

Planning & Development Report to
Calgary Planning Commission
2019 April 18

ISC: UNRESTRICTED
CPC2019-0317

**Land Use Amendment in Saddle Ridge (Ward 5) at 9320 and 9325 - 52 Street NE,
LOC2018-0170**

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on 2018 July 25 on behalf of the landowner Genstar Titleco Limited. The land use amendment proposes the redesignation of 22.00 hectares \pm (54.36 acres \pm) in the Savanna neighbourhood of the northeast community of Saddle Ridge. This proposal is intended to:

- provide more flexible land use districts to accommodate a range of lower density ground-oriented housing forms to address the housing needs in this sector of the city and to respond to existing market conditions;
- provide an updated outline plan to account for a revised street, infrastructure, and subdivision development pattern; and
- respond to Council's motion arising regarding the redesignation of the Light Rail Transit (LRT) Park and Ride lands.

This application is accompanied by an outline plan application (CPC2019-0318) that contemplates minor revisions to the previously approved subdivision layout for this portion of the Savanna neighbourhood.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 20.49 hectares \pm (50.63 acres \pm) located at 9320 and 9325 – 52 Street NE (Portion of NW1/4 Section 14-25-29-4; Plan 1412743; Block 1, Lot 1) from Residential – Narrow Parcel One Dwelling (R-1N) District, Residential – One Dwelling (R-1s) District, Residential – One / Two Dwelling (R-2) District, Residential – Low Density Multiple Dwelling (R-2M) District, Multi-Residential – Low Profile (M-1d62) District, Multi-Residential – Medium Profile Support Commercial (M-X2d185) District, and Multi-Residential – Medium Profile (M-2d124) District **to** Residential – Low Density Mixed Housing (R-G, R-Gm) District, Multi-Residential – Medium Profile (M-2) District and DC Direct Control District to accommodate lower density ground-oriented residential uses with guidelines (Attachment 2).
2. Give three readings to the proposed bylaw;
3. **ADOPT**, by bylaw, the proposed redesignation of 1.51 hectares \pm (3.74 acres \pm) located at 9320 – 52 Street NE (Portion of NW1/4 Section 14-25-29-4) from Special Purpose – City and Regional Infrastructure (S-CRI) District and Multi-Residential – Medium Profile (M-2d124) District **to** DC Direct Control District to accommodate transit infrastructure and future mixed-use development with guidelines (Attachment 3); and
4. Give three readings to the proposed bylaw.

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PREVIOUS COUNCIL DIRECTION / POLICY

At the time of the original land use approval for this area (LOC2014-0208) at the Combined Meeting of Council held on 2015 November 09, the following direction was provided by Council with respect to the future LRT Park and Ride site:

MOTION ARISING, Moved by Councillor Carra, Seconded by Councillor Stevenson, that with respect to CPC2015-191, Council direct Administration to prepare and bring forward for Council's consideration, a City initiated land use redesignation for the S-CRI site which in addition to a transit hub and park and ride facility, will allow for the future redevelopment of a portion of the site north of the anticipated transit hub with a mix of uses and a public plaza area and potentially affordable housing.

