

Planning & Development Report to
Calgary Planning Commission
2019 June 20

ISC: UNRESTRICTED
CPC2019-0772

Outline Plan in Residual Sub-Area 02L (Ward 2) at 2000 - 144 Avenue NW, LOC2017-0311(OP)

EXECUTIVE SUMMARY

This application was submitted 2017 October 17 by Stantec Architecture on behalf of the landowner Evans Land Development Corp. This application proposes a framework for the future subdivision and development of approximately 64.81 hectares \pm (160.15 acres \pm) of undeveloped greenfield area in the north community of Residual Sub-Area 02L. This application provides for:

- a variety of housing forms, a neighbourhood activity centre, and a future high school site;
- a network of streets and pathways connecting the neighbourhood to amenities, open space features and future development within the Area Structure Plan area;
- an anticipated 1,022 dwelling units within low density housing forms such as single and semi-detached dwellings and rowhouse forms up to 12 metres in height (R-G and R-Gm);
- an anticipated 83 dwelling units within multi-residential housing forms such as apartment and townhouses up to 14 metres in height (M-1);
- an anticipated 54 dwelling units with main floor commercial space adjacent to and supportive of the Neighbourhood Activity Centre public open space (M-X1);
- approximately 2.20 hectares of Municipal Reserve (MR) for public open space, neighbourhood parks, and pathways (S-SPR);
- approximately 8.25 hectares of Municipal School Reserve (MSR) for a future high school site with sports fields (S-SPR);
- approximately 2.90 hectares of Environmental Reserve (ER) for the protection of ecologically sensitive areas (S-UN); and
- the location, size and configuration of future public roads and utilities.

Together with the proposed land use redesignation application (CPC2019-0771), this outline plan implements the objectives of the *Glacier Ridge Area Structure Plan* and the *Municipal Development Plan* by proposing a subdivision plan for the development of a neighbourhood that provides a variety of housing choices with pathways linkages and open spaces centred around a Neighbourhood Activity Centre.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan located at 2000 - 144 Avenue NW (SW1/4 Section 5-26-1-5) to subdivide 64.81 hectares \pm (160.15 acres \pm) with conditions (Attachment 1).

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PREVIOUS COUNCIL DIRECTION / POLICY

On 2018 September 10 at the Combined Meeting of Council, the New Community Growth Strategy 2018 – Growth Management Overlay Removals Arising from C2018-0900 (C2018-0983) report was presented regarding Growth Management Overlays affecting communities within several Area Structure Plans. Council held a Public Hearing and gave three readings of Bylaw 71P2018, removing portions of the Glacier Ridge Growth Management Overlay that affected the subject lands. The subject lands no longer have a Growth Management Overlay and can proceed with development when infrastructure is provided that can support it. This will be through a combination of both City and developer-funded projects.

BACKGROUND

Stantec Architecture, on behalf of the landowner Evans Land Development Corp, submitted the subject application to The City on 2017 October 19 and provided a summary of their proposal in the Applicant's Submission (Attachment 2).

The subject parcel was part of a larger annexation of land from Rocky View County to the City of Calgary in 2007. In 2012, a portion of the site was approved for a temporary recyclable construction material collection depot.

In 2015, this parcel was included within the *Glacier Ridge Area Structure Plan* which encompassed a large area of land in northwest Calgary that lays out future roads, a servicing plan, parks, schools, community areas, and activity centres.

At the time of the application submission, a Growth Management Overlay was in place as indicated in Map 10 of the *Glacier Ridge Area Structure Plan*. It was removed by Council at their 2018 September 10 meeting as mentioned in the previous section.

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Site Context

The subject site, located at 2000 - 144 Avenue NW, is square in shape and approximately 65 hectares (160 acres) in size. The site is in a greenfield area north of 144 Avenue NW and east of Panorama Road NW. It is bordered by large parcels with agricultural uses to the west, north and east. To the south, the community of Evanston is being developed with low density housing forms and a public park located immediately south of 144 Avenue NW.

This application is the third application for a new community in the Glacier Ridge Area Structure Plan lands. Symons Valley Ranch, to the west, was recently approved by Council as a Community Activity Centre (LOC2017-0232), and an application for several new neighbourhoods west of that is under review by Administration (LOC2017-0368). These lands are separated from the subject parcel by the West Nose Creek valley. However, functional designs are underway for 144 Avenue NW to complete the connection with Symons Valley Road NW.

The parcel itself has grades of more than 5 percent along the south and west boundaries. Convergent slopes from the northeast portion of the site meet slopes trending northeast along a small permanent stream running diagonally through the northeast corner.

