

Planning & Development Report to
Calgary Planning Commission
2019 April 18

ISC: UNRESTRICTED
CPC2019-0318

Outline Plan in Saddle Ridge (Ward 5) at 9320 - 52 Street NE, LOC2018-0170 (OP)

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on 2018 July 25 on behalf of the landowner Genstar Titleco Limited. This outline plan proposes minor amendments to approved outline plans within a 7.73 hectare \pm (19.10 acres \pm) area of the Savanna neighbourhood in the northeast community of Saddle Ridge. This proposal is intended to:

- provide more flexible land use districts to accommodate the housing needs in this sector of the city and to respond to existing market conditions; and
- provide minor modifications to the street network to facilitate lower density, ground-oriented development.

The proposed outline plan and associated land use application (CPC2019-0317) meets the minimum targets of the *Municipal Development Plan* and the *Saddle Ridge Area Structure Plan*.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commissions **APPROVE** the proposed outline plan located at 9320 – 52 Street NE (Portion of NW1/4 Section 14-25-29-4) to subdivide 7.73 hectares \pm (19.10 acres \pm) with conditions (Attachment 2).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted 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*. Stage 1 (LOC2013-0036) represents the majority of the Savanna neighbourhood, and Stage 2 (LOC2014-0208) represents the lands within the vicinity of the future Light Rail Transit station.

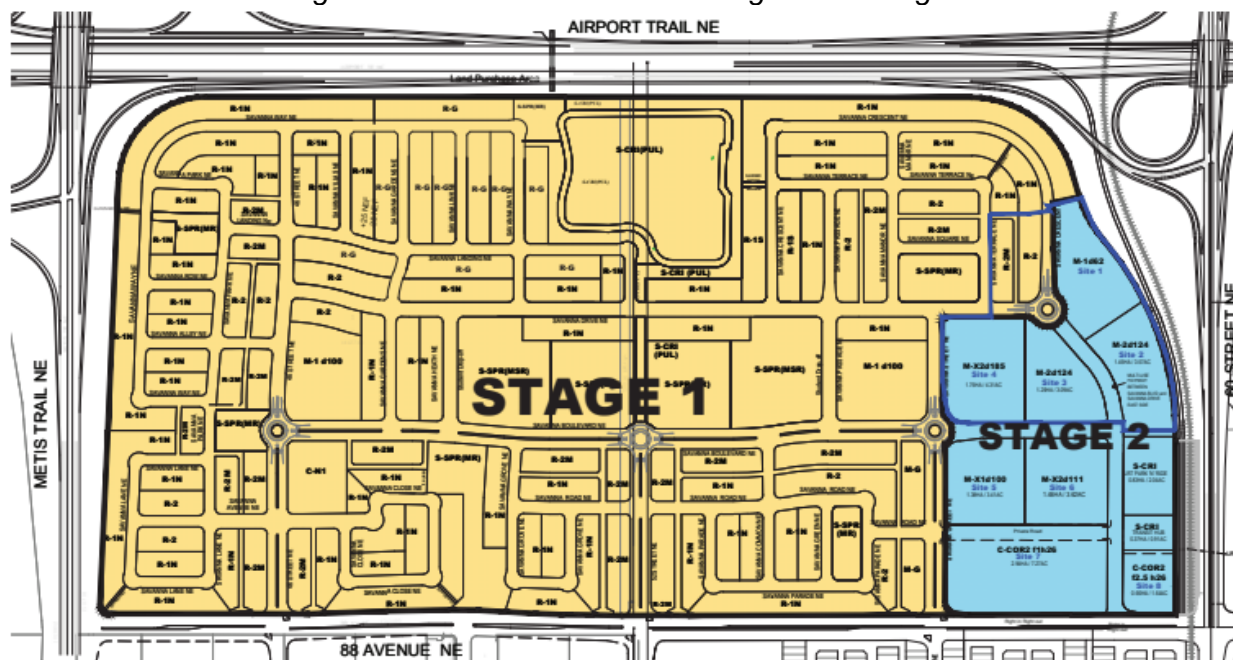
The subject application proposes changes to the approved outline plan and land uses within Stages 1 and 2 as shown in Figure 1 below.

