

Planning & Development Report to
Calgary Planning Commission
2019 May 16

ISC: UNRESTRICTED
CPC2019-0524

Outline Plan in West Springs (Ward 6) at multiple addresses, LOC2017-0188(OP)

EXECUTIVE SUMMARY

This outline plan application was submitted by IBI Group on behalf of 2116162 Alberta Ltd (Brawn Community Trust) on 2017 July 04. The application proposes an outline plan for 13.53 hectares \pm (33.43 acres \pm) in the community of West Springs to provide:

- a framework for the future subdivision and development of an urban infill development with a range of residential, mixed use and commercial forms;
- a network of new public streets and infrastructure to serve the future development in the plan area and the existing community;
- the preservation of 1.14 hectares for an existing ravine, drainage course and associated sloped and vegetated buffer through dedication as Environmental Reserve (ER); and
- a network of 2.64 hectares for publicly accessible trails and open space within an existing aspen tree stand to be protected through dedication as Conservation Reserve (CR).

The proposal is supported by the objectives of the *Municipal Development Plan* (MDP). The outline plan and associated land use framework strikes an appropriate balance between competing municipal objectives which seek to preserve areas of environmental significance while intensifying our established urban areas. The applications will also enable a development that helps meet the housing needs of various household sizes, lifestyles, ages and income levels, and provides for appropriate densities to support transit service and usage within the established neighbourhood of West Springs.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan located at 1166 Wentworth View SW, 1127 – 85 Street SW, and 8888 – 12 Avenue SW (Plan 0214183, Block 14, Lot 75; Plan 6160HF, Block C) to subdivide 13.53 hectares \pm (33.43 acres \pm) with conditions (Attachment 1).

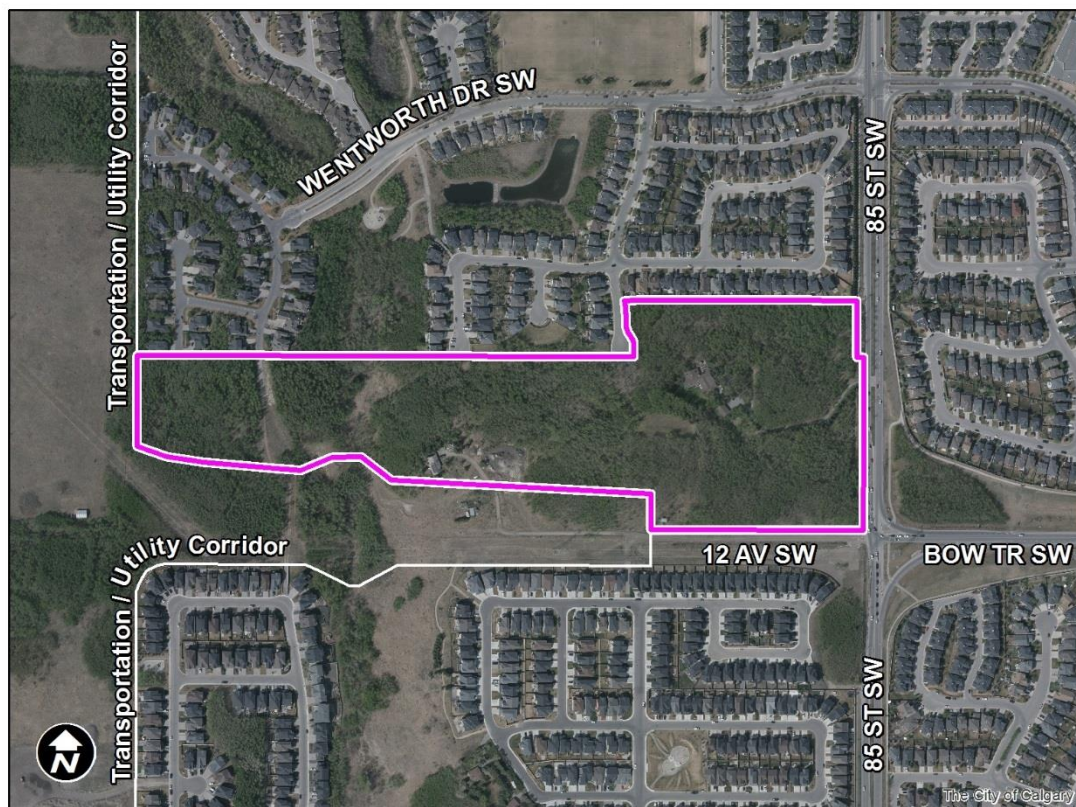
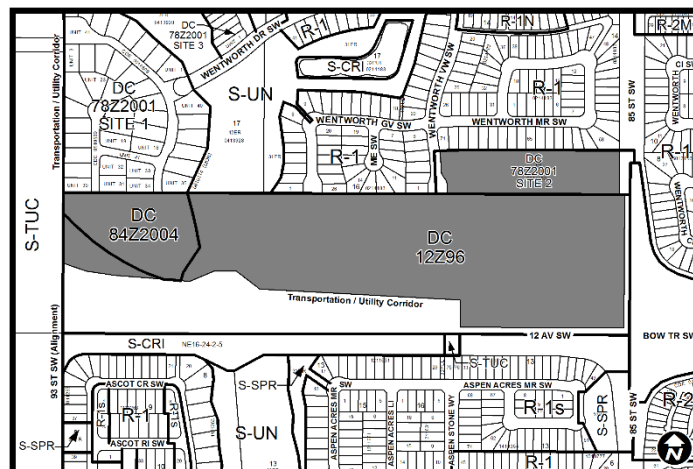
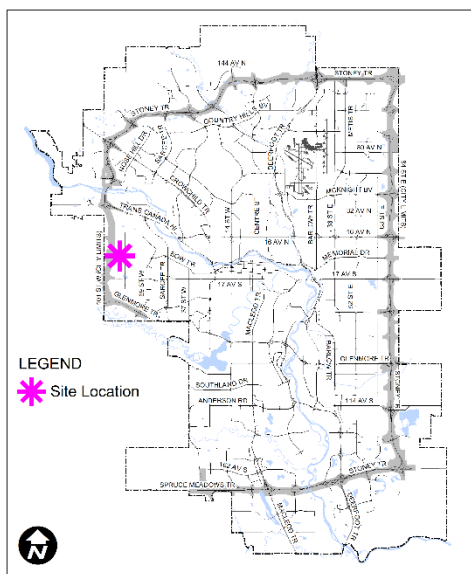
PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by IBI group on 2017 July 04 on behalf of 2116162 Alberta Ltd (Brawn Community Trust). As noted in the Applicant's Submission (Attachment 3), this outline plan application is accompanied by a mapping amendment to the *West Springs Area Structure Plan* (ASP) and a land use redesignation on today's agenda (CP2019-0523) that will allow for development providing a range of new housing types to meet the needs of various household sizes, ages, lifestyles and income levels in West Springs.

