

Planning & Development Report to
Calgary Planning Commission
2019 February 21

ISC: UNRESTRICTED
CPC2019-0153

Land Use Amendment in Sage Hill (Ward 2) at 155 Sage Hill Rise NW and 3650 Sage Hill Drive NW, LOC2017-0406

EXECUTIVE SUMMARY

This land use amendment application was submitted by Seika Architecture on 2017 December 28 on behalf of the land owner Sage Property Development Inc. The application proposes the redesignation of two parcels in the community of Sage Hill from Multi-Residential – Medium Profile (M-2d90) and Residential – Low Density Multiple Dwelling (R-2M) Districts to Commercial – Community 1 (C-C1) District and Multi-Residential – Low Profile (M-1d80) District respectively, to allow for a community commercial area with low profile multi-residential development. Specifically, this proposal provides for the following:

- primarily commercial strip malls that serve the immediate surrounding area with a maximum building height of 10 metres or 2 storeys;
- apartment buildings, townhouse and rowhouses with a maximum building height of 14 metres or 4 storeys;
- the uses listed in the Commercial – Community 1 (C-C1) District and the Multi-Residential – Low Profile (M-1d80) District; and
- a maximum floor area ratio listed in the Commercial – Community 1 (C-C1) District of 1.0 FAR and anticipated 8,918 square metres (96,000 square feet) of commercial development.

The subject lands are within the High Density Residential Area of the *Symons Valley Community Plan* and adjacent to lands identified in the *Municipal Development Plan* (MDP) as a Community Activity Centre (CAC).

No development permit application has been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 2.31 hectares \pm (5.71 acres \pm) located at 3650 Sage Hill Drive NW and 155 Sage Hill Rise NW (Plan 10Y0452, Block 7, Lots 1 and 3) from Residential – Low Density Multiple Dwelling (R-2M) District and Multi-Residential – Medium Profile (M-2d90) District **to** Multi-Residential – Low Profile (M-1d80) District and Commercial – Community 1 (C-C1) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

This land use application was submitted by Seika Architecture on 2017 December 28 on behalf of the land owner Sage Property Development Inc. As noted in the Applicant's Submission (Attachment 1), the applicant proposes the redesignation of two parcels in the community of Sage Hill as follows:

Current Designation	Proposed Designation	Parcel Size	
		Hectares	Acres
Multi-Residential – Medium Profile (M-2d90)	Commercial – Community 1 (C-C1)	2.31	5.72
Residential – Low Density Multiple Dwelling (R-2M)	Multi-Residential – Low Profile (M-1d80)	0.78	1.92

The proposed redesignation is to allow for a community commercial area and low profile multi-residential development within the High Density Residential Area, as described in the Transit Oriented Planning Area (Attachment 2) of the *Symons Valley Community Plan*. No development permit application has been submitted at this time.

The applicant intends to pursue a local commercial development for the commercial portion of the application that will service the surrounding high density residential community and support the retail focussed large format and mixed use commercial development that are both existing and proposed for the surrounding area.

A modest increase in density from 38 units per hectare to 80 units per hectare is proposed for the residential portion of the application to allow for townhouse style development adjacent to the proposed commercial area. This development will interface with the currently developing townhouse (R-2M) area located on the southeastern edge of the subject site, and will provide a transition to the higher intensity residential development proposed in the northern portion of the plan area.

The subject site is located within the Symons Valley Redevelopment Area as approved in the outline plan (LOC2008-0005) by Calgary Planning Commission on 2008 May 29 (Attachment 3). The outline plan provides primarily for multi-residential development in proximity to the Community Activity Centre area including Bus Rapid Transit (BRT) hub, located outside the plan area just west of the subject site.

On 2017 September 12, City Council approved revisions to the *Symons Valley Community Plan* affecting lands within the Community Activity Centre west of the subject site. These policy amendments allow for mixed use and pedestrian oriented multi-residential development, replacing regional commercial and high-density residential development originally planned for the Community Activity Centre. These amendments were supported by a commercial market

