Class III and IV wetlands will be protected as Environmental Reserve (ER), including a 30 metre naturalized buffer along the edge of the wetland. The proposed neighbourhood has been designed to preserve the existing wetlands in the northwest corner of the plan. The wetland system forms part of the open space network for the neighborhood and incorporates regional pathway connections to nearby areas.

The Municipal Reserve (MR) lands are used to create a neighborhood park in the south adjacent to the storm pond and a Joint Use Site in the north portion of the community to accommodate a Calgary Board of Education elementary school. The plan takes into account the natural features and topography of the site and distributes the park spaces throughout the plan area to also serve neighbourhood residents.

Regional and local pathway systems provide an active network for pedestrians and cyclists to travel within and outside of the plan area. The plan provides connectivity with an extensive network of interconnecting pathways, sidewalks, and cycling routes. In alignment with the ASP, the proposed green corridor surrounding the wetlands, will enhance residents' experience in exploring the natural areas and provide additional pedestrian and cycling connections throughout the plan area.

The proposed stormwater retention pond is located in the southwest corner of the plan area, adjacent to the intersection of 84 Street and 17 Avenue SE. This is the natural low point for the entire plan area. The pond will manage the overall storm water retention for future developments within the plan area. Local pathways are proposed to connect this stormpond feature to the adjacent developments and park space. A small S-R parcel has been proposed at the corner of 84 Street and 17 Avenue SE to accommodate a future community entrance feature.

Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District and undesignated road right-of-way. The proposal includes a variety of land uses within the neighborhood, including:

- Residential – One Dwelling (R-1s) District;
- Residential – Low Density Mixed Housing (R-G) (R-Gm) District;
- Residential – Low Density Multiple Dwelling (R-2M) District;
- Multi-Residential – At Grade Housing (M-G) District;
- Multi-Residential – Medium Profile (M-2) District;
- Multi-Residential – High Density Low Rise (M-H1) District;
- Commercial – Neighborhood 1 (C-N1) District;
- Commercial – Community 2 (C-C2) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District;

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- Special Purpose – Urban Nature (S-UN) District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District; and
- Special Purpose – Recreational (S-R) District.

Low-density housing forms are accommodated in the R-1s, R-G, R-Gm, and R-2M Districts. The R-1s accommodates single detached dwellings with opportunities for secondary suites. The R-G and R-Gm Districts accommodate a diversity of housing types including single detached, semi-detached, duplexes, secondary suites, rowhouses, and cottage housing clusters. The R-Gm District is not intended to accommodate single detached dwelling, and it is listed as a discretionary use in the District. The R-2M District accommodates comprehensively designed low-density residential building forms including semi-detached, duplexes, rowhouses, and townhouses.

Multi-residential developments are accommodated by the proposed M-G, M-2, and M-H1 Districts. The M-G District provides for grade-oriented multi-residential development and is located within the NAC. The M-2 and M-H1 Districts provide greater heights and density for multi-residential developments in a variety of building forms. These districts are located in close proximity to public transit stops, including the future Bus Rapid Transit (BRT) stations.

Commercial development is accommodated by the C-N1 and C-C2 Districts. The C-N1 District is located within the Neighborhood Activity Centre and is intended to provide for small-scale neighborhood commercial development to serve the neighborhood. The C-C2 District provides for large commercial development with opportunities for a wide variety of commercial uses, and can be combined with office and residential uses. The C-C2 District is intended to be located on the plan boundary so that it can be accessed by several communities.

The Special Purpose sites in the neighborhood include S-SPR, S-UN, S-CRI, and S-R Districts. The S-SPR Districts are proposed to accommodate an elementary school site, playfields, and a neighborhood park. The S-UN District accommodates the wetlands with a green corridor as Environmental Reserve. The S-CRI District accommodates the stormwater retention area situated at the lower elevation point of the plan area. The S-R District site is located at the northeast corner of 17 Avenue and 84 Street SE, providing opportunity for a community entrance feature.

Density

In accordance with the density requirement of the MDP, the *Belvedere ASP* requires a minimum residential density of 20 units per gross developable residential hectare (8 units per gross developable residential acre) in each neighborhood area. The proposed neighborhood exceeds this target with a projected minimum residential density of 28.35 uph (11.48 upa). This projected density will support the existing commercial services in the regional shopping centre to the west, and provide future community amenities and transportation infrastructure for the continued development of the Belvedere community.

The anticipated neighbourhood intensity will achieve the MDP and ASP's minimum target of 60 people and jobs per gross developable hectare for greenfield areas. Upon full build out, this neighborhood area is anticipated to contain a total of 1,193 residential units, and a total of 2,846

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people and 914 jobs with a projected 89 people and jobs per gross developable hectare. The *Belvedere ASP* has a minimum target for NACs to achieve 100 people and jobs per gross developable hectare. The proposed anticipated intensity for the NAC is 111, and it has the ability to accommodate a variety of at-grade residential uses, local neighborhood services, and open space to create a central gathering point in the community.

