

Planning & Development Report to
Calgary Planning Commission
2019 July 18

ISC: UNRESTRICTED
CPC2019-0016

Land Use Amendment in Residual Sub-Area 13J and 13K (Ward 13) at 1414 - 210 Avenue SW, LOC2015-0124

EXECUTIVE SUMMARY

This land use amendment was submitted by B&A Planning Group on behalf of Citiland Spruce Meadows Venture Inc on 2015 August 24. The application proposes the framework for future subdivision and development consisting of 64.35 hectares \pm (38.98 acres \pm) of undeveloped greenfield land within the southwest quadrant of the city.

The subject lands are currently designated as Special Purpose – Future Urban Development (S-FUD) District. The proposed redesignation is to facilitate a residential development of approximately 1,026 dwelling units and includes the following:

- comprehensively planned extension of future local and collector roadways, utilities and services;
- an anticipated 510 dwelling units in the form of single and semi-detached dwellings, duplex dwellings, rowhouse dwellings, townhouse dwellings, and cottage housing clusters (R-1s, R-G, R-2, R-2M, and R-Gm);
- an anticipated 516 dwelling units in the form of townhomes, rowhouses and low-rise apartments (M-G, M-2);
- approximately 4.86 hectares (12.01 acres) to be dedicated as Municipal Reserve (MR) in the form of neighbourhood parks and open spaces (S-SPR);
- approximately 15.74 hectares (38.89 acres) of Environmental Reserve in the form of natural areas to be conserved (i.e. Radio Tower Creek) (S-UN); and
- approximately 3.74 hectares (9.24 acres) for a storm pond, water booster station and supporting public infrastructure (S-CRI).

The subject area is both unique and complex, comprising of steep slopes, significant environmental features and areas of geotechnically unstable land. In view of these challenges City Administration has worked diligently and closely with the applicant to address all issues, including the protection of the integrity of the natural features of the Radio Tower Creek riparian area and two existing ravines.

This application has been made with the support of a related outline plan (CPC2019-0017) to provide the future subdivision layout for the subject site. Conditions have been incorporated in the outline plan to effectively address the site's development. The subject application is in alignment with the policies of the *Municipal Development Plan* (MDP) and the *West Macleod Area Structure Plan ASP* (ASP) by implementing the efficient utilization of land and infrastructure.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 64.35 hectares \pm (159.00 acres \pm) located at 1414 – 210 Avenue SW (SW 1/4 Section 16-22-1-5) from Special Purpose – Future Urban Development (S-FUD) District **to** Multi-Residential – At Grade Housing (M-G) District, Multi-Residential – Medium Profile (M-2) District, Residential – Low Density Mixed Housing (R-G) (R-Gm) District, Residential – Low Density Multiple Dwelling (R-2M) District, Residential – One Dwelling (R-1s) District, Residential – One/Two Dwelling (R-2) District, Special Purpose – Community Service (S-CRI) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and Special Purpose – Urban Nature (S-UN) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

B&A Planning Group, on behalf of Citiland Spruce Meadows Venture Inc, submitted the subject application to The City with the associated outline plan application on 2015 August 24, and have provided a summary of their proposal in the Applicant's Submission (Attachment 1).

