

Planning & Development Report to
Calgary Planning Commission
2018 December 13

ISC: UNRESTRICTED
CORRECTED CPC2018-1403

Policy Amendment and Land Use Amendment in Residual Sub Area 13 K (Ward 13) at multiple addresses, LOC2016-0335

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on behalf of 01981042 Alberta Ltd. (referred to as DOMAIN Apartments), Macleod Farming & Ranching Ltd., Mattamy (Burgess) Limited, United Acquisition II Corp., 2007 United Lands Corp., and 2015 United Alberta Lands GP Ltd. on 2016 December 28. The application proposes land use redesignation for 36.60 hectares \pm (90.44 acres \pm) of undeveloped greenfield land in the southeast community of Belmont, and Residual Sub Area 13 K. The subject area land is located south of 194 Avenue SE and north of 210 Avenue SE. The application provides for:

- The development of a multi-residential, mixed use neighbourhood located adjacent to the future Light Rail Transit (LRT) station;
- An anticipated 1,698 dwelling units within a mix of low and medium profile multi-residential developments comprising of townhouses, 3 to 6 storey apartment buildings and a 4 to 6 storey seniors / assisted living facility (M-1, M-2, and MH-1);
- An anticipated 1,056 dwelling units within mixed use developments comprising of 4 to 8 storey residential with retail ready spaces (MU-1f3.5h20, and MU-1f3.5h26);
- An anticipated 768 dwelling units within a mixed use development comprising of 6 storey mixed use buildings, with two 18 storey residential towers, each with 12 storeys of residential units on a 6 storey mixed use podium (MU-2f4.0h56);
- Approximately 0.74 hectares (1.83 acres) of Municipal Reserve (MR) in the form of neighbourhood parks (S-SPR);
- Approximately 8.36 hectares (20.66 acres) of Municipal School Reserve (MSR) in the form of public open space set aside for a future high school site (S-SPR);
- Approximately 0.50 hectares (1.23 acres) for a publicly accessible private open space in the form of a square and plaza area that connects to the future LRT station (DC);
- Approximately 0.04 hectares (0.10 acres) for a portion of the LRT line right-of-way (S-CRI); and
- The location of future local and major roadways, utilities and services.

This redesignation application has been applied for with the support of a related outline plan application on today's agenda (CPC2018-1404) to provide for the future subdivision layout of the site's development. Conditions have been incorporated in the outline plan to effectively address the site's development.

A policy amendment to the *West Macleod Area Structure Plan* is proposed in support of the application and to provide further direction for future development permits within the subject lands.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the *West Macleod Area Structure Plan* (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 36.60 hectares \pm (90.44 acres \pm) located at 400 and 550 – 210 Avenue SE (Legal Subdivisions 2 and 7, Section 15, Township 22, Range 1, Meridian 5; and Block A, Plan 9011040) from Special Purpose – Future Urban Development (S-FUD) District **to** Multi-Residential – Low Profile (M-1) District, Multi-Residential – Medium Profile (M-2) District, Multi-Residential – High Density Low Rise (M-H1) District, Mixed Use – General (MU-1f3.5h20) District, Mixed Use – General (MU-1f3.5h26) District, Mixed Use – Active Frontage (MU-2f4.0h56) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, and a DC Direct Control District based on Special Purpose – Recreation (S-R) District to accommodate publicly accessible private open space, a multi-use plaza for informal and formal public activities and to accommodate urban agriculture, food production and low intensity commercial uses, with guidelines (Attachment 5); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2018 DECEMBER 13:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed amendments to the *West Macleod Area Structure Plan*;
2. Give three readings to **Proposed Bylaw 15P2019**;
3. Adopt, by bylaw, the proposed redesignation of 36.60 hectares \pm (90.44 acres \pm) located at 400 and 550 – 210 Avenue SE (Legal Subdivisions 2 and 7, Section 15, Township 22, Range 1, Meridian 5; and Block A, Plan 9011040) from Special Purpose – Future Urban Development (S-FUD) District to Multi-Residential – Low Profile (M-1) District, Multi-Residential – Medium Profile (M-2) District, Multi-Residential – High Density Low Rise (M-H1) District, Mixed Use – General (MU-1f3.5h20) District, Mixed Use – General (MU-1f3.5h26) District, Mixed Use – Active Frontage (MU-2f4.0h56) District, Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, and a DC Direct Control District based on Special Purpose – Recreation (S-R) District to accommodate publicly accessible private open space, a multi-use plaza for informal and formal public activities and to accommodate urban agriculture, food production and low intensity commercial uses, with guidelines; and
4. Give three readings to **Proposed Bylaw 50D2019**.