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Figure 1: Savanna Outline Plan Stage 1 and Stage 2



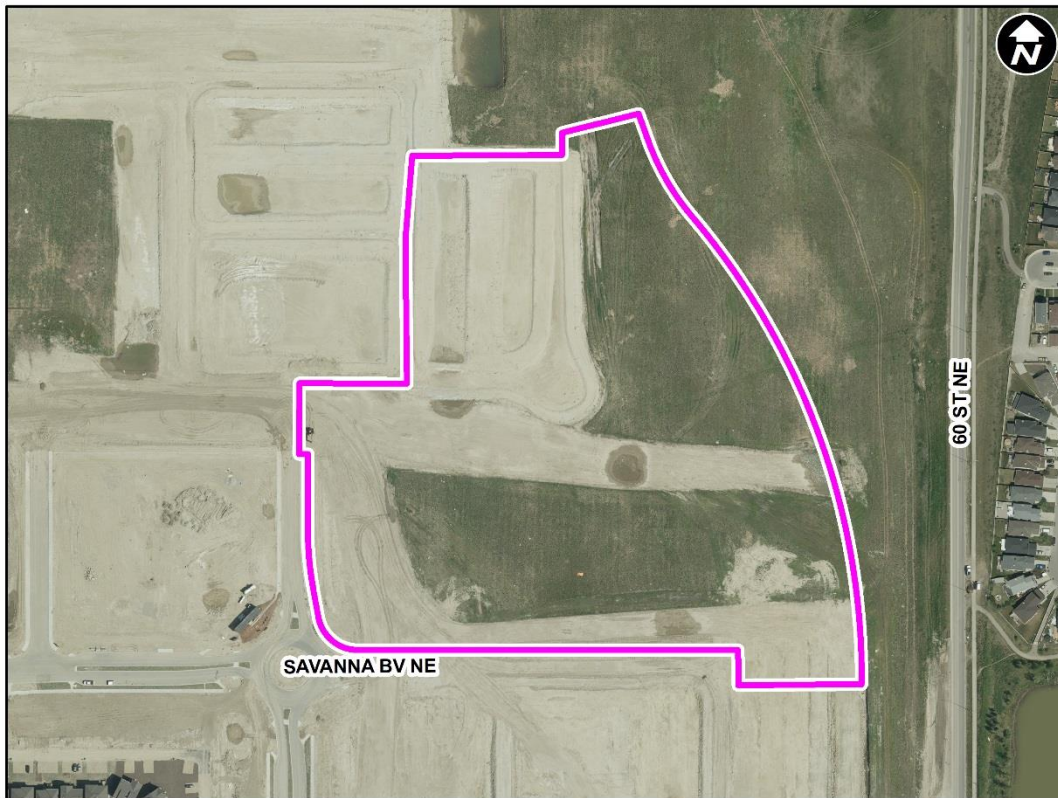
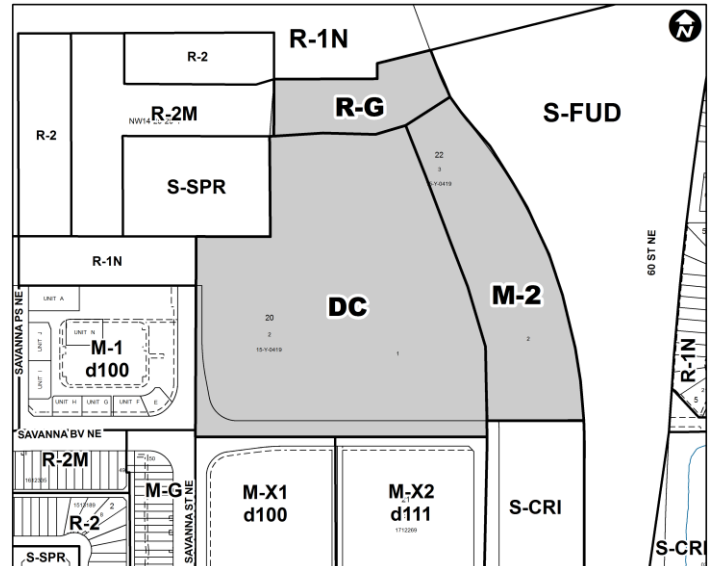
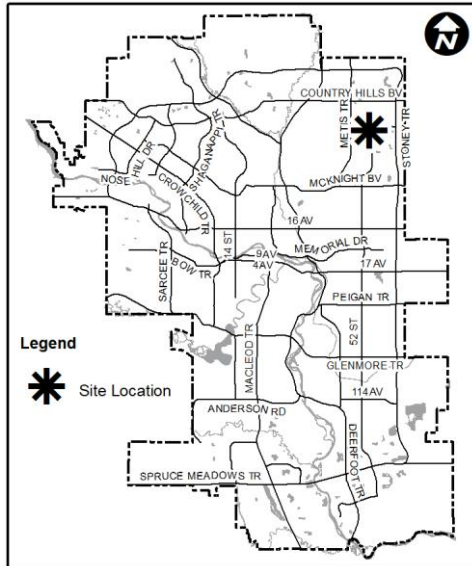
The associated land use application (CPC2019-0317) incorporates additional lands outside of the outline plan amendments being proposed, including a future LRT Park and Ride site located adjacent to 60 Street NE.

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Location Maps



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Site Context

The subject lands comprise approximately 7.73 hectares (19.10 acres) in 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 is located in the western portion of the neighbourhood.

