

Planning & Development Report to
Calgary Planning Commission
2019 July 04

ISC: UNRESTRICTED
CPC2019-0785

Outline Plan in Springbank Hill (Ward 6) at multiple addresses, LOC2018-0072(OP)

EXECUTIVE SUMMARY

This application was submitted on 2018 April 02 by CivicWorks Planning + Design on behalf of Truman Development Corporation. The application proposes a framework for the future subdivision and development of 9.63 hectares \pm (23.8 acres \pm) on five contiguous parcels currently comprising residential acreages in the southwest community of Springbank Hill. The subject area is located adjacent and to the south of 17 Avenue SW and along and west of 77 Street SW. The application provides for:

- a range of low, medium and high density residential development as well as high density mixed use development;
- an anticipated 1,109 dwelling units in a mix of low, medium and high density residential building forms comprising single detached and semi-detached dwellings, rowhouses and apartments (MU-1, M-H1, M-2, R-G, R-1s);
- approximately 0.93 hectares (2.29 acres) of Municipal Reserve (MR) in the form of neighbourhood parks and open spaces (S-SPR);
- approximately 0.14 hectares (0.35 acres) of Environmental Reserve (ER) in the form of natural areas to be conserved (S-UN);
- the location of future local and collector roadways, utilities and services; and
- future dedication of road-right-of-way for portion of residual lands west of 77 Street SW.

The proposed outline plan implements policies of the *Municipal Development Plan (MDP)* and the *Springbank Hill Area Structure Plan (ASP)*. One of the key elements of the application is it will bring a strong mix of housing types, including opportunities for high rise mixed use commercial and residential buildings within walking distance of the 69 Street SW LRT Station, to a community that is currently comprised of predominantly single detached homes.

The associated land use amendment application (CPC2019-0817) provides policy and technical rationale to support the proposed outline plan application.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan, located at 1919, 2025, 2127, 2229 and 2331 – 77 Street SW (Plan 3056AC, Blocks 5, 9, 12 and 13, and Lot 8) to subdivide 9.63 hectares \pm (23.80 acres \pm), with conditions (Attachment 1).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

CivicWorks Planning + Design, on behalf of Truman Development Corporation, submitted the subject application to The City with the associated land use amendment application on 2018 April 02 and have provided a summary of their proposal in the Applicant's submission (Attachment 2). The application was submitted a year after the *Springbank Hill Area Structure Plan (ASP)* was approved by Council in June 2017.

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Site Context

The subject site is situated in the southwest quadrant of the city. This site is located adjacent and south of 17 Avenue SW and along the western edge of 77 Street SW. The 69 Street SW LRT Station is located approximately 700 metres to the east of the site along 17 Avenue SW. All of the parcels comprising the subject site are located within the *Springbank Hill Area Structure Plan*.

The subject site currently exists as five contiguous residential acreages, 1919, 2025, 2127, 2229 and 2331 – 77 Street SW. The site, which totals an area of approximately 9.63 hectares (23.80 acres), spans approximately 600 metres on its north-south axis and is roughly 200 metres wide running east-west. Three of the parcels each have an existing single detached dwelling and two of the parcels each had a single detached home demolished, one in 2018 and the other in early 2019. The rolling topography of the subject site sits highest along 77 Street SW. The site gradually slopes down towards the west. There is a north-south ephemeral drainage course, Class III wetland and associated riparian area on the site, which are to be dedicated as Environmental Reserve (ER).

Figure 1 provides Peak Population statistics for the community of Springbank Hill. As identified in *Figure 1*, the community of Springbank Hill reached its peak population in 2018 with 10,052 residents.

Figure 1: Community Peak Population

| Springbank Hill | |
|------------------------------------|--------|
| Peak Population Year | 2018 |
| Peak Population | 10,052 |
| 2018 Current Population | 10,052 |
| 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 Springbank Hill community profile.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This outline plan (Attachment 3) along with the associated land use amendment application will facilitate low, medium and high density residential and mixed use development including the dedication of open space and natural areas. The resulting land uses will contribute to the growth of the Springbank Hill community in alignment with the policies of the *Springbank Hill ASP*. Council approved a new vision for the *Springbank Hill ASP* in 2017 which is to see distinct neighbourhoods that foster a wide variety of lifestyles, from existing country residential to urban living near amenities such as retail, open spaces and transit, while at the same time preserving important natural areas. The subject application will achieve this Council approved vision.