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Excerpt from the Minutes of the 2018 December 13 Regular Meeting of the Calgary Planning Commission:

“A clerical correction was noted to the Cover Report, on page 8 of 12, third paragraph, 'Transportation' section, by deleting the words "Belmont Avenue SE", following the words "north-south street known as", and replacing with the words "Belmont Boulevard SE".”

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

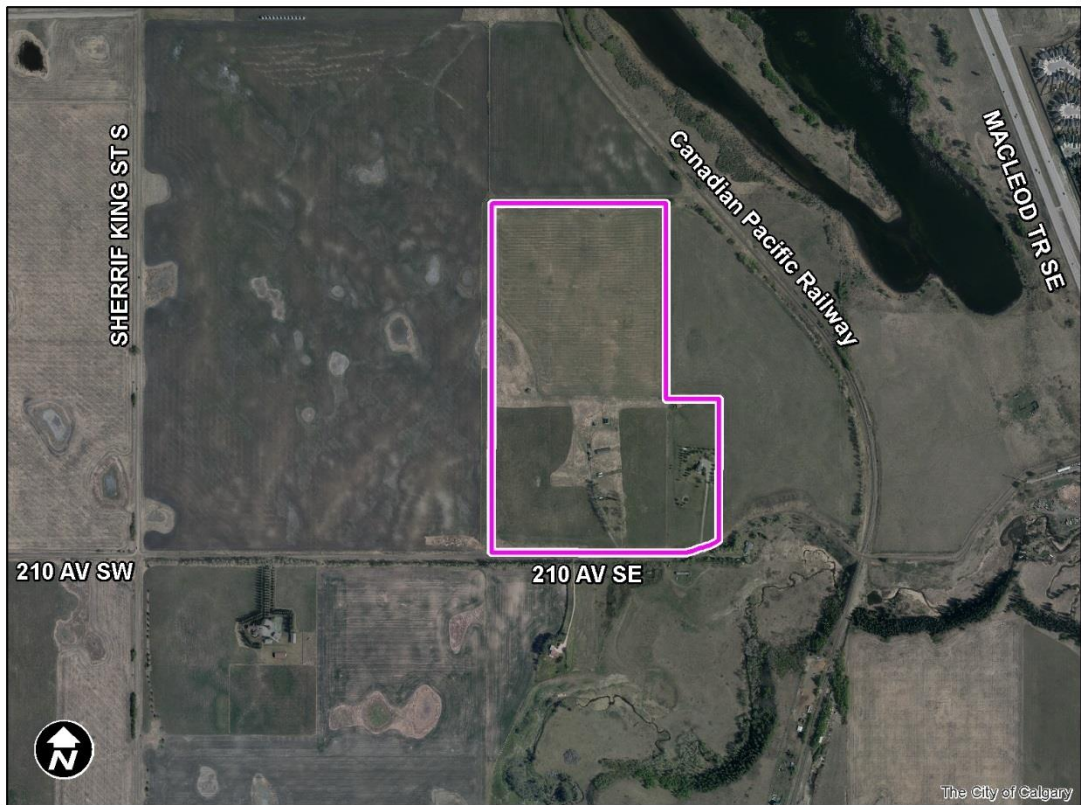
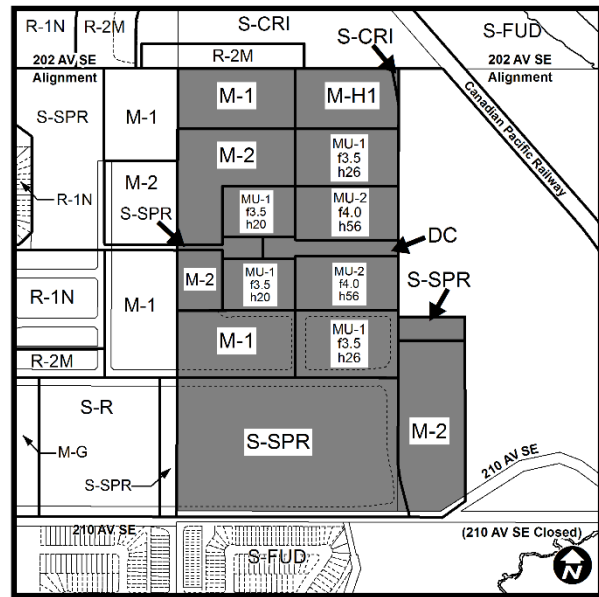
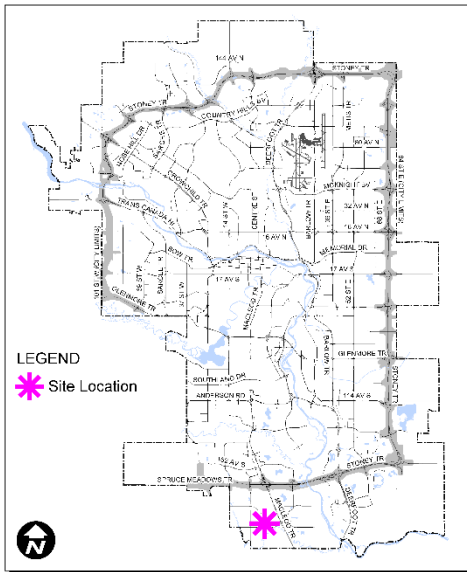
B&A Planning Group, on behalf of 01981042 Alberta Ltd. (referred to as DOMAIN Apartments), Macleod Farming & Ranching Ltd., Mattamy (Burgess) Limited, United Acquisition II Corp., 2007 United Lands Corp., and 2015 United Alberta Lands GP Ltd., submitted the subject application to The City on 2016 December 28 and have provided a summary of their proposal in the Applicant's Submission (Attachment 1).