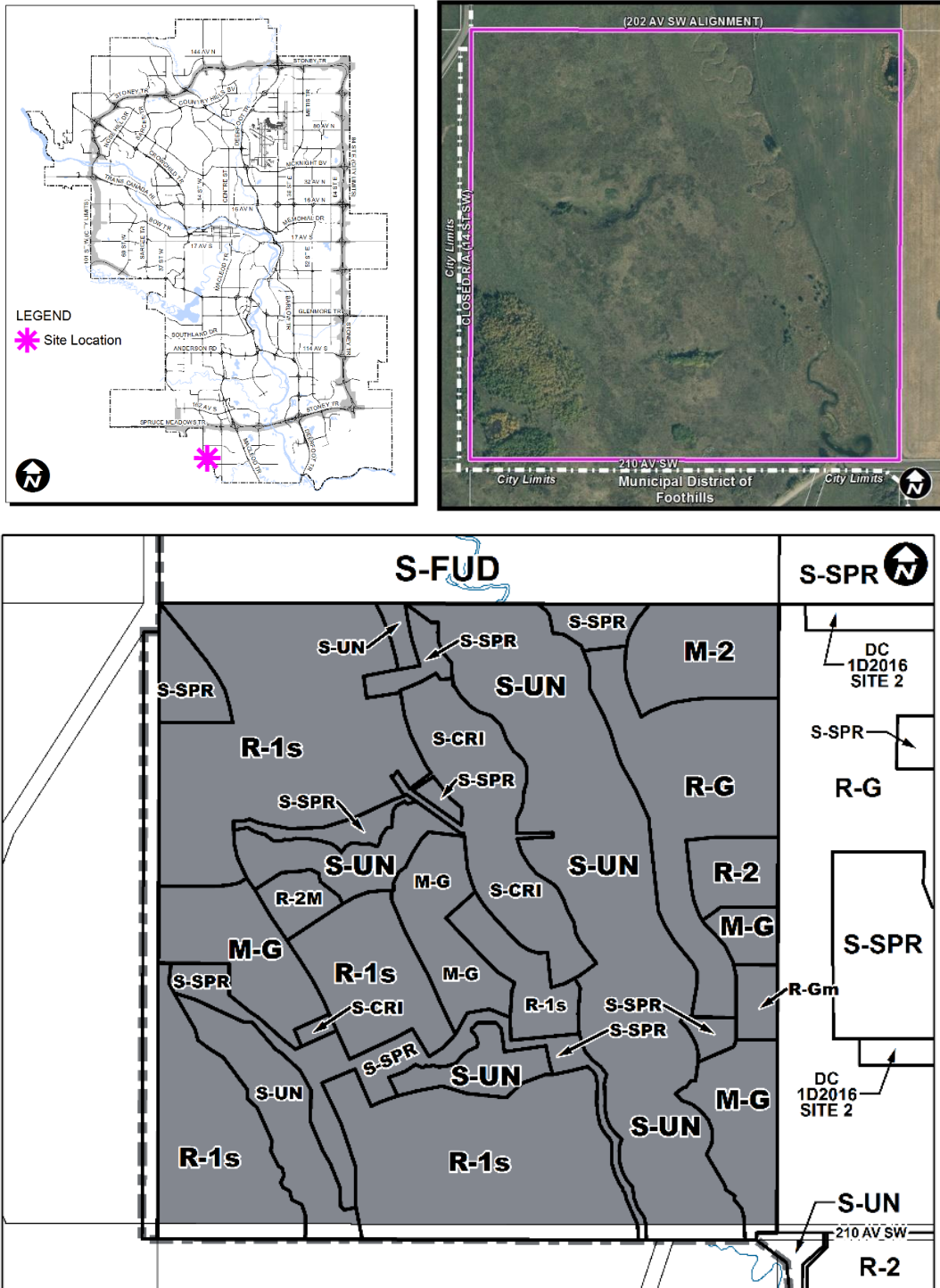
The subject lands were part of an annexation from Foothills County in 2005, which included the areas now known as Walden, Legacy, Belmont, Yorkville and Pine Creek. Development in these communities is currently ongoing. To the east of the subject site, the outline plan and land use amendment application for the developing community of Yorkville (LOC2014-0023) was approved by Council on 2016 January 11.

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Location Maps



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Site Context

The subject site is situated in the southwest quadrant of the City, south of 194 Avenue SW, east of Spruce Meadows Way SW, north of 210 Avenue SW and west of Sheriff King Street S. The developing community of Yorkville is located on the eastern boundary of the subject site. All of these lands are located within the *West Macleod Area Structure Plan*.