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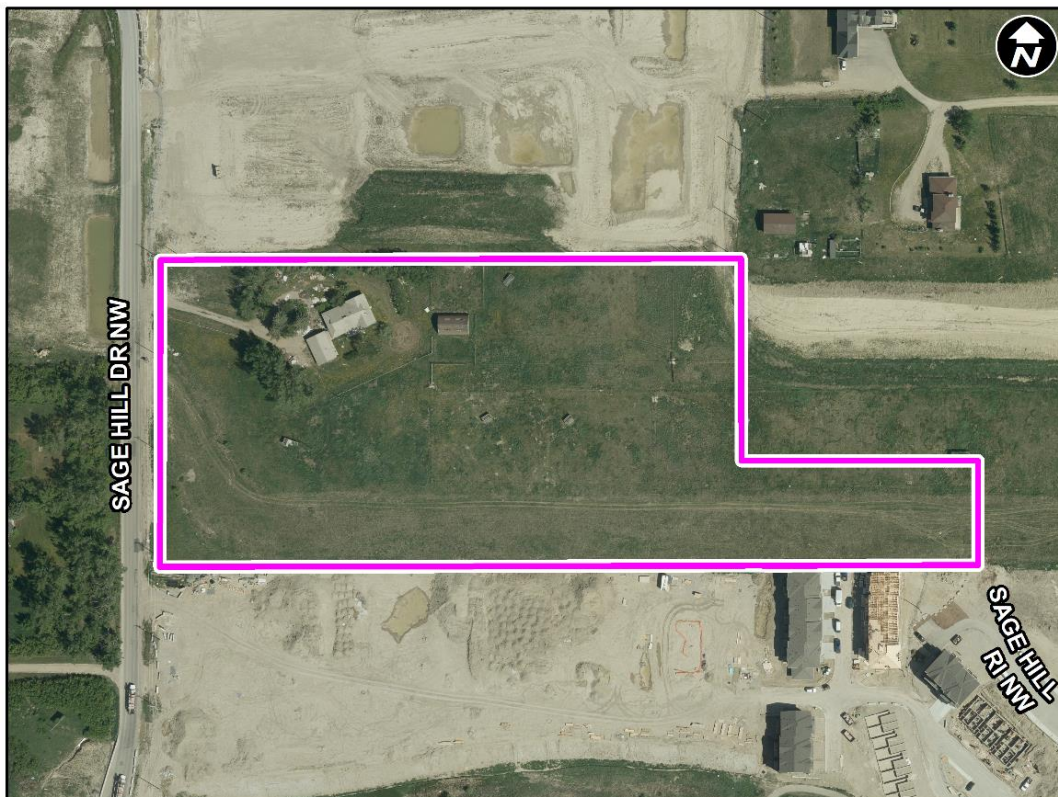
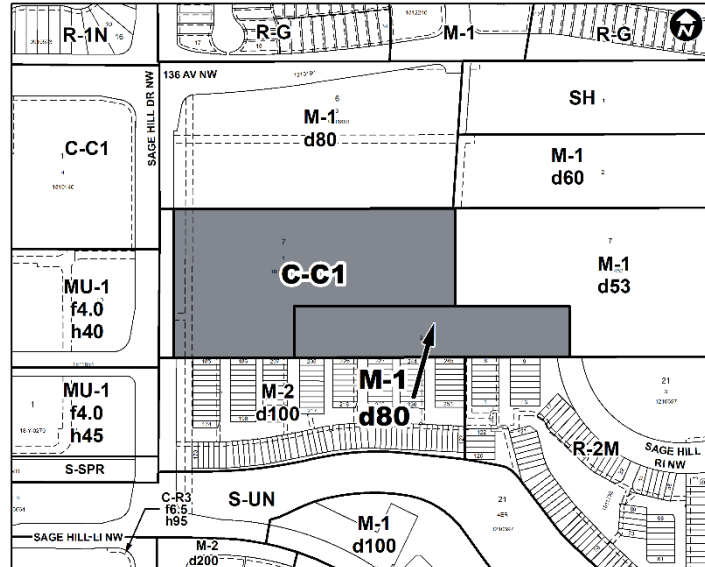
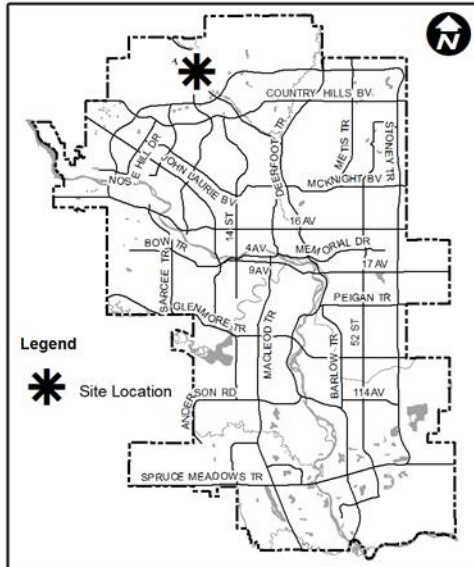
study, which found a reduction in commercial development was warranted given changing market conditions. Smaller scale local and community serving commercial development is still contemplated on four sites within the adjacent Community Activity Centre. Commercial land uses have either been approved or are proposed through active redesignation applications on these sites.