The subject lands were part of an annexation from Foothills County in 2005, which included the communities now known as Walden, Legacy, Belmont, Yorkville and Pine Creek. Development in these communities is ongoing.

The *West Macleod Area Structure Plan*, adopted by Council in 2009 with subsequent amendments in 2014 and 2017, is the local area plan providing policy direction for the subject lands. The outline plan and land use amendment applications for Belmont (LOC2011-0058) to the north and west of the subject site was approved in 2015. The lands consist of a mix of residential parcels, neighbourhood nodes, a fire hall, school site, recreation centre, library and portions of both a mixed use community node and a high school site. A city-owned property is located to the east of the subject site and will be the location of a future LRT Station and LRT maintenance facilities. The outline plan and land use amendment applications for neighbouring Creekstone Stages 1 and 2 (LOC2016-0172 and LOC2016-0344) to the south, across 210 Avenue SE, were approved in 2017, while Creekrise (LOC2017-0102), also located to the south across 210 Avenue SE, was approved by CPC on 2018 September 20 and by Council for land use approval on 2018 November 12. These areas will also consist of a mix of residential parcels, neighbourhood nodes, and a community centre and school site.

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Location Maps



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Site Context

The subject lands, 400 and 550 – 210 Avenue SE, are situated in the southeast quadrant of the city. The area is located south of 194 Avenue SE, west of the Canadian Pacific Railway line and the future LRT station and facilities lands, directly north of 210 Avenue SE, and east of Sherriff King Street S and the developing community of Belmont. The developing community of Pine Creek is located across 210 Avenue SE to the south. All of these lands are located within the *West Macleod Area Structure Plan*.