The site was previously developed with a drywall recycling business and a rural residence located in the south west corner of the site. These buildings were removed in 2016.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This proposed outline plan (Attachment 3), along with the associated land use amendment (Attachment 5) will facilitate development of a residential neighbourhood with a mix of housing types, local commercial, recreational and high school uses. The outline plan and the associated conditions describe how the neighbourhood and infrastructure will be implemented at the subdivision stage. The following sections highlight the scope of the technical planning analysis conducted by Administration.

Planning Considerations

As part of the review of this application, Administration considered several key factors including implementing the policies of the *Glacier Ridge Area Structure Plan* and providing conditions that ensures key infrastructure is built and includes the community design elements that contribute to a complete neighbourhood.

Subdivision Design

This outline plan informs the future subdivision and development of a parcel approximately 65 hectares (160 acres) in size. The subdivision responds to the existing topography and natural features that are present on the site and provides a logical northward extension of the existing adjacent community of Evanston.

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The proposed neighborhood design is configured around a school site in the NW corner, a Neighborhood Activity Centre (NAC) in the central portion, a system of parks and open space network including both large programmable areas as well as small neighborhood pocket parks, while utilizing a block-based street network. This network also supports a highly connected pedestrian and cycling environment. Regional pathways, multi-use pathways, and sidewalks provide ample choice for moving along the streets and open space areas within the neighbourhood as well as to destinations outside the plan area.

The plan area contains one NAC which is centrally located and is intended to be a focal point for the neighbourhood that includes gathering space and accommodates a mix of transit-supportive residential and non-residential uses. The proposed plan provides for sites containing multi-residential development in apartment and townhouse forms and a separate site with multi-residential development which includes the provision of support commercial uses. This latter site will integrate with an adjacent Municipal Reserve space immediately east by providing a permeable and activated edge along this shared border.

A variety of housing options are provided for in the plan area including low density housing forms such as single detached, semi-detached, duplex, and rowhouse dwellings. Laned and laneless parcels are provided to allow for a variety of building forms as well as the ability to add intensity over time through secondary and backyard suites. Multi-residential housing forms, such as townhouses and apartments, are concentrated around the Neighbourhood Activity Centre located centrally within the plan area.

In order to increase the variety and affordability of housing, the Applicant proposes incorporating a flexible housing product on the block ends of the neighbourhood along collector streets (see Attachment 6 for conceptual examples). This lot pattern does not change the size or design of the homes but locates them on smaller fee simple lots with a lane or access right-of-ways to access rear garages. Sites will provide street-facing homes with the potential for backyard suites in behind.

A 10 percent Municipal Reserve (MR) land dedication is required as part of this development. This has been provided as several parks and a school site throughout the neighbourhoods providing spaces for active and passive recreation and, in places, are complemented by housing fronting on the park.

Neighbourhood Activity Centre Open Space

An open space MR dedication of 0.77 hectares (1.89 acres) within the NAC provides a community open space feature to accentuate the plan's single storm pond located on the east boundary of the site. Along the storm pond promenade there are view nodes to the Environmental Reserve (ER) and pond feature, seating walls, and a mix of native planting and manicured grass areas. This park will provide neighbourhood residents with attractive open space immediately adjacent to commercial sites that are part of the mixed-use development. Additionally, this park will provide access to local pathway linkages that encircles the pond, continuing into ER lands to the north and south and provides direct connection opportunities to the larger Regional Pathway systems.

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Neighbourhood Parks

Two MR parks on the east side of the plan area provide connections into the adjacent Neighbourhood Activity Centre open space and the ER lands and one provides a substantial playground amenity.

Three additional MR parks have been located within the west portion of the community to provide a balanced distribution of MR dedication across the plan area. These MR parks have been located to provide neighbourhood park amenities that differ in scale from the large neighbourhood park or community feature provided within the NAC and the district level playfield envelope of the high school site. These programming elements include playgrounds for all child age groups, bench and cluster seating, shade structures, open play areas, basketball, and winter programming opportunities.

School Site/Park

A Municipal School Reserve (MSR) is located in the northwest portion of the plan area and provides the future home of a Calgary Catholic School District (CCSD) high school. This 8.25 hectares (20.38 acres) site provides a location for the future school building and user parking areas, as well as district level sports field amenities to be further refined in subsequent approval processes. The Municipal School Reserve provides 3.99 hectares (9.86 acres) towards the 10 percent MR requirement, with 4.26 hectares (10.49 acres) being a required purchase. The purchase has been approved by the Joint Use Coordinating Committee (JUCC).