Location Maps



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Site Context

The subject site is approximately 13.53 hectares (33.43 acres) in size and is located in the developed community of West Springs. The site is an irregular rectangle in shape and is bounded by existing low-density residential development to the north, 85 Street SW to the east, Bow Trail SW the south and the future West Ring Road extension of the Stoney Trail Transportation and Utility corridor to the west.

As identified in Figure 1, the community of West Springs reached peak population in 2018.

Figure 1: Community Peak Population

West Springs	
Peak Population Year	2018
Peak Population	10,495
2018 Current Population	10,495
Difference in Population (Number)	-
Difference in Population (Percent)	-

Source: *The City of Calgary 2018 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed outline plan (Attachment 2) and associated land use framework (Attachment 4) will enable a large-scale infill development that includes a range of housing types, mixed-use, and commercial building forms on an undeveloped site in an established community. The following analysis considers the appropriateness of the proposed community design, range of uses and intensities in the context of relevant policy, sound planning principles and local citizen interests.

Planning Considerations

Subdivision Design

The proposed outline plan (Attachment 2) comprises approximately 13.53 hectares (33.43 acres) of land. It provides a framework for subdivision and development that seeks to enable medium density residential infill development in a manner that complements the existing community of West Springs. The plan provides for a mix of housing types including older adult multi-residential housing, single and semi-detached dwellings and support medical and commercial uses. Overall, the plan anticipates the provision of 520 new residential units to accommodate approximately 800 new residents and approximately 260 new jobs.

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Street Network

The proposed street network includes an all-turns access/egress from 85 Street SW and a right-in/right-out access/egress from Bow Trail SW. On the north end of the plan area, extensions to Wentworth Grove SW and Wentworth View SW are proposed to complete the existing street network and round out the existing low density residential development. On the west side of the ravine, a southward extension of Wentwillow Lane SW (a private bareland condominium road) is proposed to complete the development cell in that area (includes 40 existing dwelling units).