The subject lands are characterized by their location and proximity to the future LRT station and the Canadian Pacific Railway. Historically, the subject lands were utilized for agricultural purposes and pasture lands with terrain that is slightly undulating with low depressions that exhibit wetland characteristics. All wetlands were deemed low value and will be removed and compensated for as part of this application. Two residential acreages were developed on the southern portion of the subject lands, with one removed in 2016 and the other to be removed when redevelopment occurs.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment application (Attachment 2), along with the associated outline plan application (Attachment 3), will facilitate transit oriented development including multi-residential and mixed use development. The resulting land uses will contribute to the growth of the Belmont community and enable transit oriented development around the future LRT station, as envisioned by the policies of the *Municipal Development Plan* and the *West Macleod Area Structure Plan*.

Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. The *West Macleod Area Structure Plan* envisions this area to be transit-oriented by providing for higher residential densities with convenient access to transit and services. The following land uses are proposed:

- Multi-Residential – Low Profile (M-1) District,
- Multi-Residential – Medium Profile (M-2) District,
- Multi-Residential – High Density Low Rise (M-H1) District,
- Mixed Use – General (MU-1f3.5h20) District,
- Mixed Use – General (MU-1f3.5h26) District,
- Mixed Use – Active Frontage (MU-2f4.0h56) District,
- Special Purpose – School, Park and Community Reserve (S-SPR) District,
- Special Purpose – City and Regional Infrastructure (S-CRI) District, and
- a DC Direct Control District based on Special Purpose – Recreation (S-R) District to accommodate publicly accessible private open space, a multi-use plaza for informal and formal public activities and accommodate urban agriculture, food production and low intensity commercial uses.

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The proposed application is approximately 36.60 hectares (90.44 acres) and responds to its proximity to the future LRT station, focusing higher densities and mixed use development closest to the station with lower multi-residential densities to the west. The land uses and densities along the west portion of the plan complement those previously approved to the west in Belmont, LOC2011-0058 (Attachment 4). A central corridor runs east to west to the LRT station, connecting the LRT to the rest of the Belmont community. The subject lands are integrated into the wider community through multi-modal connections.

The central corridor is comprised of a linear park space that extends a previously approved connection from the west into the subject plan area. Additionally, the linear park connects into a larger park space, and a publicly accessible, privately owned, square and plaza area. This corridor is identified on the plan as Municipal Reserve (MR), and a Direct Control District for Belmont Square Park and Belmont Plaza Park. The corridor leads to the future LRT station with mixed use parcels to the north and south that require active frontages. A DC District (Attachment 5) is proposed for Belmont Square Park and Belmont Plaza Park located in the centre of the plan area. The DC is intended to provide for publicly accessible private open space, a multi-use plaza for informal and formal public activities and to accommodate urban agriculture, food production and low intensity commercial uses.

The application provides the framework for the multi-residential, mixed use neighbourhood with density focused to its location adjacent to a future LRT station. This includes low and medium rise multi-residential development, as well as medium rise mixed use buildings that can also accommodate retail and commercial uses. Higher density parcels, including two 18 storey point towers, are located closest to the future LRT station as outlined in the policies in the *West Macleod Area Structure Plan*.

The multi-residential, mixed use component of this proposal will accommodate the following:

- A minimum 165 dwelling units within a high density, low rise multi-residential development comprising of a 4 to 6 storey seniors / assisted living facility (MH-1);
- A minimum 199 dwelling units within a low profile multi-residential development comprising of a mix of townhouses and 3 to 4 storey apartment buildings (M-1);
- A minimum 359 dwelling units within a medium profile multi-residential development comprising of townhouses and 4 to 5 storey apartment buildings (M-2);
- A minimum 265 dwelling units within a mixed use development comprising of 4 to 6 storey residential and retail ready spaces along the park (MU-1f3.5h20);
- A minimum 407 dwelling units within a mixed use development comprising of 6 to 8 storey residential and retail ready spaces (MU-1f3.5h26); and
- A minimum 362 dwelling units within a mixed use development comprising of 6 storey mixed use buildings, with two 18 storey towers, each with 12 storeys of residential units on a 6 storey mixed use podium (MU-2f4.0h56).