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Location Maps



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Site Context

The subject lands are located in northwest Calgary, within the developing community of Sage Hill. Some multi-residential development is taking place south of the site. Additional multi-residential development has been approved for the sites immediately north and south, though for the most part, development has not yet commenced.

The site is across from a Community Activity Centre (CAC) identified in the MDP. The Local Area Plan further identifies the CAC for higher density residential, commercial, mixed-use and public service (library and BRT) development. Approximately 28 hectares (70 acres) within the CAC is undeveloped and subject to active redesignation applications.

The first phase of a mixed-use development is under construction west of the site, across 37 Street NW. This will provide for multi-residential, commercial and office uses. The Sage Hill Crossing retail centre, which provides a mix of large and medium format retail uses, is located approximately 500 metres to the southwest of the site; while Creekside Shopping Centre is located approximately 1.6 kilometres to the southeast of the site.

As identified in *Figure 1*, the community of Sage Hill reached peak population in 2017, with 6,083 residents.

Figure 1: Community Peak Population

Sage Hill	
Peak Population Year	2017
Peak Population	6,083
2017 Current Population	6,083
Difference in Population (Number)	± 0
Difference in Population (Percent)	0%

Source: *The City of Calgary 2017 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Sage Hill](#) community profile.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This proposal is to allow for the redesignation of two residential parcels, to accommodate a strip mall style commercial development and townhouse style residential development. The initial application proposed a Commercial – Community 2 (C-C2f1h14) for the commercial area, however, given the parcel size requirements of this district as outlined in Land Use Bylaw 1P2007, the application was changed to the Commercial – Community 1 (C-C1) District. Given the nearby existing and planned commercial development, Administration discussed both a mixed-use area and a smaller commercial area with a neighbourhood commercial designation that could be created through subdivision, however the applicant wished to pursue the development as proposed.

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A Market Study was submitted in support of the application, which indicated there is sufficient local demand for the proposed commercial land uses. The market study contemplated 2,787 square metres (30,000 square feet) of commercial, 1,951 square metres (21,000 square feet) of medical, and 4,180 square metres (45,000 square feet) of office, totalling approximately 8,918 square meters (96,000 square feet) of non-residential development. It concluded the proposed development is both reasonable and appropriate, and further recommended the proposed redesignations of Commercial – Community 1 (C-C1) and Multi-Residential – Low Profile (M-1d80) as the application proposes.

Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration.

Land Use

This application proposes a land use designation of Commercial – Community 1 (C-C1) for lands adjacent to Sage Hill Drive NW. The Commercial – Community 1 (C-C1) District is intended for small to mid-scale commercial developments located within communities or along commercial streets, typically in the form of a strip mall. These developments tend to be more auto-oriented, although must provide pedestrian connections, and have a maximum height of 10 metres, which equates to approximately two storeys.

Providing for a local commercial development adjacent to the Community Activity Centre and Bus Rapid Transit hub brings activity to the area while allowing for more auto-oriented development to occur outside of the pedestrian focussed area. It further has the potential to provide for local retail and consumer services within the high-density residential area that are accessible within the immediate neighbourhood.

Recent amendments to the *Symons Valley Community Plan* have focussed on creating a pedestrian oriented, mixed-use, and vibrant community centre west of Sage Hill Drive NW. Complementary uses that provide for the needs of the surrounding High Density Residential Area and do not compete with the development of the Community Activity Centre would be considered appropriate for this site.

This application also proposes a land use designation of Multi-Residential – Low Profile (M-1) District with a density modifier of 80 units per hectare on the parcel adjacent to the proposed commercial development. The Multi-Residential – Low Profile (M-1) District designation is intended for multi-residential development with low height and medium density, and is considered appropriate adjacent to, or in proximity to, low density areas such as the Residential – Low Density Multiple Dwelling (R-2M) District that borders the parcel to the southeast. The density modifier will allow for a maximum of 62 units on the parcel, which is an increase of 32 units from the 29 units that are allowed under the current designation. Townhouse development of the proposed intensity is considered appropriate in the context of adjacent development and the original outline plan for this area.