As part of the City's Bow Trail SW Widening and Intersection Improvements project and in conjunction with the West Ring Road project, The City is working with the landowner to construct the long-term buildout requirements for the portions of 85 Street SW and Bow Trail SW that are adjacent to the site. This work is anticipated to be completed this year.

Open Space and Pathways

Open space is primarily provided to preserve the existing ravine and extensive Aspen Woodland located on the property. The Municipal Reserve (MR), 0.87 hectares (2.14 acres), was pre-dedicated from a 2001 development (LOC2001-0037), therefore there is no MR obligation within this outline plan area.

Environmental Reserve (ER), totaling 1.14 hectares (2.82 acres), protects the existing ravine which is part of a larger ravine network to the north and south and will contribute to protection of a comprehensive ravine network. Conservation Reserve (CR) totaling 2.64 hectares (6.44 acres) preserves a portion of the Aspen Woodland and also provides a buffer for the development to the north. As identified within the Municipal Government Act, CR is used to protect and conserve lands that are environmentally significant and do not qualify as ER. Additionally, tree preservation zones are located within some of the proposed residential area to enable further tree protection.

Local pathways and trails are provided through ER and CR to provide linkages throughout the outline plan area. A north to south Regional Pathway within the ravine completes a link that is already established to the north. The proposed ER/CR combination provides a naturalized and connected open space system.

Land Use

The subject site is currently designated with two DC Direct Control Districts, based on the R-1 Residential Single Detached District of Bylaw 2P80, with varying development guidelines.

The proposed outline plan includes a variety of residential land use districts to accommodate a range of housing forms. In some instances, multiple residential districts have been included within a single block. This configuration will help to ensure a mix of housing types within each block, and considers the block-specific context to place taller buildings in a manner that frames higher-order streets in the plan area. This configuration also serves to place higher densities closer to transit and provides maximum separation from existing residential dwellings to the north.

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Proposed residential, mixed use and commercial land use districts include:

- DC based on Residential – One Dwelling (R-1) District:
R-1 is a low-density residential district that is primarily for single detached dwellings. A total of 8 units are anticipated in this district.
- DC based on Residential – One / Two Dwelling (R-2) District:
R-2 is a low-density residential district that is primarily for semi-detached dwellings. In this instance, the applicant is proposing duplex and townhouse-like homes designed for active seniors. A total of 11 units are anticipated in this district.
- DC based on Multi-Residential – High Density Low Rise (M-H1) District:
M-H1 is a multi-residential district that is primarily for 4 to 8 storey multi-residential buildings that may include commercial storefronts. In this instance, the applicant is proposing 6 to 8 storeys oriented towards older adult housing and seniors care with support medical uses at grade. A total of 255 units are anticipated in this district.
- Mixed Use - General (MU-1) Districts with heights from 16 metres to 28 metres:
M-U1 is a mixed use district that allows for a mix of residential and commercial uses in the same building while responding to local area context with varying building heights. In this instance, proposed height is 4 to 8 storeys. A total of 209 units are anticipated in these districts.
- Commercial – Corridor 2 f2.5h28 (C-COR2 f2.5h28) District:
C-COR2 is a commercial district that also provides opportunities for residential and office uses above grade. In this instance, height is up to 8 storeys. A total of 23 units are anticipated in this district.

Also included in the proposed outline plan are a range of open spaces that are intended to provide for a mix of environmental reserve land, active open spaces such as parks and pathways, and public utilities. The following land use districts have been applied to those areas:

- Special Purpose – City and Regional Infrastructure (S-CRI) District:
The S-CRI District is primarily for infrastructure and utility facilities.
- Special Purpose – Urban Nature (S-UN) District:
The S-UN District is for lands that are to be retained in their natural state or are being rehabilitated to replicate a natural state.
- Special Purpose – School, Park and Community Reserve (S-SPR) District:
The S-SPR District is for public parks, open space, schools and recreation facilities on land designated as 'reserve land' under the Municipal Government Act.