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Planning Considerations

As part of the review of this application, several key factors were considered by Administration, including the alignment with relevant policies, and the appropriateness of the land use districts. The following sections highlight the scope of technical planning analysis conducted by Administration.

Subdivision Design

The proposed application is approximately 9.63 hectares (23.80 acres) and responds to its proximity to natural areas, focusing most of the residential development on the eastern half of the site that would be serviced from 77 Street SW.

Overall, the design of the subject site (Attachment 3) is based on a modified grid network creating both square and longer rectangular residential blocks and parcels. An Activity Centre Street (Liveable Street), which will be 19 Avenue SW, will connect the development to the future Mixed Use area and Neighbourhood Activity Centre to the west, as identified in the Springbank Hill ASP. The street network, bike lanes and pathways provide connections within the proposed community and to the existing and future surrounding communities.

There are four residential and one mixed use land use areas within the plan. In the northeast corner of the site adjacent to 17 Avenue SW and 77 Street SW is a 1.57 hectare (3.88 acre) parcel designated as Mixed Use - General (M-U1) District that is intended for a mix of residential and commercial uses in street-oriented apartment buildings. The M-U1 parcel has an anticipated density of 554 units at 353 units per hectare (143 units per acre) and a maximum of 600 units at 383 units per hectare (155 units per acre). The maximum height and density is 35 metres and a floor area ratio (FAR) of 5.0, respectively.

Two parcels designated as Multi-Residential – High Density Low Rise (M-H1) District are proposed with an anticipated 348 units at 270 units per hectare (109 units per acre) and a maximum of 397 units at 308 units per hectare (125 units per acre). The M-H1 parcels, which will accommodate low rise apartment buildings up to seven storeys, have a maximum height of 22 metres and a maximum density of 4.0 FAR.

One parcel designated as Multi-Residential – Medium Profile (M-2) District is proposed in the middle of the site with an anticipated 153 units at 204 units per hectare (83 units per acre) and a maximum of 160 units at 213 units per hectare (86 units per acre). The M-2 parcel will accommodate low rise apartment buildings up to five storeys.

In the southern area of the site are parcels designated as Residential – Low Density Mixed Housing (R-G) District and Residential – One Dwelling (R-1s) District. The R-G parcels are intended to accommodate a range of single detached and semi-detached dwellings and rowhouse buildings and the R-1s parcels will accommodate single detached dwellings.

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Open Space and Natural Areas

Open space is provided to preserve the existing north-south ephemeral drainage course, Class III wetland and associated riparian area. The developments to the south have already preserved the ravine and this development will contribute to a continuous open space system in accordance with the *Springbank Hill ASP*.

A portion of the subject site (0.93 hectares / 2.29 acres) is proposed to be designated as Special Purpose – School, Park and Community Reserve (S-SPR) District with a Municipal Reserve (MR) designation, and will meet the 10% MR requirement. This area is a naturalized park and will provide a regional pathway, a local pathway and act as a buffer between Environmental Reserve (ER) lands and the development. The regional pathway will connect with future connections to the north and existing connections to the south.

There are 0.81 hectares (0.33 acres) proposed as a Special Purpose – Urban Nature (S-UN) District with an ER designation. This area will re-establish and re-channelize the existing ephemeral drainage north of the Class III wetland and protect the wetland riparian area.

Land Use

The subject site is currently designated DC Direct Control District (Bylaw 12Z96) that accommodates country residential development. Its purpose is to maintain the character of the existing rural residential neighbourhood. The *Springbank Hill ASP* envisions this area to be a vibrant community with a mix of commercial and residential uses and a broad range of housing types and densities.

Concurrent with the outline plan is a land use amendment application (Attachment 5) that proposes to redesignate the subject lands from DC Direct Control District (Bylaw 12Z96) to the following districts:

- Mixed Use - General (M-U1f5.0h35) District;
- Multi-Residential – High Density Low Profile (M-H1h22) District;
- Multi-Residential – Medium Profile (M-2) District;
- Residential – Low Density Mixed Housing (R-G) District;
- Residential – One Dwelling (R-1s) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District; and
- Special Purpose – Urban Nature (S-UN) District.