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Development and Site Design

The rules of both the proposed Commercial – Community 1 (C-C1) District and the Multi-Residential – Low Profile (M-1) District will provide guidance for the future site development, including appropriate uses, height and building massing, landscaping and parking. Additional items that will be considered through the development process include, but are not limited to:

- consideration and mitigation of the nature and scale of the commercial site in relation to the residential development, such as noise, fumes and lighting;
- enhanced pedestrian connections within and to the commercial area;
- appropriate integration with the approved developments to the north and south of the subject site;
- appropriate movement of traffic to and within the commercial site; and enforcement of the outline plan condition that requires additional private amenity space be provided to support the higher density residential development.

The anticipated commercial development is envisioned to provide local retail and consumer services to the surrounding high density residential area. At 2.3 hectares, the size of the site pushes the boundary of what the Local Area Plan considers an appropriate scale for local commercial development. The *Symons Valley Community Plan*, identifies commercial sites of less than 2.4 hectares as a maximum size for local commercial areas before they are deemed to take on a more community serving function. Consideration of appropriate uses and site layout for the proposed commercial area will be important at the development permit stage to manage the local intent of this area.

Right-in-right-out access to the commercial area will be provided from Sage Hill Drive NW, while full directional access to the site will be provided via the future collector road network extending east to Symons Valley Road NW. Limited access to the proposed commercial site from Sage Hill Drive NW may result in increased non-local commercial traffic along the residential collectors east of the commercial development. Further Transportation analysis may be required at the development permit stage to manage residential and commercial traffic interactions and any impacts.

The anticipated townhouse development, with a density of 80 units per hectare, is considered appropriate in the context of adjacent existing development and land uses. Through the development permit process, appropriate private amenity space will be provided as per the condition of the outline plan, and the regional pathway located south of the site will continue through this site, providing pedestrian and cycling opportunities.

Environmental

No environmental issues were identified for the subject site.

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Transportation

The arterial road network that directly supports development within the plan area includes Sage Hill Drive (37 Street NW alignment) and Sage Valley Boulevard (136 Avenue NW alignment). At a regional scale, Sage Hill Drive connects between Symons Valley Parkway (128 Avenue NW alignment) and 144 Avenue NW, and Sage Valley Boulevard ultimately connects between Symons Valley Road and Shaganappi Trail, both of which provide access onto Stoney Trail.

The subject lands themselves are bound by Sage Hill Drive to the west, Symons Valley Road to the east, and by adjacent developments to the north and south. The local public road network associated with this land use amendment was previously planned through the associated (2008) Outline Plan. The network established through that plan include a collector network that connects between Symons Valley Road and 136 Avenue NW.

The entire subject lands are located within 600 metres of the future Civic site which will include a new Public Library and Transit Hub (BRT), with the western edge of the public lands being within 350 to 400 metre walking distance from the Civic site. There are pedestrian crosswalks of Sage Hill Drive approximately every 150 metre, located at each of Sage Hill Road, Sage Hill Link (north boundary of Civic site), and Sage Hill Gate (south boundary of the Civic site). Administration will coordinate with the builder at the future development permit stage to provide quality pedestrian linkages through the subject lands to Sage Hill Drive and by extension, the Civic site.

The BRT location currently provides access to several routes including the 82 (service to Brentwood Light Rail Transit (LRT) Station and the University), 115 (service to Tuscany LRT Station), 123 (service to North Pointe, Bus Rapid Transit (BRT) route 301, future Green Line), and 129 (service to Dalhousie LRT Station). As Sage Hill, Kincora, Nolan Hill, and the Glacier Ridge Area Structure Plan areas build out, the transit hub is planned to facilitate access to enhanced transit service and high frequency buses, including one BRT service connecting the transit hub itself to Brentwood/University and another BRT service running between North Pointe and Tuscany LRT stations.

A Transportation Impact Assessment (TIA) submitted with this application was reviewed and accepted by Administration. The TIA confirmed that the proposed revised land use can be accommodated with the collector road network that is being established for the area. Nevertheless, given the challenge of right in right out access only to Sage Hill Drive NW, careful consideration will be required of the design of residential development and roadways at subdivision and development permit stages.

Utilities and Servicing

Sanitary, water and storm services are available to service the plan area from Sage Hill Rise NW.