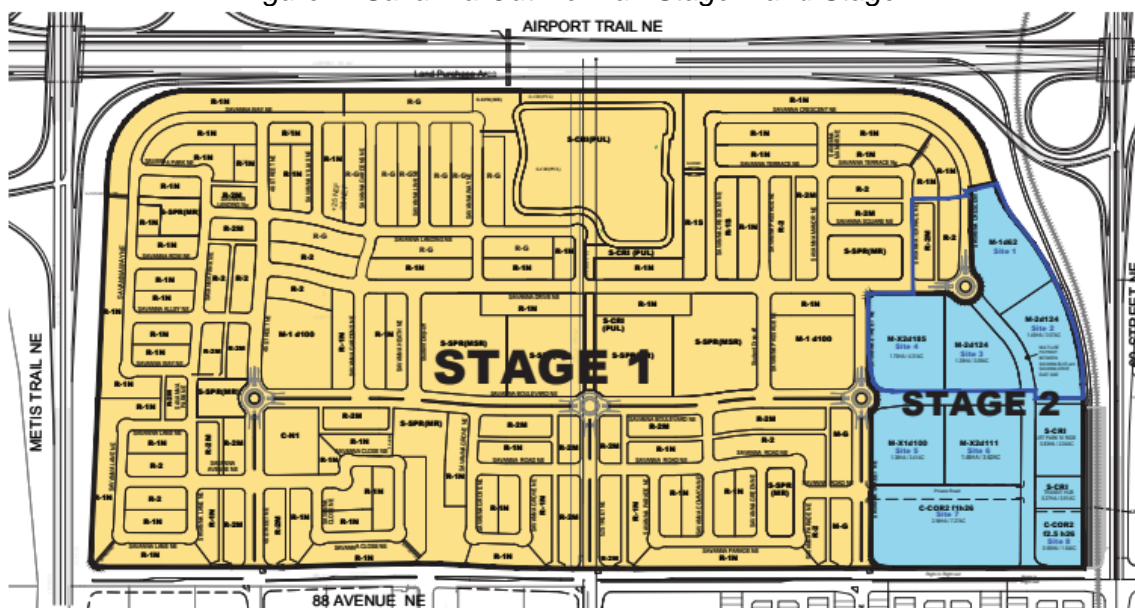
BACKGROUND

This application was submitted to The City on behalf of the owners, Genstar Titleco Limited, by B&A Planning Group on 2018 July 25.

The Savanna neighbourhood received previous approvals through two stages of outline plan and land use redesignation applications, and associated policy amendments to the *Saddle Ridge Area Structure Plan (ASP)*. Stage 1 (LOC2013-0036) represents much of the Savanna neighbourhood, and Stage 2 (LOC2014-0208) represents the lands within the vicinity of the future LRT station.

The subject application proposes changes to the approved land uses within Stages 1 and 2 as shown in Figure 1.

Figure 1: Savanna Outline Plan Stage 1 and Stage 2



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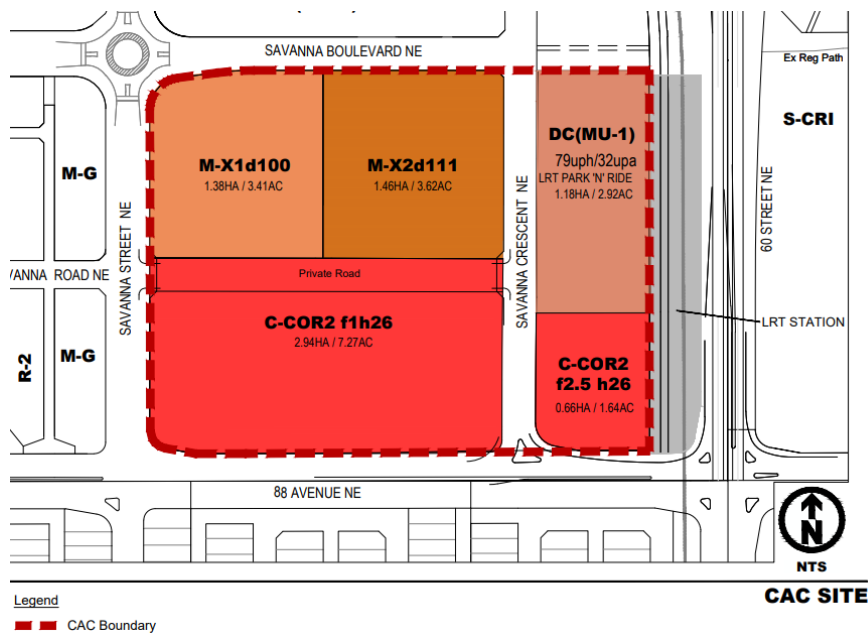
Site Context

The subject lands comprise approximately 22.00 hectares (54.36 acres) in the Savanna neighbourhood of the community of Saddle Ridge and are currently undeveloped. Stripping and grading of the lands has been completed. The Savanna neighbourhood is bounded to the north by Airport Trail, to the east by 60 Street NE, to the south by 88 Avenue NE, and to the west by Metis Trail NE.

The neighbourhood contains a broad mix of residential land uses and park spaces, with approximately 400 dwelling units constructed and occupied to date within the neighborhood. Future multi-residential land uses, and commercial land uses are located within the Community Activity Centre (CAC) located in the southeast corner of the neighbourhood, and a Neighbourhood Activity Centre (NAC) accommodating higher density residential uses and local-scale commercial uses the western portion of the neighbourhood.