Figure 2 provides population statistics for the community of Saddle Ridge.

Figure 2: 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. For example, census data for this sector of the city indicates that there are on average approximately 3.9 people per dwelling unit (compared to a city wide average of 3.3 people per dwelling unit).

The proposed land use districts are capable of accommodating a wide range of home sizes, and the applicant has stated an intention to develop the subject lands 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.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

This outline plan (Attachment 3), along with the associated land use amendment application (CPC2019-0317), proposes to reduce potential density and provide for greater variety of ground-oriented residential land uses in order to facilitate development in alignment with the applicant's assessment of current market conditions in this sector of the city. Minor amendments to the proposed street network will support ground-oriented housing forms and a pedestrian-friendly environment within a Transit Station Planning Area.

Planning Considerations

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

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

Land Use

The associated land use amendment application (CPC2019-0317) proposes to redesignate to the Multi-Residential – Medium Profile (M-2) District, Residential – Low Density Mixed Housing (R-G), Residential – Low Density Mixed Housing (R-Gm) District, and a DC Direct Control District based on the R-Gm District that limits single and semi-detached housing within certain areas of the Transit Station Planning Area. The proposed land use districts will allow the development of lower density product (primarily semi-detached dwellings, rowhouses, and townhouses) in alignment with current market conditions. Additional land use redesignations outside of the outline plan boundary similarly propose to facilitate lower density ground-oriented uses. Also proposed is redesignation of the future LRT Park and Ride site to a DC Direct Control District based on the Mixed Use – General (MU-1) District in order to facilitate mixed-use development in addition to transit infrastructure uses.

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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 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. The proposed outline plan represents a smaller area than the associated land use redesignation application, and therefore the intensity rates indicated in the land use redesignation report will differ. 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 Area Structure Plan* requires a minimum average residential density of 17.3 units per gross developable hectare. The existing approved land use districts will achieve a density of approximately 45-53 units per hectare, and the proposed land use districts will achieve a density of approximately 29-36 units per hectare. This represents an anticipated reduction of approximately 16-17 units per hectare, while still exceeding the minimum average residential density.

The *Municipal Development Plan* 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.

Environmental

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

Information on proposed building specifications in regards to energy performance were requested from the applicant but are not available at this time.

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.

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 collocated adjacent to the future LRT station.

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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 6). 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.

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 & Development Services and Transit Infrastructure were the primary stakeholders.

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 are in keeping with the principles of the *Interim Growth Plan*, which promotes efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

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Municipal Development Plan (Statutory - 2009)

Map 1: Urban Structure of the *Municipal Development Plan* (MDP) identifies the subject lands as a Planned Greenfield Area subject to an Area Structure Plan. Section 3.6.1 of the MDP directs that the applicable Area Structure Plan (*Saddle Ridge ASP*) provides detailed guidance for the review of planning applications.

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 development 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.

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 Area Structure Plan* (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 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 than the proposed amendments, the proposed outline plan and land use redesignations will continue to provide appropriate land uses, density, and pedestrian connectivity.

Policy and Land Use Analysis Summary

The proposed land use changes associated with the outline plan are less supportive of the overall transit oriented development vision The City has (which is high density, street oriented, mixed use development forms – which all contribute to walkability and vibrancy). However, the lands are outside of the CAC area, the proposed changes continue to meet minimum density and intensity policy targets while responding to current local market conditions in this sector of The City, and new lanes in the area will contribute to maintaining a walkable neighbourhood.

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While intensity and density projections represent reductions, 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. The associated revised outline plan, street layouts and land use designations are fully aligned with applicable policies and would support continued build out of this area as a dense, vibrant, walkable, and transit-supportive urban environment.

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 represents a less intense use of land and infrastructure by reducing potential population and jobs; however, the proposal continues to meet or exceed all required density and intensity targets and is in alignment with applicable policies.

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 amendments do not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

Risk Assessment

There are some notable concerns with downzoning applications in a Transit Station Planning Area; however, the appropriate land use and planning framework to arrive at a successful neighborhood design outcome is maintained with this application, these being: minimum policy density and intensity targets are achieved; a block based grid pattern ensuring walkability is maintained; and the appropriate mix of uses and intensity of the CAC is maintained through existing approvals and land uses.

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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 seen as 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 and varied housing mix of the area, responding to unique housing needs in this sector of the city; and
- c) the mix of uses and minimum intensity requirements of the Transit Station Planning Area shall be achieved through the existing and proposed land use districts.

ATTACHMENT(S)

- 1. Applicant's Submission
- 2. Conditions of Approval
- 3. Proposed Outline Plan
- 4. Proposed Land Use District Map
- 5. Subdivision Data Sheet
- 6. Saddle Ridge Community Association's Letter