A “window street” interface for the neighbourhood is proposed along 144 Avenue NW on the south boundary of the plan area. This urban design treatment, recommended in the Interface policies of the *Glacier Ridge Area Structure Plan*, opens up views into the neighbourhood and reduces the need for continuous sound walls and back-of-house treatments along 144 Avenue NW by providing a section of internal street adjacent the arterial boulevard.

Land Use

Concurrent with the outline plan is a land use amendment application (Attachment 5) that proposes to redesignate the subject lands from Special Purpose – Future Urban Development (S-FUD) District to a mix of land use districts that include Residential – Low Density Mixed Housing (R-G) District, Residential – Low Density Mixed Housing (R-GM) District, Multi-Residential – Low Profile (M-1) District, Multi-Residential – Low Profile Support Commercial (M-X1), Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – Urban Nature (S-UN) District, and Special Purpose – City and Regional Infrastructure (S-CRI) District. These land uses are the appropriate land use Districts to complement and realise the vision of the local community plan and outline plan subdivision framework proposed.

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Density

The land use districts proposed can provide for development that achieves the *Municipal Development Plan* (MDP) minimum density and intensity targets (population and jobs). The MDP requires a minimum intensity of 60 people and jobs per hectare on initial build-out of a community. The proposed plan achieves this target with an initial intensity of approximately 61 people and jobs per hectare and provides the ability to transition to 70 people and jobs per hectare in the future.

A Neighbourhood Activity Centre (NAC) is required to achieve a minimum intensity of 100 people and jobs per hectare. The proposed application is anticipated to achieve approximately 130 people and jobs per hectare.

The proposed outline plan will meet the MDP minimum of 20 units per gross developable residential hectare on initial buildout.

A breakdown of the statistics for the subject outline plan can be found in the Subdivision Data Sheet (Attachment 4).

Environmental

The proposed application is located within an undeveloped “greenfield” area. Historically, the lands have been used for agricultural purposes and more recently as a gypsum recycling facility.

A Phase I Environmental Site Assessment was submitted and approved with the subject application. The applicant is required to provide confirmation of the condition of the groundwater in the area of the former recycling depot and homestead, prior to approval of the relevant tentative plan or stripping and grading development permit.

A Phase 2 Environment Site Assessment will be submitted with future subdivision applications.

The Biophysical inventory (BI) completed as part of the Glacier Ridge ASP identified environmental open space study areas within the subject site. To comply with the ASP, a Biophysical Inventory Assessment (BIA) was submitted and approved as part of this application. The conclusions of the approved BIA identified a small permanent stream that runs through the north east portion of the plan area and feeds Beddington Creek to the south. To function in an urban context, the stream will need to pass under Road U where an ample sized culvert will be installed at the construction stage to maintain pre-development stream flow and habitat movement. Along the stream buffer areas, above the top of slope line, a local pathway linkage will be provided for citizens to access and enjoy the preserved open space. This stream and its setback, along with select upland areas will be protected contributing to a total dedication of 2.91 hectares (7.19 acres) of Environmental Reserve within the plan area.

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Transportation

The proposed neighbourhood is connected to the larger regional transportation network by 144 Avenue NW and Panorama Road NW. 144 Avenue NW will connect to the west at Symons Valley Road NW which includes a future crossing of West Nose Creek. This connection is included in the current four-year budget. Access to and from westbound Stoney Trail NW is currently available from nearby 14 Street NW and access to and from eastbound Stoney Trail NW will be available with completion of the future interchange planned for 14 Street NW and Stoney Trail NW. The interchange is also included within the current four-year budget.

The 144 Avenue NW crossing of West Nose Creek is currently in the design stage. When this design is completed, it may result in some small refinements to the alignments of 144 Avenue NW and Panorama Road NW. The Applicant is aware of the potential adjustments to the alignments along the south and west boundaries of the site.

Primary transit service will be provided along 144 Avenue NW with local service provided through the neighbourhood and along Panorama Road NW.

Regional pathways are located along 144 Avenue NW, Panorama Road NW, and along the street on the north boundary of the plan area. Internally, multi-use pathways and local pathways provide residents with ample choice for getting around the neighbourhood as well as providing connections to the larger pathway network.

Utilities and Servicing

Water servicing will be provided by extending the existing developer-funded 400 millimetre watermain along 144 Avenue NE.

Sanitary servicing will be provided by connecting to the proposed 900 millimetre capital-sized sanitary trunk through the lands to the east. The sanitary trunk was included in the business case for this application and will be available for connection within the 2019 - 2022 budget cycle.

Stormwater will be managed through a proposed stormwater facility within the plan area and discharge at a controlled rate into the existing stream within the plan area.