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Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

No comments were received from The Sage Hill Community Association.

Three letters of concern were received from citizens, citing the following concerns:

- Traffic and parking congestion resulting from increased residential density;
- Increased residential density will limit green space, shadow existing development and limiting sun exposure;
- The area is already well served by commercial development given the adjacent Creekside Shopping Centre and Sage Hill Crossing shopping centre, and the proximity of Beacon Hill Shopping Centre, Gates of Nolan Hill shopping centre and Evanston Plaza; and
- Negative impacts of commercial development on the existing residential development, such as light and noise pollution.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be reasonable. Development concerns such as traffic, parking, park space, shadowing, light and noise will be addressed through the development permit process.

One letter of concern was also received from an adjacent landowner within the CAC to the west. Their concerns can be summarized as follows:

- The proposal contradicts the objectives of Local Area Plan that aims to focus commercial activities within the CAC;
- Concerns over lack of submission of a concept plan (which actually has been submitted) and overall concerns related to quality of the project;
- Contradictory market study conclusions; and
- Setting a bad precedence for employment and commercial uses outside of designated Community Activity Centres.

Administration nevertheless considers the proposal to be acceptable as there are no specific technical challenges that can not be mitigated or servicing concerns limiting the suitability of the land for the proposed development. The proposed residential development will be in keeping with adjacent development given very similar allowable intensities. Although close to the threshold for concern, Local Area Plan does not preclude commercial developments of this size and scale from locating outside the CAC or commercial areas identified in the Local Area Plan. No public meetings were held by the applicant or Administration.

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

Strategic Alignment

South Saskatchewan Regional Plan (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.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (2009)

The subject site is located within the "Planned Greenfield Area with Area Structure Plan" as identified on the Urban Structure Map of the *Municipal Development Plan*. In these areas, the local community plan is recognized as having the appropriate policies to direct development. From a city-wide perspective, the *Municipal Development Plan* encourages employment opportunities, community services and local retail options in proximity to an Activity Centre and public transit investment. The creation of new community retail centres to service the community is seen as a priority. However, consideration should be given to ensure appropriate separation between local commercial areas and other larger retail centres to support the viability of the local retail. The residential proposal provides an appropriate transition of development intensity between more intensive multi-residential development and proposed commercial area.

Symons Valley Community Plan (2001)

The subject site is within the Transit Oriented Planning Area of *Symons Valley Community Plan*, and more specifically identified as a Higher Density Residential Area, as indicated in Attachment 4. Medium density residential uses are intended to be the predominate land use in this area, with office, institutional, recreational and local commercial uses allowed when deemed appropriate. Commercial uses are intended to provide for the needs of local residents and be small in scale. As the proposed commercial site is within the size requirements outlined in the *Symons Valley Community Plan*, a policy amendment is not required to support this application.

In addition to the parcel size being under the threshold requiring an amendment to the Local Area Plan, the proposed development generally aligns with the commercial development policies of the Local Area Plan as it is expected to undergo a careful design review at the

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development permit stage to ensuring compatibility with adjacent uses and visually appealing site and building design.

Social, Environmental, Economic (External)

The proposed land use redesignation promotes principles of sustainability, complete communities and a prosperous economy by providing employment opportunities, local retail and service options in proximity to multi-residential development.

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 land use amendment does not trigger capital infrastructure investment and therefore there are not growth management concerns at this time.

Risk Assessment

While it is seen as appropriate to provide local commercial services within the High Density Residential Area of Sage Hill, there is acknowledgement that commercial development within this proximity to the Community Activity Centre could limit similar opportunities in the adjacent Community Activity Centre, and Town Centre, thereby limiting the ability of that area to build out as envisioned in the *Symons Valley Community Plan*.

REASONS FOR RECOMMENDATIONS:

This proposal is keeping with applicable policies including the *Municipal Development Plan* and the *Symons Valley Community Plan*, both of which promote multi-residential development and supportive services in proximity to Community Activity Centres and Bus Rapid Transit hubs. The proposed Multi-Residential – Low Profile (M-1d80) District will provide an appropriate transition between the proposed commercial area, multi-residential area and low density residential area. The proposed Commercial – Community 1 (C-C1) District provides local services within the High Density Residential Area, follows the provisions of approved local policy, and may provide employment and office development outside the downtown and in proximity of public transit.

ATTACHMENT(S)

1. Applicant's Submission
2. Symons Valley Community Plan, Transit Oriented Planning Area