Environmental

The site is adjacent to the private non-operating Stoddard Landfill and a portion of the site is located within the 300 metre setback area as governed by the *Subdivision and Development Regulation, Alberta Regulation 43/2002 (SDR)* under the *Municipal Government Act (188/2017)*. Development of schools, hospitals, food establishments or residential uses on lands within in the 300 metres SDR setback should not be approved unless a consent to vary the setback distance from the landfill is provided by Alberta Environment and Parks (AEP). At the time of approval of the *Belvedere ASP* in 2013, the environmental conditions and the regulation status of the Stoddard Landfill were not clear. Given the available environmental information at the time, policies related to the non-operating landfill were developed for the ASP to outline a process to review applications in the affected area.

Since 2013, additional environmental investigation of the areas adjacent to the non-operating landfill has become available. No off-site contamination concerns associated with the non-operating landfill have been identified. During the review of this land use amendment, AEP and the City's Environmental Safety Management (ESM) group reviewed additional environmental information to confirm that no significant impacts to human or environmental health were identified, and no contaminant related concerns were found which should preclude development of the surrounding area. In addition, AEP determined that no further action in regards to the landfill characterization has been deemed necessary and a modified approach to variance requests is acceptable (Attachment 6).

Given the updated environmental information regarding the non-operating landfill, Administration proposes to remove the Policy Review Area and revised Special Study Area policies to better reflect the current available information on the non-operating landfill. Amendments to the *Belvedere ASP* include: updates to the background information on the non-operating landfill, removal of the Policy Review Area, revisions to the Special Study Area policies, Map 3: Attributes and Constraints & Map 4: Land Use Concept, and Appendix F (Attachments 4 and 5).

Transportation Networks

The regional street network consists of 84 Street SE bordering the western edge of the site, 17 Avenue SE bordering the southern edge of the site with planned residential development to the east and north. Stoney Trail is west of the subject site and the existing Stoney Trail and 17 Avenue SE interchange provides connection from the plan area to the rest of the city.

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The ASP identifies the following permanent infrastructure in the vicinity of the application area:

- The Memorial flyover connecting lands east of Stoney Trail (City Infrastructure); and
- An interchange on the Trans Canada Highway between 100 Street SE and 116 Street SE (Alberta Transportation Infrastructure).

The timing of construction of all interchanges and the flyover is unknown at this time. As a result, the existing infrastructure is anticipated to be at capacity with further development, creating a threshold for new development. The subject site is within the area of Belvedere that has been subject to Growth Management Overlay removal.

A Transportation Impact Assessment (TIA) was completed in support of this application. The TIA identified that as a result of the proposed development, intersection improvements are required at the intersection of 84 Street SE and 17 Avenue SE. Also, Global and Local TIAs were reviewed by the City and identified the off-site and on-site transportation network requirements. The proposed road closure area has been deemed not required and will be incorporated as a part of land use and outline plan area.

The internal streets within the community are planned as an effective modified grid pattern road network, complemented by parks, a school, and major arterial streets at the community edges. Strong bicycle and pedestrian connections are supported by the modified grid network with the combination of local pathways, green corridor and on-street bike lanes. Most streets adhere to the Complete Streets Policy. Customized road cross-sections were created to address specific active modes such as adding a local pathway to a collector street. A customized street cross-section was created to address the collector adjacent to the wetland to minimize impacts to the wetland.

The 17 Avenue BRT is expected to start servicing the East Hills Shopping Center in November 2018 and will provide high quality frequent service to the plan area. Transit bus routes are anticipated along the main east-west and north-south collector roadways with connections to adjacent communities. Walking distance to transit stops will exceed the 90 percent target of 400 metres transit coverage.

Utilities and Servicing

The site can be serviced by the existing utilities (water, sanitary, and storm) installed at 84 Street SE in association with the East Hills Phase 01 subdivision. The existing mains have been sized to accommodate this development with no further off-site upgrades required. The proposed outline plan includes an on-site stormwater management pond to ensure that both the release rate as well as the water quality meets the existing downstream requirements.

At this time, the outline plan is located outside the Council Approved Standard for 7 and 11 minute Fire response. A future fire station is planned to service and support growth in the Belvedere area, however the exact timing for the construction of this station has not yet been confirmed. The associated outline plan has condition to ensure the interim fire response plan is provided by the applicant and reviewed by Administration prior to approval and endorsement of the first tentative plan (CPC2018-1124).

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Stakeholder Engagement, Research and Communication

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

There is no community association for this area. The community of Applewood Park, across Stoney Trail, is the closest community association. They were circulated and contacted, and no comments were received. Administration held a public information session at the East Hills Shopping Centre on 2018 August 14, provided information handouts (Attachment 8), and answered questions about the application. Approximately 70 people attended the event. Administration received inquiries about the anticipated timelines and construction date for this application. No objections were received on this application and many attendees were supportive of development in this area.

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 subject 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) with the implementation Plan part of the document.