The outline plan provides the framework for community and infrastructure build out, to be implemented largely at the subdivision stage. The land uses are complimentary to this plan and provide more certainty on densities, and unit types and forms.

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Density

The outline plan provides for development that achieves both the *Municipal Development Plan* and the *Springbank Hill ASP* minimum density and intensity targets (population and jobs). This will help to support the future transit and community amenities within the greater area.

Overall, the application proposes to accommodate a residential unit range between 1,109 and 1,262 units (Attachment 4). This equates to a minimum / anticipated residential density of 115 units per hectare (47 units per acre) and an intensity of 220 people and jobs per hectare. This anticipated density and intensity achieves the minimum residential density of 20 units per hectare (8 units per acre) and minimum intensity of 60 people and jobs per hectare required by the *Municipal Development Plan* for the neighbourhood.

At a more detailed level, the outline plan meets the minimum intensities for the land typologies set out in the *Springbank Hill ASP*, as outlined in Table 2 below:

Table 2: Minimum and Anticipated Intensities

| Land Typology | Minimum Required Density per ASP (units per hectare) | Anticipated Density (units per hectare) | Minimum Required Intensity per ASP (population and jobs per hectare) | Anticipated Intensity (population and jobs per hectare) |
|-----------------------------------|--|---|--|---|
| Low Density Residential | 20 | 18 | - | - |
| Medium Density Residential | 75 | 128 | - | - |
| Mixed Use Commercial/ Residential | 100 | 350 | 125 | 148 |

Note: although the anticipated density for the low density residential is slightly under the minimum requirement, the large surplus density proposed in the remainder of the plan area more than makes up for the shortfall.

Environmental

A Phase I Environmental Site Assessment was conducted by Troy Environmental Consulting for the plan area. The report was reviewed by City of Calgary administration. No concerns were noted and further investigation was deemed unnecessary.

A Hydrogeological Investigation, prepared by Waterline Resources Inc, was also submitted to City of Calgary administration for review. The report noted that further groundwater monitoring and study was required to “determine the optimal groundwater control measure(s) required to construct and maintain the proposed development”. A final version of the report, complete with results and analysis resulting from further groundwater monitoring and study, will be required prior to approval of the affected tentative plan/development permit.

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Transportation

The plan area is bordered by 17 Avenue SW and a utility right-of-way (ROW) to the north, 77 Street SW to the east and private lands to the south and west. The utility ROW will contain the future LRT Blue Line extension as outlined in long term strategic planning and statutory documents including Route Ahead and the *Springbank Hill Area Structure Plan (ASP)*, respectively.

The 69 Street SW LRT Station is located approximately 700 metres east of the intersection of 77 Street SW and 17 Avenue SW. The future 85 Street SW Station is located approximately 1,300 m west of the subject lands, north of 17 Avenue SW. This portion of 17 Avenue SW also forms part of Calgary's Primary Transit Network.

In addition to local widening of existing ROW necessary to support development in the area, the outline plan connects Spring Willow Drive SW to 77 Street SW and creates the easterly portion of 19 Avenue SW as outlined in the *Springbank Hill ASP*.

Regional pathways will be located along 19 Avenue SW and 77 Street SW. The regional pathway network provides connection through the ASP lands and to points beyond such as the 69 Street SW LRT station.

A Transportation Impact Assessment (TIA) was submitted as part of the application and it demonstrates that the proposed development, along with the Transportation Network outlined in the ASP, functions within acceptable Levels of Service.

The exact street ROW requirements and street cross sections to accommodate development in the area are under discussion and will form part of the Tentative Plan application. This approach ensures alignment amongst the area developers, and allows the Developer and Administration to ensure the roadways are designed to accommodate all modes of travel, as well as accommodate future development within the entire ASP area. Localized impacts from the future LRT extension will also be further evaluated with the appropriate Tentative Plan application.