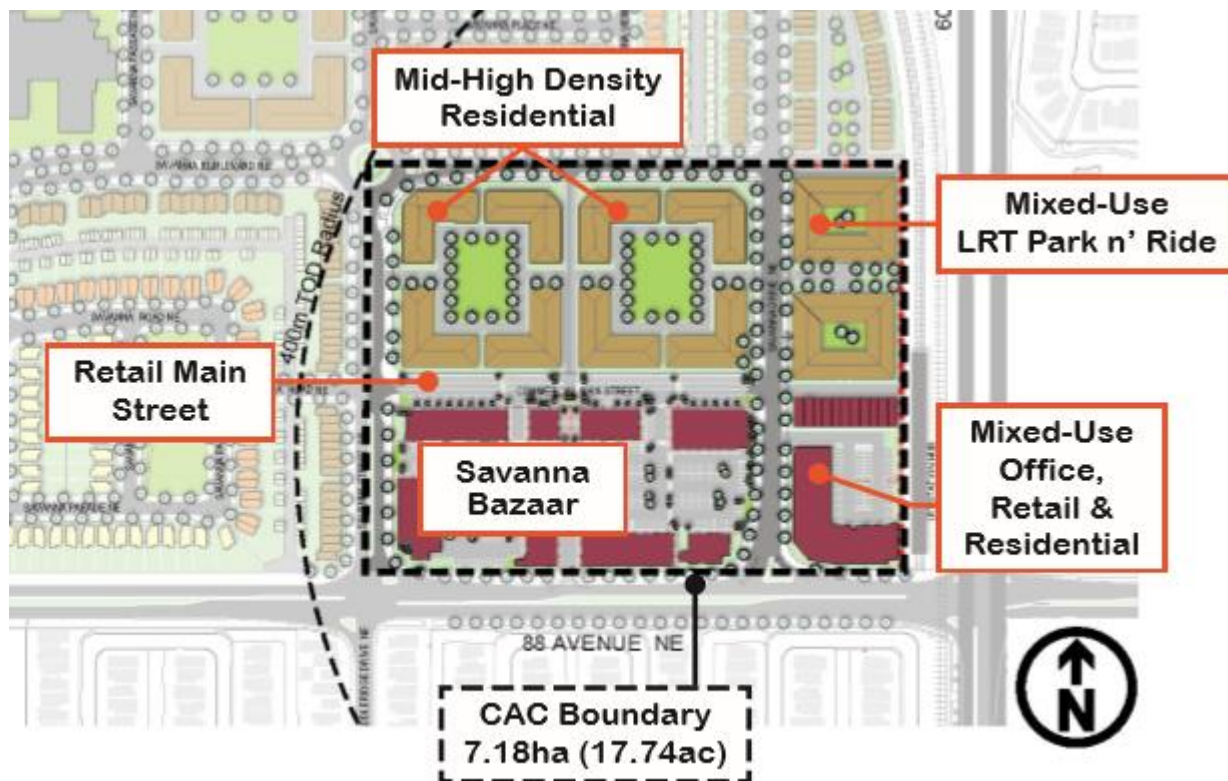
This application is subject to the policies of the *Municipal Development Plan* and the *Saddle Ridge ASP* and meets all policy requirements as detailed in the Strategic Alignment section of this report. The proposed DC Direct Control District for the future LRT Park and Ride site falls within a Community Activity Centre (CAC), as shown in Figures 2 and 3 below.

Figure 2. Savanna Community Activity Centre Land Use Districts



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Figure 3. Savanna Community Activity Centre Development Concept



Approximately 12.53 hectares (30.96 acres) of the subject lands fall within a Transit Station Planning Area, which consists of a 600-metre radius around the future LRT station, as shown in Figure 4 below. Transit Oriented Policy Guidelines apply to these lands and all applicable policies are met.

Figure 4. Transit Station Planning Area Development Concept



Approval(s): T. Goldstein concurs with this report. Author: S. Gagnon

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includes a community scale food store and a variety of small and medium format retail and office uses lining a central commercial main street, which leads from the western portions of the neighborhood to the future LRT station. The remainder of the CAC is undeveloped currently.

The LRT Park and Ride site is directly adjacent to a future LRT station to be located near 60 Street NE and 88 Avenue NE. The Park and Ride is approximately 1.51 hectares (3.74 acres) in size and is intended to accommodate a bus transit hub, as well as an approximately 200 stall surface parking lot as an interim condition, and ultimately a parking structure to accommodate approximately 600 parking stalls. Per Council's Motion Arising, the parking structure is intended to include a mix of uses and incorporate a public plaza.