The plan area is anchored by a future high school site to the south with associated playfields (soccer, baseball and track and field), adjacent to a recreation centre and library site previously approved in Belmont LOC2011-0058. A Municipal Reserve (MR) dedication totaling 3.66 hectares (9.04 acres) or 10 percent will be provided within the plan area as credit MR and will

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consist of a portion of the open space corridor leading to the LRT station. Another 5.44 hectares (13.44 acres) or 14.9 percent will be non-credit MR and will be acquired through a land purchase agreement and will form part of the future high school site. The future high school site is located at the southern boundary of this outline plan, bounded by Belmont Avenue SE to the north, Belmont Boulevard SE to the east, 210 Avenue SE to the south and the future recreational centre / library site to the west. Overall the high school site will consist of 8.36 hectares (20.66 acres) within the plan area of which 2.92 hectares (7.22 acres) is credit MR, and 5.44 hectares (13.44 acres) is non-credit and a land purchase. The proposed MR in combination with the privately owned, publicly accessible parks provide an enhanced open space system for future residents.

A 0.04 hectare (0.10 acre) portion of the site, located in the upper northeast corner of the plan area, will function as a public utility lot (S-CRI) and will be used as future right-of-way for the LRT alignment. A stormwater pond has been sited across ownership lines to the immediate north of the plan area within the Belmont community and sized to accommodate the stormwater needs of both developments.

Density

The land use proposed provides for development that achieves both the *Municipal Development Plan* (MDP) and the *Area Structure Plan* (ASP) minimum density and intensity targets (population and jobs). This will help to support the future transit, LRT station and community amenities within the greater area.

The application anticipates accommodating 3,522 residential units. This equates to an anticipated residential density of 124.7 uph (50.5 upa). This density achieves the intent of the minimum residential density of 20 uph (8 upa) suggested by the MDP for the neighbourhood and contributes towards meeting the minimum residential density of 25 uph (9 upa) required when calculated over the entire ASP.

The subject application is located in a Transit Station Planning Area as depicted in the ASP (Map 5: Transit Station Planning Area). There are two specific density categories for the subject lands, as per Map 7: Density. The ASP policies provide direction to achieve a minimum density of 98.8 uph (40 upa) where located within the High Density/Mixed Use area and 49.0 uph (20 upa) where located within the Medium Density/Mixed Use area. The anticipated residential density of 124.7 uph (50.5 upa) exceeds both of these density requirements.

Development for the overall community is required by the MDP and the ASP to achieve an intensity of 60 to 70 people and jobs per hectare. The anticipated intensity of the subject site is approximately 169 people and jobs per hectare. The ASP (Table 1) identifies a minimum intensity requirement of 51 people and jobs per hectare for Community "C" and a minimum intensity requirement of 62 people and jobs per hectare for the entire ASP area. The anticipated intensity of 169 people and jobs per hectare exceeds both of these intensity targets.

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Environmental

The proposed application is located within a previously undeveloped greenfield area. Historically, the lands have been used for agricultural purposes as identified through Environmental Site Assessment reports. No environmental concerns were identified in the Environmental Site Assessment reports and further investigations or assessments were not recommended.

No other environmental issues have been identified for the subject lands.

Transportation

The proposed road network within the outline plan (CPC2018-1404) boundary is planned as a grid pattern, with emphasis on multiple public connections to the LRT station area. Primary access to the subject lands is from an east-west arterial roadway, 210 Avenue SE, with additional connections to the adjacent plan area provided by Belmont Boulevard SE and Belmont Avenue SE. 210 Avenue SE connects directly to Macleod Trail SE.