Stakeholder Engagement, Research and Communication

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

While there is no community association in this area, a circulation was provided to the Evanston/Creekside Community Association representing the neighbour to the south. No comments were received.

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Two letters of opposition were received from the public. These expressed concerns regarding a general lack of transportation connections in the area and the effect that the additional community buildout may have.

These concerns are mitigated through the conditions of approval of this outline plan application, which ensures that, as the neighbourhood builds out, key transportation connections are in place to support the development.

Following Calgary Planning Commission, notifications for Public Hearing of Council for the associated land use amendment application (CPC2019-0771) will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy directions of the *South Saskatchewan Regional Plan* which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed 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.

Rocky View County/City of Calgary Intermunicipal Development Plan (Statutory – 2012)

These lands are subject to the *Intermunicipal Development Plan* (IDP) and were circulated to Rocky View County for comment in accordance with the requirements of the IDP. No comments or objections were received within the circulation period. The proposed land use and outline plan comply with the general policies of the IDP.

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan*, Map 1: Urban Structure identifies the subject lands as Residential – Developing – Future Greenfield. The MDP provides guidance for development of these lands through the policies of the *Glacier Ridge Area Structure Plan* and the policies of the *New Community Planning Guidebook* (MDP – Volume 2, Part 1). The proposed application meets the following *Municipal Development Plan* objectives (Section 3.6.2):

- meeting minimum intensity targets;
- providing a diversity of housing types;
- protecting the key natural features;
- providing an activity centre to serve the neighbourhood;

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- including parks located throughout the community in walkable proximity to all residents; and
- creating a connected, multi-modal street network.

Glacier Ridge Area Structure Plan (Statutory – 2015)

The *Glacier Ridge Area Structure Plan* (ASP) provides more direction with detailed policies and guidelines for development. The proposed outline plan is situated in Neighbourhood 3 in Community D as indicated on the ASP's Map 4: Communities and Neighbourhoods. This neighbourhood is envisioned in the policy to contain a Neighbourhood Activity Centre and a Calgary Catholic School District (CCSD) high school site. The high school will have a regional draw for communities in the north west.

The high school site is shown in the southern portion of the quarter section on Map 3: Land Use Concept. This was to take advantage of the primary transit network. Through this application process, it was determined that this location would be difficult to grade as it contains a ravine that would require substantial fill to develop for this purpose. The flattest portion of the neighbourhood was in the northwest. This provides the best location to fulfill the site design criteria of the related school board. This is a minor deviation from the ASP direction, and this modification will not require a policy amendment (Section 7.1.1(a)).

The proposed outline plan is consistent with the applicable policies of the Area Structure Plan.

Social, Environmental, Economic (External)

The proposed outline plan enables development of a neighbourhood that provides a future framework for a mix of housing types catering to a range of income levels and demographic groups, neighbourhood commercial uses, a future high school, multi-modal connections, and the preservation of a natural drainage course in the area.

Financial Capacity

Current and Future Operating Budget

There is currently no impact to the current operating budget. As development proceeds, the provision of City services such as roads, transit, and parks maintenance would have an operating budget impact at such time as they are provided. The projected operating costs for this development during 2019 - 2022 have been included in the One Calgary service plans and budgets.

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Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. The City transportation and utility capital infrastructure required to service this development is included in the One Calgary service plans and budgets. This additional infrastructure will be funded by The City and through off-site levies paid by developers. The capital investment required to construct and upgrade the required local infrastructure will be funded by the developer.

Risk Assessment

The functional design for 144 Avenue NW west of Panorama Road NW to Symons Valley Road NW is underway. It is not anticipated that these changes would necessitate an outline plan adjustment and will be accommodated within the tentative plan process. The Applicant is aware of the potential adjustments to the alignments of the south and west sides of the outline plan area.

REASON(S) FOR RECOMMENDATION(S):

The proposed outline plan serves to implement the objectives of the *Municipal Development Plan* which supports the efficient utilization of land and infrastructure by providing an outline for the future subdivision of new residential districts and open space network recommended in the associated land use application. The proposal is in keeping with applicable policies in the *Municipal Development Plan* and the *Glacier Ridge Area Structure Plan*.

The proposal allows for a residential neighbourhood with a mix of housing types and affordability, a future high school site, and a neighbourhood activity centre that provides transit-supportive density with a unique integration of a mixed-use site with open space and storm water infrastructure. This development also provides the connections that will be required for the future growth of this community.

The Conditions of Approval (Attachment 1) effectively implement the technical aspects of the plan area's future development.

ATTACHMENT(S)

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