Figure 5 provides population statistics for the community of Saddle Ridge.

Figure 5: Community Peak Population

Saddle Ridge	
Peak Population Year	2018
Peak Population	21,567
2018 Current Population	21,567
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2018 Civic Census

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

The applicant has indicated that there is a significant demand for multi-generational households located in this sector of the city. Such households may have a higher ratio of occupants per dwelling unit as compared to the city as a whole. The proposed land use districts can accommodate a wide range of home sizes, and the applicant has stated an intention to develop the subject lands in the R-G, R-Gm, and DC/R-Gm Districts with very large homes capable of accommodating multi-generational families. Lot sizes will be established through subdivision and unit sizes will be determined at the development permit stage.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment application, along with the associated outline plan application (Attachment 4), generally aims to accomplish two things at a land use district level. Firstly, it proposes to reduce large blocks of future multi-family development and provide for greater variety of ground-oriented residential land uses to facilitate development in alignment with the applicant's assessment of current market conditions in this sector of the city. Second, it includes a proposed DC Direct Control District to respond to Council's motion arising related to the LRT park and ride site. Although the motion arising directed Administration to bring forward a City-initiated land use redesignation, this application represented an opportunity to accomplish the intent of the direction in collaboration with the applicant.

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These applications have been evaluated in the context of applicable policies, including the *Municipal Development Plan* and *Saddle Ridge ASP*. This application responds to the applicant's assessment of current market conditions, including a strong preference for lower-density, ground-oriented residential development forms, as well as larger dwelling units that can accommodate multi-generational families. Administration requested market study information to be provided for supporting justification of the proposal; however, the Applicant did not provide this.

Planning Considerations

The proposed changes to the approved outline plan and land use districts were assessed to ensure continuing adherence to the minimum intensity targets of the *Municipal Development Plan* and *Saddle Ridge ASP* for the overall outline plan area, as well as enhanced intensities within the Community Activity Centre and Transit Station Planning Area. The DC Direct Control District for the LRT Park and Ride site is intended to facilitate a vibrant, mixed-use, pedestrian-oriented environment in support of future transit facilities and in alignment with applicable policies.

Land Use

Existing land use designations are summarized in Figure 6 below and include higher-density multi-residential districts in proximity to the future LRT station, and a range of lower density residential districts. Existing land use districts would provide approximately 951 to 1,120 dwelling units and minimum population of 2,040 people, while the proposed districts will facilitate an anticipated 604 dwelling units and population of approximately 1,607 people.

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Figure 6: Existing Land Use Districts Analysis

Existing District		Area	# Units (min-max)	Possible Housing Types
R-1s	Residential – One Dwelling	0.53 ha± (1.31 ac±)	29 - 32	Single detached dwellings.
R-1N	Residential – Narrow Parcel One Dwelling	5.15 ha± (12.73 ac±)	164 - 199	Single detached dwellings.
R-2	Residential – One / Two Dwelling	1.32 ha± (3.26 ac±)	53 – 60	Semi-detached and single detached dwellings.
R-2M	Residential – Low Density Multiple Dwelling	1.31 ha± (3.24 ac±)	71 - 78	Rowhouse, townhouse, duplex, semi-detached, and single detached dwellings.
M-1	Multi-Residential Low Profile	1.53 ha± (3.78 ac±)	76 – 94	Multi-residential development.
M-2	Multi-Residential – Medium Profile	2.7 ha± (6.67 ac±)	235 - 334	Multi-residential development.
M-X2	Multi-Residential – Medium Profile Support Commercial	1.75 ha± (4.35 ac±)	105 - 323	Multi-residential development.

Figure 7: Proposed Land Use Districts Analysis

Proposed District		Area	# Units	Possible Housing Types
R-G	Residential – Low Density Mixed Housing	8.61 ha± (21.27 ac±)	259	Cottage housing clusters, duplex, rowhouse, semi-detached and single detached dwellings.
R-Gm	Residential – Low Density Mixed Housing	0.61 ha± (1.51 ac±)	35	Cottage housing clusters, duplex, rowhouse, semidetached and single detached dwellings.
DC (R-Gm)	Residential – Low Density Mixed Housing	3.52 ha± (8.70 ac±)	206	Cottage housing clusters, duplex, rowhouse, semidetached and single detached dwellings.
M-2	Multi-Residential – Medium Profile	1.74 ha± (4.30 ac±)	104	Multi-residential development.
DC (MU-1)	Mixed Use – General	1.51 ha± (3.74 ac±)	TBD	Multi-residential development (future residential units possible, but not accounted for at this time).