Municipal Development Plan (Statutory, 2009)

The subject lands are identified as Planned Greenfield with Area Structure Plan (ASP) as per the MDP, Map 1 Urban Structure. The MDP provides overall guidance for development in new communities and the *Belvedere ASP* provides policy guidance for the planning and design of the neighbourhood. The proposed land use amendment application meets the MDP objectives by providing a diversity of housing types, efficient usage of land by locating higher density developments near transit stations, promoting grid-based street networks to improve connectivity within the neighborhood, incorporating multi-modal connectivity for all users, and protecting and integrating significant ecological sites into the plan.

Belvedere Area Structure Plan (Statutory, 2013)

The subject lands are identified primarily as "Community D" within the *Belvedere ASP*, Map 6 Community and Neighborhood Concept. This area is comprised of four communities and anticipation of 14 neighborhoods within the overall *Belvedere ASP* area. The ASP identifies this site primarily as a 'neighborhood area', with major arterial road connections, regional pathways, a joint use site, and a NAC. The proposed plan is in alignment with the ASP and it contains these key elements within the proposed plan.

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The proposal meets the ASP policies by providing a complete neighborhood which includes a range of residential housing types, commercial, institution, recreation, and public open space. Specifically, the proposal achieves the ASP policies and objectives with the following:

- Shaping a More Compact Urban Form: provides a more compact urban form in key locations supported by transit and major connection locations;
- Creating Great Communities: contains a range of housing types and variety of services to accommodate the neighborhood needs;
- Urban Design: provides urban design principles in conjunction with the land uses, public open spaces, and key destinations within the plan to allow for higher quality development for pedestrian spaces;
- Greening Communities: protects and integrates the wetlands to be used within the regional pathway systems for residents; and
- Connecting Communities: provides multiple transportation choices including street, sidewalks, bicycle lanes, and pathways and it provides a block-based street pattern offering numerous travel options.

Social, Environmental, Economic (External)

The proposal provides a future framework for population growth that will make more efficient use of land and infrastructure, protects the environmental reserves and integrates them into the open space network systems for residents. The proposal will provide additional services, housing, and associated amenities to meet the future needs in the community. Development in the community of Belvedere will provide the much needed population to support the adjacent regional shopping centre, and provide additional amenities and services to residents in this area. The proposal offers a range of housing choices, densities and land uses which promote socio-economic diversity and also supports active transportation modes by locating more intensive land uses closer to public transit, which allows for more efficient use of land and public infrastructure.

Financial Capacity

Current and Future Operating Budget:

There is currently no impact to the current operating budget. As development proceeds, the provision of other City services such as roads, parks and waste and recycling would have an operating budget impact at such time as they are provided. The projected operating costs for this development, including the temporary fire station, during 2019-2022 have been included in the 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

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will require additional capital investment in a temporary fire station, currently scheduled for 2021. No additional capital investment is required for this proposed development.

Risk Assessment

Setback from Non-Operating Landfill

Residential land use districts are proposed within the 300 metre landfill setback from the non-operating landfill. During the review of the application, Alberta Environment and Parks (AEP), and the City's Environmental Safety Management (ESM) group reviewed additional information to confirm that no significant impacts to human or environmental health were identified, and no contaminant related concerns were found which should preclude development of the surrounding area.

Administration corresponded with AEP and ESM conducted an environmental review. There are no concerns identified for this application. Future developments with restricted uses will be subject to further environmental review by the City, Alberta Health Services (AHS), and AEP. A consent to vary the setback distance from the non-operating landfill is required from AEP on future subdivision and development permit applications with any prohibited uses within the landfill setback. The Applicant and Developer have been informed of, and acknowledge the risks in proceeding with the proposed application, and will seek for variance at the future subdivision and development application stages.

REASON(S) FOR RECOMMENDATION(S):

The land use amendment complies with the policies specified in the *Belvedere Area Structure Plan (ASP)*. The proposed land use districts and their locations facilitate a variety of residential housing types, and the neighborhood will provide amenities and services including commercial uses, a school site, parks and amenity spaces. The proposed land uses within the neighbourhood achieve the target minimum density and intensity requirement as outlined in the ASP and will contribute to the overall community targets. These land uses will be implemented through the supporting outline plan application which will specify the subdivision layout and conditions to implement the ultimate development.

The proposed road closure area has been deemed not required and will be incorporated as part of the land use and outline plan area. The proposed policy amendments to the Belvedere ASP provide updates to the landfill related policies to better reflect the current information and policies related to the non-operating landfill.

ATTACHMENTS:

1. Applicant's Submission
2. Road Closure Conditions
3. Proposed Outline Plan
4. **Proposed Bylaw 84P2018** Amendments to the Belvedere Area Structure Plan
5. Amendments to the Supporting Information Section – Appendix F to the Belvedere Area Structure Plan
6. Modified Requirements to Alberta Environment and Parks

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7. Growth Management Overlay Map
8. Information Session Handout
9. **Proposed Bylaw 12C2018**
10. **Proposed Bylaw 271D2018**