The subject site is characterized by its location within the Radio Tower Creek valley and the surrounding riparian areas. The subject site is divided by Radio Tower Creek, which meanders through the site from north to south. The eastern portion of the subject site is currently agricultural land with a gentle slope to the north towards 194 Avenue SW. To the west from Radio Tower Creek, the site rises over 70 metres. An extensive slope with two prominent east-west ravines makes up the majority of the western portion of the subject site. The slopes range from 10 percent to 20 percent, with localized areas exceeding 20 percent slope, and consist of native grassland, shrubland and aspen forests.

The area is bounded to the north by farmland owned by Mattamy Homes and identified for future urban development, and the community of Silverado further north. To the east, development of the future community of Yorkville (approved 2016 January) is underway by Mattamy Homes. These lands cover an area of approximately 128.91 hectares (318.54 acres) and will accommodate approximately 3,200 residential units in a variety of forms. A government road allowance owned by The City of Calgary forms the southern boundary between the City of Calgary and Foothills County. The west is bounded by a closed road allowance owned by private individuals and forms the western boundary between the City of Calgary and Foothills County.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment and related outline plan application (Attachment 2) will facilitate the development of a residential neighbourhood with a mix of housing types as well as open space and natural areas that will contribute to the growth of this future new community as intended by the policies of the *Municipal Development Plan* and the *West Macleod Area Structure Plan*.

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.

Land Use

This land use amendment application proposes to redesignate the lands from Special Purpose – Future Urban Development (S-FUD) District to the following:

- Residential – One Dwelling (R-1s) District;
- Residential – One / Two Dwelling (R-2) District;

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- Residential – Low Density Multiple Dwelling (R-2M) District;
- Residential – Low Density Mixed Housing (R-G) (R-Gm) District;
- Multi-Residential – At Grade Housing (M-G) District;
- Multi-Residential – Medium Profile (M-2) District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District;
- Special Purpose – School, Park and Community Reserve (S-SPR) District; and
- Special Purpose – Urban Nature (S-UN) District.

Open Space and Natural Areas

In general, this development site is unique in Calgary. The most striking environmental feature is Radio Tower Creek that bisects the site diagonally from north to south. The creek is protected as a water body by an Environmental Reserve (ER) dedication, and includes a 50 metre setback on the west, and a 30 metre setback on the east.

In addition to the ER, Municipal Reserve (MR) dedications, totaling approximately 4.86 hectares (12.01 acres) or 10.00 percent, will be provided in seven parks of various shapes and functions on lands to be redesignated to S-SPR.

The area will contain an extensive network of regional pathway connections as outlined in the *West Macleod Area Structure Plan* (ASP), and various local pathways that will meander through the site to connect residents to a series of planned park spaces. In addition, the Yorkbury Hill SW crossing will provide a primary pedestrian and bike pathway connection between the residential areas and neighbouring communities and amenities to the east. These connections create a local network and tie into the greater regional network through the future neighbouring communities to the north and east to create a complete pedestrian pathway network. Future connections to the south and west, identified as Future Growth Areas within the *Intermunicipal Development Plan for the Municipal District of Foothills and The City of Calgary*, may be designed in the future if additional lands are annexed into the City.

Density

The subject site is within two density areas: west of Radio Tower Creek, lands fall within the Special Residential Area, and to the east are lands falling within the Residential Area, and are both intended to provide for a minimum density of 17.3 units per hectare (7 units per acre). The ASP also states that western portions of the site are subject to Council's *Slope Adaptive Development Guidelines* (areas with 20-30 percent slope) and are intended to have a minimum density of 7.4 units per hectare (3 units per acre).

The subject application proposes 14.7 units per hectare (6.0 units per acre) within the Special Residential Area and 39.8 units per hectare (16.1 units per acre) within the Residential Area. Section 6.1, Density, within the ASP states that minimum density targets will vary for different areas of the ASP and there may be constraints, which prevent minimum densities from being achieved, which are to be determined by Administration at outline plan review stage. Further, the ASP states that minimum residential densities should be met or proposed within five percent

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of the minimum density requirement. Map 7: Density, within the ASP, conceptually identifies areas where various residential density ranges should be located.