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The Residential – Low Density Mixed Housing (R-G) District is intended to encourage a wide diversity of low density development forms and allow for intensification of a neighbourhood over time. Parcels designated as R-Gm District are not intended to accommodate single detached dwellings except where subdivision results in remnant single lots, where carriage house lots are added, or where single detached dwellings are planned comprehensively with a majority of attached dwelling forms.

The DC Direct Control District based on the Residential – Low Density Mixed Housing (R-Gm) District is intended to allow for low density housing in alignment with current market conditions, while limiting the amount of single detached dwellings and semi-detached dwellings. The Multi-Residential – Medium Profile (M-2) District allows multi-residential development in a variety of forms with medium height and density and is intended to be developed with townhouse-style development.

The proposed DC Direct Control District for the LRT Park and Ride site is based on the Mixed-Use – General (MU-1) District and is intended to provide for park and ride facilities, as well as enabling the future development of the site with a range of active uses in support of the transit facilities. The DC Direct Control District stipulates that development will require either surface parking facilities, or a parking structure, to accommodate future transit Park and Ride needs. The district guidelines were created in consultation with Transit Infrastructure and a design consultant based on preliminary concepts for development of the site. As development forms are uncertain and development of this site is not anticipated to proceed for many years, no units have been included in the intensity calculations.

Density

Applicable policies set targets for both density (units per hectare) and intensity (people and jobs per hectare).

The proposed land use redesignations will result in lower intensity development than the approved 2013/2014 outline plans and land use districts. Approved land use districts would require a minimum intensity of 102 people and jobs per hectare, and the proposed land use districts will achieve an anticipated intensity of 81 people and jobs per hectare. Intensity rates are calculated based on a standard rate of 3.3 people per dwelling unit; however, census data indicates that within the general area density of approximately 3.9 people per dwelling unit is typical and therefore higher intensities may be realized.

Section 4.2 of the *Saddle Ridge ASP* requires a minimum average residential density of 17.3 units per gross developable hectare. The existing approved land use districts would achieve a density of approximately 45 to 53 units per hectare, and the proposed land use districts will achieve a density of approximately 29 to 36 units per hectare. This represents an anticipated reduction of approximately 16 to 17 units per hectare, while still exceeding the minimum average residential density as outlined in the ASP.

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The *New Communities Planning Guidebook (Municipal Development Plan Volume 2)* requires a minimum intensity of 100 people and jobs per hectare within the Transit Station Planning Area, which constitutes a 600-metre radius around the future LRT station. Existing land use districts would facilitate an intensity of 106 people and jobs per hectare, and the proposed land use redesignations will facilitate an intensity of 100 people and jobs per hectare within the 600 metre radius

The *New Communities Planning Guidebook (Municipal Development Plan Volume 2)* requires that each Community Activity Centre shall achieve a minimum intensity of 150 people and jobs per gross developable hectare. This intensity is achieved by existing land use districts and will not be impacted by the proposed redesignations. No people or jobs for the future Park and Ride DC/MU-1 site are included in intensity calculations due to the long-term timeline for potential development. If the maximum intensity of the site is achieved an intensity of 269 people and jobs per gross developable hectare will be realized in the Community Activity Centre. The approved and proposed densities and intensities are compared against policy requirements in Figure 8 below.

Figure 8. Density and Intensity Requirements

	Policy	Statutory Requirement	Previously Approved (LOC2013-0036 and LOC2014-0208)	Proposed
Residential Density	Saddle Ridge ASP	17.3 units per gross developable hectare	45 – 53 units per gross developable hectare	29 – 36 units per gross developable hectare
Transit Station Planning Area Intensity	New Communities Planning Guidebook	100 people and jobs per gross developable hectare	106 people and jobs per gross developable hectare	100 people and jobs per gross developable hectare
Community Activity Centre Intensity	New Communities Planning Guidebook	150 people and jobs per gross developable hectare	206 people and jobs per gross developable hectare	206 people and jobs per gross developable hectare

Subdivision Design

The proposed outline plan (Attachment 3) includes minor reconfiguration of the approved street network which was designed to accommodate large blocks of multi-residential development, to provide a more fine-grained street network that will support lower density ground-oriented residential uses. Rear lanes for lower density uses will support a safe and attractive pedestrian realm, and a roundabout has been removed to facilitate more efficient use of land. No other

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major changes to approved infrastructure are contemplated. No Municipal Reserve or Environmental Reserve lands are included within the outline plan area with no changes being contemplated.