Administration worked with the applicant to develop a transportation network that supports multi-modal connectivity for local and regional trips, with a street network comprised of primary collector streets, activity centre streets and collector streets that accommodate active modes, transit, and vehicular movement within the plan area, as well as connections to the regional transportation network. The combination of the street network, block sizes with public access easements (active mode connections through blocks), pathways and park space that are supportive of the planned future LRT station provides opportunities for pedestrians and cyclists to enjoy good connectivity within and around the plan area.

The plan provides opportunities to connect to the future LRT station via a proposed street network which supports multiple access points and which proposes a shared north-south street known as **Belmont Boulevard SE**. Administration and the Applicant worked to ensure the plan is flexible to support future planning of the LRT station area and provides connectivity for primary and secondary pedestrian and active mode routes to the station from both the subject lands and adjacent lands.

Public transit will be introduced in phases over time and is expected to include several bus routes running through the *West Macleod Area Structure Plan* lands, providing local and regional service through and around the plan area, and later phased to support the future LRT station.

Staging of the proposed development through to completion is planned to provide connectivity to the regional transportation network with access to Macleod Trail SE and Stoney Trail SE. Opportunities for connections to the future LRT station are protected with the proposed plan.

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A regional pathway system that establishes both strong east-west and north-south connections both within and adjacent to the plan area is provided. The regional pathway aligns with the intent of the *Area Structure Plan* by providing pedestrian and cycling connections to and through the plan area. The regional pathways within the plan area provides key connections to the future LRT station. Local pathways strengthen the regional system and provide key linkages to adjacent lands.

Utilities and Servicing

Water servicing will be provided via a connection to the water feeder main along 210 Avenue SE. A water main along 194 Avenue SE will also be installed prior to development to create a looped system.

The West Pine Creek Sanitary Trunk will run along the west and south boundaries of the proposed development. Along the west boundary of the development, the Trunk will run along a 9 metre utility right-of-way, 4.5 metres of which will be within the proposed development (the other 4.5 metres of the utility right-of-way was included on the east boundary of LOC2011-0058). Sanitary servicing for the proposed development will be provided via a connection to the West Pine Creek Sanitary Trunk at Belmont Boulevard SE.

Storm runoff for the proposed development will be directed towards Belmont Pond E located south of 194 Avenue SE, approved in LOC2011-0058. Until an outfall to Pine Creek is constructed, the Belmont Pond E will operate with zero discharge to Priddis Slough.

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 land owners and the application was advertised online.

There is no Community Association for the subject area and no letters from adjacent landowners or the general public were received.

No public meetings were conducted by the applicant or Administration in relation to this application.

Following Calgary Planning Commission, notifications for Public Hearing of Council, in relation to the associated land use amendment, 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.

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Strategic Alignment

South Saskatchewan Regional Plan (Statutory - 2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan (SSRP)*. The site is located within the “City, Town” area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *SSRP*. While the *SSRP* makes no specific reference to this site, the supporting application is consistent with the *SSRP* policies including the Land Use Patterns strategies (subsection 8.14) within the Implementation Plan part of the document.

Municipal Development Plan (Statutory - 2009)

The *Municipal Development Plan (MDP)*, Map 1 ‘Urban Structure’ identifies the subject lands as ‘Residential – Developing - Future Greenfield’. The *MDP* provides guidance for the development of new communities through the policies of the *Area Structure Plan*.

The proposal meets the following MDP objectives (Section 3.6.2):

- Providing a diversity of housing types;
- Providing daily needs and transit options within walking distance;
- Providing parks located throughout the community in walkable proximity to all residences;
- Creating a physical combination of the public realm and related built form to establish a “heart” for the community; and
- Creating an inter-connected, multi-modal street network.