Administration has deemed that the application provides for development that achieves the overall density targets (21.1 units per hectare or 8.5 units per acre) for both the *Municipal Development Plan* and *West Macleod Area Structure Plan* (based on population and jobs) and supports the outline plan's proposed densities.

Historical Resources

A Historical Resources Impact Assessment (HRIA) for the subject site was provided by the applicant. The HRIA field identifies seven newly historic resource sites. Staff of the Historic Resources Management Branch of Alberta Culture and Community Spirit has reviewed the HRIA and identified four possible sites considered to be of archaeological significance. These four sites will require either complete avoidance or further archeological investigation prior to development proceeding. Apart from these four areas occupied by archaeological sites, the applicant has been granted *Historical Resources Act* clearance to proceed with development in the remainder of the site.

Environmental

Several biophysical inventories were conducted as part of the *West Macleod Area Structure Plan* which identified Conservation Study Areas / Environmentally Significant Areas within the subject site. A Biophysical Impact Assessment (BIA) was submitted and approved as part of this application. The conclusions of the approved BIA identified an extensive slope in the southwest corner, Radio Tower Creek, two main east-west ravines and a Class IV wetland. These features will be preserved with an Environmental Reserve designation with the exception of the wetland which has been impacted by cultivation and will not be retained. All of Radio Tower Creek itself will be retained along with most of the associated riparian zone.

As identified in the ASP, localized areas of the riparian zone will be impacted as a result of the creek crossing, the berm associated with the stormwater pond, the stormwater pond outlet, and a portion of the regional pathway. North - south wildlife movements along the Radio Tower Creek riparian zone and its setback are anticipated not to be impacted by these features. A Phase I Environmental Site Assessment was submitted to administration for review. No significant environmental concerns were noted and it was determined that further environmental studies were not required.

Transportation

The arterial roadway connections which service the subject site, 210 Avenue SW and Spruce Meadows Way SW, connect eastwards to Sheriff King Street S and Macleod Trail SE; and northwards to Highway 22X / Stoney Trail SW.

Public transit will be introduced in phases over time and is expected to include several bus routes running through the *West Macleod Area Structure Plan* lands, providing local and

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regional service through and around the subject site, and later phased to support the future Red Line extension to the planned LRT station in the community of Belmont.

A combination of the regional pathway system and multi-use pathways will be provided within road rights-of-way establishes both strong east-west and north-south connections within and adjacent to the subject site.

Utilities and Servicing

Stormwater within the subject site will be directed towards a new stormwater pond located near the centre of the site. The pond will discharge, via an outlet on the east side of the pond, to Radio Tower Creek. Regulatory approvals will be required at the first tentative plan, prior to any stormwater discharge to Radio Tower Creek.

A Sanitary Servicing Study was provided to administration for review. As per the Study, all downstream sanitary sewers will have sufficient capacity for the proposed development. Sanitary servicing will connect with future sanitary infrastructure at the northeast corner of the subject site along Yorkville Drive SW.

Water servicing will tie in to a future water main along 210 Avenue SW and will connect to future developments located north and east (approved LOC2014-0023 development via Yorkbury Drive SW) of the subject site. Water servicing for developments located above an elevation of 1,108 metres (R-1s and M-G parcels west of Yorkbury Drive SW) will require the construction of a new water booster station. Due to the limited population that the booster station is currently anticipated to service, construction of the water booster station will be developer funded. Following construction, the booster station will be operated and maintained by the City of Calgary. Based on the developer's current phasing plan, the water booster station is not expected to be required until approximately 2033.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and noticed posted on-site. Notification letters were sent to adjacent land owners, and the application was advertised online. Three letters were received from the public with concerns relating to future development: road connections, types of residential housing, the amount of density and its impact on the existing Silverado community and the loss of an open space. There is no Community Association for the subject area.

Applicant led engagement included holding a public open house on 2018 April 11 at the Cardel Rec South. Advertising for the event included: posting two large notices (along Sherriff King Street SW and 6 Street SW), postcards to residents near the project area, and advertising the event on the Silverado Community Association website. There were a total of thirteen attendees to the event. City staff were in attendance to answer any questions pertaining to the application.