Environmental

Environmental concerns for the subject lands were considered during the original Savanna outline plan approved in 2014, and no further reports or investigations were required for this application.

Transportation

The associated outline plan (Attachment 4) proposes minor changes to the approved street network, including removal of a roundabout based on minor re-alignment of the collector network, and imposition of a more fine-grained street network to facilitate lower density ground-oriented residential development. Transportation is in support of the proposed changes to the street network.

Local transit service for the Savanna neighbourhood is currently provided by bus Route 59. Future LRT service to the area is planned through an extension of the Blue Line; however, this extension is unfunded, and no timeline has been established for construction. A transit hub, Park and Ride site, and future transit connection to the Calgary International Airport are intended to be co-located adjacent to the future LRT station. Administration is currently conducting preliminary design work for this infrastructure.

Utilities and Servicing

Water and sanitary servicing plans to service this area were established through the Savanna outline plan approval in 2014. The existing servicing plans are sufficient to accommodate the proposed land use changes.

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 submissions were received from the public.

The Saddle Ridge Community Association was circulated on this application and provided a letter of support (Attachment 5). The Association favours larger homes with more parking to suit the needs of multi-generational families, and more rapid build-out of the area to support local commercial uses.

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

Internal Business Units identified as stakeholders for the future LRT Park and Ride site were engaged regarding the proposed redesignation. Real Estate and Development Services and Transit Infrastructure were the primary stakeholders, with Calgary Housing as a secondary stakeholder.

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 the site, the proposal is consistent with policies on Land Use Patterns (Section 8.14).

Interim Growth Plan (2018)

The proposed outline plan and land use amendment 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 (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 provides detailed guidance for the review of planning applications.

A portion of the subject lands fall within the Transit Station Planning Area of the future LRT Station to be located at 60 Street NE and 88 Avenue NE. A Transit Station Planning Area includes lands located within a 600-metre radius of an LRT station and is intended to develop in alignment with the Transit Oriented Development Guidelines, as detailed below. The proposed land use redesignations are aligned with applicable policies for Transit Station Planning Areas and achieves the minimum intensity requirement of 100 people and jobs per gross developable hectare.

The future LRT Park and Ride site is located within a Community Activity Centre, which is defined as an area of moderate job and population growth convenient to one or more communities and supported by the Primary Transit Network. The proposed DC Direct Control District for the Park and Ride site will facilitate higher intensity and a broad mix of uses, in support of existing land use districts that facilitate higher density multi-residential development and a range of commercial uses in the future. Community Activity Centres must achieve a

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minimum intensity of 150 people and jobs per gross developable hectare, and this intensity is achieved by the existing land use districts.

Saddle Ridge Area Structure Plan (Statutory - Updated 2015)

The subject site is located within the Cell E Planning Area on Map 5 of the *Saddle Ridge ASP* and is identified as Residential on the Land Use Plan depicted in Map 6. Overall, Cell E has been designed in accordance with the Cell E residential policies. Of relevance to this application, a minimum average residential density of 20 units per hectare is required across Cell E. The proposed land use redesignation and associated outline plan serves to lower the density of this portion of the Savanna neighbourhood but will achieve an anticipated density of 29.2 units per hectare, well in excess of the requirements of the ASP.

The future LRT Park and Ride site falls within a Community Activity Centre, which is intended to provide a mix of residential and commercial uses along with an appropriate amount of amenity space. A block-based network of interconnected streets is intended to provide walkability and a cycle-friendly environment. The policy requirements of the Community Activity Centre are achieved through the existing outline plan and land use districts, and the proposed DC Direct Control District will further enhance the area through allowance of a broad mix of uses and facilitation of a public transit plaza.

The outline plan area falls within the Transit Station Planning Area (TSPA), which comprises a 600 metre radius around the future LRT station. Development within the TSPA should be in accordance with the City's Transit Oriented Development Policy Guidelines.