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Table 1: Proposed Land Uses

Land Use Districts	Hectares	Acres	% of Gross Developable Area
Residential			
DC (R-1)	0.79	1.95	6.0%
R-1	0.58	1.43	5.0%
DC (R-2)	0.99	2.45	7.0%
DC (M-H1)	2.47	6.10	18.0%
MU-1f4.0h28	1.20	2.96	9.0%
MU-1f2.5h20	0.54	1.33	4.0%
MU-1f2.5h16	0.34	0.72	3.0%
Commercial			
C-COR2f2.5h28	0.29	0.72	2.0%
Open Space and Reserve			
ER	1.14	2.82	8.0%
CR	2.61	6.44	19.0 %
MR (Non-Credit)	0.04	0.09	0.5%
Public Utilities and Roads			
Public Utility Lot	0.19	0.47	1.0%
Roads	2.35	5.81	17%

Density

The *Municipal Development Plan* provides broad direction for the consideration of appropriate densities within existing developed residential areas. In the absence of a specific local area plan, as is the case for the subject site, the MDP serves as the primary guiding framework. Section 2.2 of the MDP provides broad policy direction related to shaping a more compact urban form in Calgary. Future growth in developed areas is to foster a more efficient use of land and support the creation of complete communities. Table 2 provides an overview of the densities and intensities, based on the outline plan statistics, which would be accommodated/enabled by the outline plan and associated land use changes.

Table 2: Anticipated Density and Intensity

District	Area (ha)	Max. units (#)	Ant. units (#)
DC (R-1)	0.79	8	8
R-1	0.58	11	9
DC (R-2)	0.99	16	16
DC (M-H1)	2.47	600	255
MU-1f4.0h28	1.20	330	97
MU-1f2.5h20	0.54	77	116
MU-1f2.5h16	0.34	44	35
C-COR2f2.5h28	0.29	116	77
Units per hectare	-	166.94 UPH	85.13 UPH
People and Jobs per hectare	-	305 p&j/ha	119 p&j/ha

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Environmental

The City's Environmental and Safety Management group reviewed the application. No concerns were noted with regard to the site's suitability to accommodate residential and commercial development.

Transportation

Due to the nature of the proposed and existing land uses, the proposed street network is discontinuous and simplified over a traditional grid network. Active modes are further supported through additional infrastructure (pathways and sidewalks) throughout the plan area. The combination of the street network, pathways and park space provides opportunities for pedestrians and cyclists to enjoy good connectivity within and around the plan area.

A Traffic Impact Assessment (TIA) was produced for this site to evaluate impacts to active modes, transit and vehicles from the proposed development. With the addition of pedestrian and cycling facilities, proposed transit stop locations and completion of upgrades to Bow Trail SW and 85 Street SW, the proposed application completes missing transportation links and is well serviced by the transportation network.

Utilities and Servicing

Storm servicing for the east side of the plan area will be provided via a connection to existing infrastructure north of the plan area at Wentworth Grove SW which connects to the existing Wentworth Pond. A new outfall will be constructed as part of this application to accommodate the ultimate scenario for the Wentworth Pond which is currently operated under interim conditions. Storm servicing for the west side of the plan area, within the proposed bareland condo, will comprise of private storm lines within the private roadway which will connect to existing private utilities. An approved Staged Master Drainage Plan will be required prior to approval of any tentative plans or development permits within the plan area.

Sanitary servicing for the east side of the plan area will be provided via a connection to an existing sanitary line at 85 Street SW near Strathlea CM SW. Sanitary servicing for the proposed R-1 site at Wentworth View SW will be provided via existing infrastructure located within Wentworth View SW. Sanitary servicing for the west side of the plan area, within the proposed bareland condo, will comprise of private utilities within the private roadway which will connect to existing private utilities.

Water servicing for the east side of the plan area as well as the proposed R-1 site at Wentworth View SW will be provided via separate connections to an existing water line at 85 Street SW and Welcome Way SW, and 85 Street SW and Bow Trail SW. Water servicing for the west side of the plan area, within the proposed bareland condo, will comprise of private utilities within the private roadway which will connect to existing private utilities.

Further servicing details for the plan area will be resolved at the tentative plan/development permit stages.

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Stakeholder Engagement, Research and Communication

Communications

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

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

Applicant-Led Outreach

Prior to submission of the formal outline plan and land use application, IBI Group conducted their own public engagement program, which continued while the application was under review by Administration. The primary objective of their program was to introduce the development concept and receive feedback from the public. The following provides an overview of the engagement approach employed:

Applicant-Led Outreach Program Overview:

- multiple direct meetings in 2017 and 2018 with the West Springs/Cougar Ridge Community Association, Willows of Wentworth Condominium Corporation, and a group of concerned Wentworth residents;
- open House held in June 2017;
- project website; and
- periodic email updates to subscribers.