South Macleod Trail Regional Policy Plan (Non-statutory - 2007)

The *South Macleod Trail Regional Policy Plan* provides further policy framework at a regional level and identifies the subject lands as ‘Residential’ with a ‘Transit Oriented Development’ and ‘Comprehensive Planning Area’ overlays. The ‘Comprehensive Planning Area’ is tied to the ‘Core Commercial Area’. The *Regional Policy Plan* also depicts a LRT Station, a Core Commercial Area, a library site, a recreational centre site and a public high school site, all of which were re-evaluated as part of the *West Macleod Area Structure Plan*. The proposed redesignation and associated outline plan is consistent with the policies of this plan.

West Macleod Area Structure Plan (Statutory - 2014)

The *West Macleod Area Structure Plan (ASP)* provides more direction with detailed policies and guidelines for development. The subject lands are identified as ‘Community C’ on Map 3: Communities and as ‘Medium Density/Mixed Use’ and ‘High Density/Mixed Use’ on Map 4: Land Use Concept as part of the Transit Station Planning Area. The ASP also depicts an LRT Station and a public high school site. The proposed redesignation and associated outline plan is generally consistent with the applicable policies of this plan.

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An amendment to the ASP (Attachment 6) is proposed in support of the application and to provide further direction for future development permits within the subject site. Communities 'B' and 'C' have been combined into one community to better facilitate the development of one complete community. Map 4: Land Use Concept and Map 5: Transit Station Planning Area were amended to provide a location for the main street retail area and introduce specific locations adjacent to the LRT station for tower sites as well as the blocks that require further active mode connections through development sites. Additional policies have been added to ensure the main street retail area will be lined with active uses and to remove the minimum floor area for retail in the area to provide future flexibility. Additional housekeeping policy amendments have been included to better represent the locations of the Recreation Facility and Public Library.

Social, Environmental, Economic (External)

The proposed application enables the continuation of development in the community of Belmont and provides a future framework for a mix of housing types and density to support transit oriented development around a future LRT station. The development of these lands will enable a more efficient use of land and infrastructure that will support surrounding uses and amenities while introducing additional amenities to the general area.

Financial Capacity

Current and Future Operating Budget

As development proceeds in this area the responsibility for the local infrastructure is assumed by The City, and as additional services come on line, operating costs will be incurred. As this area is considered to be an actively developing community, these costs are being incorporated in the One Calgary 2019-2022 four year service plan and budget. Operating costs are related to services such as roads maintenance, parks maintenance, and waste and recycling servicing.

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 development-related local infrastructure will be funded entirely by the developer. Additionally, the developer will pay off-site levies which helps generate funding for the regional permanent infrastructure.

Risk Assessment

The largest risk associated with the subject application stems from the future LRT station. At this time, no Functional Study of the future LRT lands has been developed. The Functional Study would encompass the development of the LRT lands including the alignment of the LRT tracks, the location of the LRT station, and the integration of the station area with adjacent development.

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The applicant team was asked if they wanted to wait for the Functional Plan to be completed before proceeding with their proposed plan to ensure appropriate integration with the station area. As the date of completion of the Functional Plan is uncertain, the applicant team decided to proceed and plan a network that provides connection opportunities as described in the Transportation section above.

REASON(S) FOR RECOMMENDATION(S):

The proposed policy amendment and land use application serves to implement the objectives of the *Municipal Development Plan* which supports the efficient utilization of land and infrastructure by providing for residential districts and open space networks recommended in the associated outline plan application. The proposal is in keeping with applicable policies of the *Municipal Development Plan* and the *West Macleod Area Structure Plan*.

The proposal allows for a mix of housing types that exceeds the minimum residential requirements identified in the *West Macleod Area Structure Plan*; provides for a logical extension of the Belmont community next to the future LRT line and provides for extensive connections to and from the future LRT line.

ATTACHMENTS

1. Applicant's Submission
2. Proposed Land Use District Map
3. Proposed Outline Plan
4. Approved Belmont Outline Plan, LOC2011-0058
5. **Proposed Bylaw 50D2019**
6. **Proposed Bylaw 15P2019**