Transit Oriented Development Policy Guidelines (Non-statutory - 2005)

The guidelines provide direction for development of areas within 600 metres of a Transit Station, and encourages higher density, walkable, mixed-use environments in order to optimize use of transit infrastructure, create mobility options, and benefit local communities and transit riders. While the existing outline plan and land use districts provide higher densities, which are better aligned transit-oriented development guidelines, the proposed land use redesignations and associated outline plan will continue to provide appropriate land uses, density, and pedestrian connectivity. The modified grid street network provides for a high degree of connectivity and will support active transportation modes. The proposed DC Direct Control District for the Park and Ride site is intended to facilitate a vibrant, active, mixed-use node adjacent to the future LRT station.

Policy and Land Use Analysis Summary

The approved outline plans and land use designations are fully aligned with applicable policies and would support a dense, vibrant, and transit-supportive urban environment. The proposed outline plan and land use changes are less supportive of the original vision for the area and may reduce the ridership base in the interim and until the full build-out of the Park and Ride site occurs for the planned LRT extension. The proposed changes are intended to respond to current market conditions including strong demand for lower density housing forms and will

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continue to meet minimum targets for intensity and density. While intensity and density projections suggest a reduction, the applicant has indicated that the anticipated development forms will house multi-generational families at substantially higher occupancy rates than are typically observed city-wide.

Social, Environmental, Economic (External)

The recommended land use framework will provide for a mix and intensity of uses that supports near-term development. Changes to the approved outline plans and existing land uses represent a less intense use of land and infrastructure by reducing potential people and jobs; however, the proposal continues to meet or exceed all required density and intensity targets and is in alignment with applicable policies. The proposed land use districts are intended to facilitate the development of large homes capable of serving multi-generational households, which is an underserved housing typology in new greenfield communities. This would allow for greater housing choice and variety within the Savanna neighbourhood, thus contributing to a complete community with a diversity of housing forms.

Financial Capacity

Current and Future Operating Budget

A business case for operation and maintenance of the future park and ride facilities will be made once funding for the planned LRT extension is approved.

Current and Future Capital Budget

Section 644 (Acquisition of land designated for a public use) of the *Municipal Government Act* may be triggered by this redesignation. This section would require the City to commence proceedings to acquire the future Park and Ride site within a reasonable time. Administration is currently in the process of developing a business case for acquisition of the lands.

Risk Assessment

Redesignation of the future LRT Park and Ride site from S-CRI to DC Direct Control District based on an MU-1 base district at this point in time will render the lands available for development before they are owned by The City. Currently there are no City funds allocated for the purchase of these lands. The proposed DC Direct Control district allows for a broader range of development than the current land use, which has a low risk potential for development of the land in a way that may not align with how the City intends to develop in the future.

In this regard, a Development Restriction section has been included in the proposed DC in an effort to mitigate this risk; however, uses beyond what The City would prefer to have on the land prior to its ownership will still be possible. This risk is further mitigated though a number of factors. The City is the Development Authority for the subject lands, a purchase agreement to be entered into between The City and the landowner is required prior to subdivision, and the

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City and the area developer have maintained a mutual understanding and a good relationship in developing these lands.

The proposed DC Direct Control District fulfills the intent of Council's direction for this site, as it allows for a broader range of development than the current land use district, and is based on preliminary development concepts which have been developed by The City's stakeholder team. Risks are mitigated through the DC Direct Control Bylaw and the associated approval roles The City maintains on these lands.

REASON(S) FOR RECOMMENDATION(S):

Administration has worked with the applicant to help mitigate some of the concerns associated with the amendments and associated reduction of density on lands in proximity to a future LRT station. The outcomes are positive for both the Applicant and The City through the provision of varied housing choice and continuing to meet all required density and intensity targets in the Transit Station Planning Area. As such, this application is supported because:

- a) the recommended land use redesignations are consistent with the applicable policies of the *Municipal Development Plan* and the *Saddle Ridge Area Structure Plan*;
- b) the proposal will facilitate the development of ground-oriented residential uses which will contribute to the vibrancy of the area and respond to unique housing needs in this sector of the city; and
- c) the mix of uses and minimum intensity requirements of the Community Activity Centre and Transit Station Planning Area shall be achieved through the existing and proposed land use districts.

The DC Direct Control District responds to Council's Motion Arising regarding the future LRT station Park and Ride site and will facilitate vibrant mixed-use development in accordance with *Transit Oriented Development Policy Guidelines*.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Direct Control District Guidelines (DC/R-Gm)
3. Proposed Direct Control District Guidelines (DC/MU-1)
4. Proposed Outline Plan
5. Previously Approved Outline Plan
6. Saddle Ridge Community Association's Letter