City-Led Outreach

In keeping with Administration's standard practices, stakeholders were given the opportunity to comment online through the Planning and Development Map or by contacting the planner directly by mail, phone or email. City communications also included a City-led engagement program including in-person sessions and online engagement. The City-led program was developed in close coordination with the Administrative team who led the amendments to the *West Springs ASP* as part of the Mixed Use area work approved by Council 2018 February 20.

Over the course of the phased engagement program for the *West Springs ASP* amendment (during which this land use and outline plan application was presented on several occasions), Administration engaged with 1,017 people (not including the final information sessions), at six in-person events and through two separate online opportunities and collected a total of 2,503 comments and ideas. Overall, there was a high level of interest in the proposed application and a wide range of input was received from the community throughout the engagement program.

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Two in-person information sessions to share the final amendments, a summary of what has changed, a summary of engagement on the ASP amendment (and active applications including LOC2017-0188) were held on 2018 December 05 and 06 at the Calgary French and International School.

The application was circulated to the West Springs/Cougar Ridge Community Association and no comments were received by Administration.

Administration received approximately 83 comments with concerns from adjacent landowners during the review of this application. A summary of perceived concerns includes:

- specific to the proposed DC Districts based on R-1 and R-2 Districts, ensuring the new phase matches the existing bareland condominium look and feel;
- increased traffic;
- negative impacts due to increased density in the area;
- negative impact to property values;
- noise pollution;
- decrease in air quality;
- negative impacts to existing schools, soccer fields and churches in the area; and
- removal of existing trees and vegetation.

Administration also received 19 comments in support of the proposed application. A summary of the support includes:

- positive impact to the community;
- provides seniors age-in-place living;
- accessibility of pathways that tie into existing community;
- maintaining a significant number of existing trees and vegetation; and
- additional neighbourhood commercial uses in close proximity

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 and outline plan builds on the principles of the *Interim Growth Plan* by means of promoting 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 MDP identifies the subject lands as a Developed – Established Area.

The outline plan and supporting land use framework are supported by a range of key directions and planning objectives outlined in the MDP. Specifically, it will achieve the following:

- incorporates appropriate densities and a mix of land uses creating a more compact urban form to help reduce the rate of outward growth;
- helps support city-wide goals of achieving a balance of growth between established and greenfield communities;
- increases the range of housing choices, in terms of the mix of housing sizes and types to meet affordability, accessibility, life cycle and lifestyle needs of different groups in West Springs and southwest Calgary;
- optimizes the use of existing City infrastructure and services;
- provides a distinctive visual identity through a purposefully configured built form, open space network and retention of existing topography that will contribute to a “sense of place” and complement the character of West Springs;
- integrates natural features of the existing landscape (i.e. an existing ravine, drainage course and vegetated buffer as an Environmental Reserve) into the design of urban development with improved tie-ins into existing parks, pathways and infrastructure; and
- provides for an appropriate transition of development intensity, uses and built form between surrounding residential areas and new more intensive multi-residential and support commercial uses.

West Springs Area Structure Plan (Statutory – 2018)

The subject site is identified in the *West Springs ASP* as Low Density Infill on Map 2: Land use Concept. The proposal represents a modest increase in density and allows for a range of building types that have the ability to be compatible with the established building form of the existing neighbourhood. Though a minor amendment to the ASP is required, the proposal generally meets the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Social, Environmental, Economic (External)

The recommended land use allows for a wider range of housing types and support commercial uses than the existing Direct Control Districts and as such, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics.

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

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with applicable policies of the Municipal Development Plan and the West Springs Area Structure Plan, as amended. The proposal represents an appropriate density increase and allows for development that is compatible with the character of the existing neighbourhood.

The plan supports the intensification of established residential areas and optimizing existing infrastructure with the preservation of significant environmental features. The land use introduces a network of new parks and open spaces that provide connections to the existing neighbourhood. Through the dedication of credit and non-credit reserve lands it will also introduce new publicly accessible amenities for existing and new residents to enjoy on what has historically been a private site.

ATTACHMENT(S)

1. Conditions of Approval
2. Proposed Outline Plan
3. Applicant's Submission
4. Proposed Land Use Districts
5. Subdivision Data Sheet