It should be noted that the proposed subdivision design is a result of extensive collaboration between Administration and the applicant which was conducted throughout the review process.

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This included a workshop session which was held on 2018 January 03, facilitated by the City Wide Urban Design Team, to discuss various site planning items including land use districts, open spaces, and road connections. The workshop participants included the applicant's consultants and City staff from various departments.

At the conclusion of the meeting, the applicant was asked to pay particular attention to the following design elements, including but not limited to:

- Open space connectivity to provide the identified missing pedestrian linkages;
- Slope adaptive design and innovative design solutions to address some street frontages potentially dominated by front garages;
- Minimizing the number of cul-de-sacs within the plan area; and
- An S-CRI land use is proposed for a storm pond and a water booster station. The storm pond, located immediately adjacent to the riparian area, will service the land west of Radio Tower Creek.

Administration is satisfied that the related outline plan application has addressed the items noted above.

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

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The proposal 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 on Land Use patterns strategies (subsection 8.14) within the Implementation Plan portion of the document.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use and policy amendments build on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Intermunicipal Development Plan for the Municipal District of Foothills and The City of Calgary (Statutory – 2017)

These lands are subject to the *Intermunicipal Development Plan (IDP)* and the application was circulated to Foothills County for comment throughout the development review process in accordance with the requirements of the IDP.

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Foothills County provided comments on 2019 June 20 indicating that previous concerns related to access off of Spruce Meadows Way SW and stormwater impacts along 210 Avenue SW have been adequately addressed, and there are no objections to the proposal.

Municipal Development Plan (Statutory – 2009)

The subject lands are identified as Planned Greenfield with Area Structure Plan (ASP) as per the *Municipal Development Plan* (MDP). The MDP provides overall guidance for development in new communities and the *West Macleod ASP* provides policy guidance for the planning and design of the neighbourhood. The proposed land use amendment application meets the MDP objectives relating to housing choice, community diversity, overall housing affordability, encouragement of a mix of apartments, mixed-use developments and ground oriented housing, and complete communities.

South Macleod Trail Regional Policy Plan (2007)

The *South Macleod Trail Regional Policy Plan* provides further policy framework at a regional level and identifies the subject lands as Residential, however Radio Tower Creek falls within the Conservation Study Area. The recommendation aligns with the policies found within the *South Macleod Trail Regional Policy Plan* which encourages a range of housing types and ownerships, a walkable environment, and preserving open spaces and critical environmental areas.

West Macleod Area Structure Plan (Statutory – 2014)

The policy areas for the subject site differ west and east of Radio Tower Creek. East of the creek, the site is designated as Residential Area, which includes a range of housing forms and open spaces; and west of the creek the site is designated as Residential Area of Interest, which is characterised by sloping lands, gullies and associated habitats, and residential development in a variety of forms that adapt and integrate with the existing natural features and topography of the area. The proposed plan is in alignment with the ASP.

Social, Environmental, Economic (External)

The proposed land use amendment enables the continued evolution of the *West Macleod ASP* area in the form of a wide range of low density uses. The development of these lands will enable a more efficient use of land and infrastructure, and will support surrounding uses and amenities while introducing the location for additional amenities for the area.

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Financial Capacity

Current and Future Operating Budget

There are currently no known impacts to the current operating budget.

Current and Future Capital Budget

There are no known impacts to the current and future operating budgets at this time.

Risk Assessment

The subject site lies on the periphery of The City of Calgary in an area which is not currently serviced, and has a transportation network that is still developing. The associated outline plan conditions of approval (CPC2019-0017) adequately deal with the infrastructure costs associated with the development of a new neighbourhood in this area.

REASON(S) FOR RECOMMENDATION(S):

The proposal complies with the applicable policies of the *West Macleod Area Structure Plan*. The proposed redesignation and associated outline plan supports the development of the subject parcel 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. Applicant's Submission
2. Proposed Outline Plan