Utilities and Servicing

Due to fragmented ownership in the vicinity of the plan area, servicing is not yet fully resolved. As a result, storm, sanitary, and water servicing for the plan area is required to be fully resolved prior to approval of the first tentative plan/development permit. The following information provides information regarding the storm, sanitary, and water servicing that is currently anticipated for the plan area.

Stormwater discharge is anticipated to be less than or equal to 41 litres per second per hectare and will tie in to existing storm infrastructure at Spring Willow Drive SW. In addition, stormwater collected in an environmental reserve/municipal reserve area north of 17 Avenue SW will discharge via a new outfall to the ER within this plan area.

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There are currently two regional sanitary servicing options that are being considered by landowners in vicinity of the plan area. A meeting will be held with affected landowners and City of Calgary Administration in July 2019 to determine which regional option will be selected. Regardless of the regional option that is selected, this site is expected to connect to existing sanitary infrastructure in Spring Willow Drive SW. As a result, only cost-sharing and payment obligations are expected to be impacted by the regional sanitary servicing decision.

Water servicing for the R-G and R-1s parcels will be provided via extensions of existing water infrastructure along 77 Street SW. Water servicing for the multifamily parcels on the northern portion of the site will require coordination with the adjacent plan area to the west to determine an overall water servicing plan.

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, the Springbank Hill Community Association (SHCA) and the application was advertised online.

The applicant engaged external stakeholders by addressing questions and comments from SHCA's initial letter provided to Administration through subsequent memos and correspondence to the SHCA. The applicant met with both the Ward 6 Councillor's office and members of the SHCA on 2019 January 16 to discuss the subject application, their vision and alignment with the *Springbank Hill ASP*. An engagement memo was shared with the SHCA on 2019 February 28 in response to the questions raised in the initial comments provided. Further, a second engagement memo was shared by the applicant with the SHCA on 2019 May 08 to address follow-up questions and comments raised. The applicant and the SHCA held a second meeting on 2019 May 30 to address all remaining issues and questions in greater detail. The applicant's comments are provided in Attachment 6.

In the Community Association's initial written letter to The City on 2018 May 31 in response to the initial plan submission, concerns were expressed regarding:

- The plan significantly exceeding maximum densities and building heights as set out in the *Springbank Hill ASP*; and
- Lack of a suitable transition in the Low Density Contextual zone as required in the ASP.

Administration also received 22 letters of objection from adjacent landowners who shared the same concerns as indicated above. These concerns have since been addressed by the applicant through subsequent resubmissions, however, Administration has not yet received an updated letter from the Community Association at the time of writing this report.

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

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Strategic Alignment

South Saskatchewan Regional Plan (2014)

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

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment and road closures build 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 MDP identifies the subject lands as Residential – Developing – Future Greenfield. The MDP provides guidance for the development of new communities through the policies of the ASP.

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

- providing a diversity of housing types;
- providing parks located throughout the community in walkable proximity to all residences; and
- creating an inter-connected, multi-modal street network.

Springbank Hill Area Structure Plan (Statutory – 2017)

The subject site is located within the Mixed Use, Medium Density, Low Density and Low Density Contextual land use areas as identified on Map 2: Land Use Concept of the *Springbank Hill ASP*.

The Mixed Use area proposed in the application will provide intensification along the 17 Avenue SW corridor and a mix of residential and non-residential uses that offer amenities and services for the community. Street-oriented buildings supported by a strong mobility network will promote walkability. The associated Outline Plan also contains a Liveable Street as identified in the ASP. The ASP identifies a transition from high and medium densities to Low Density and Low Density Contextual land uses along the southern portion of the subject site which is matched by the application. Based on the above features, the proposed redesignation is in alignment with the ASP.

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Social, Environmental, Economic (External)

The proposal helps achieve a greater mix of housing types in the community of Springbank Hill.

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 known risks associated with this application.

REASON(S) FOR RECOMMENDATION(S):

The proposal complies with the applicable policies of the *Springbank Hill Area Structure Plan*. The proposed outline plan supports the associated redesignation of five parcels to various districts that accommodates low, medium and high density residential and mixed use development and preservation of natural area envisioned through the implementation of this plan.

ATTACHMENT(S)

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