

Planning & Development Report to
Calgary Planning Commission
2019 July 18

ISC: UNRESTRICTED
CPC2019-0017

Outline Plan in Residual Sub-Area 13J and 13K (Ward 13) at 1414 - 210 Avenue SW, LOC2015-0124 (OP)

EXECUTIVE SUMMARY

This outline plan application was submitted on 2015 August 24 by B&A Planning Group on behalf of Citiland Spruce Meadows Venture Inc. This application proposes a framework for the future subdivision and development of 64.35 hectares \pm (159.01 acres \pm) of undeveloped greenfield land in the southwest quadrant of the City.

The subject lands are both unique and complex, due to steep slopes, significant environmental features comprised of the Radio Tower Creek riparian area and two existing ravines, and areas of geotechnically unstable land in the west portion of the plan area. In view of these challenges, City Administration has worked diligently and closely with the applicant to address all issues, including collaboration through design workshops undertaken between the applicant and City Administration, to ensure urban development will be compatible with the integrity of the natural features of the area.

The subject area is located within the *West Macleod Area Structure Plan* (ASP) and provides for:

- 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);
- approximately 3.74 hectares (9.24 acres) for a storm pond, water booster station and supporting public infrastructure (S-CRI); and
- the location of future local and collector roadways, utilities, and services.

The proposed outline plan serves to implement the policies of the *Municipal Development Plan* and the *West Macleod Area Structure Plan* by supporting the efficient utilization of land and infrastructure to provide a framework for future subdivision of a new residential area characterized by open space and natural areas as recommended in the associated land use amendment application (CPC2019-0016).

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan located at 1414 – 210 Avenue SW (SW 1/4 Section 16-22-1-5) to subdivide the 64.35 hectares \pm (159.01 acres \pm), with conditions (Attachment 1).

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

B&A Planning Group, on behalf of Citiland Spruce Meadows Venture Inc, submitted the subject application to The City with the associated land use amendment application on 2015 August 24 and have provided a summary of their proposal in the Applicant's Submission (Attachment 2).

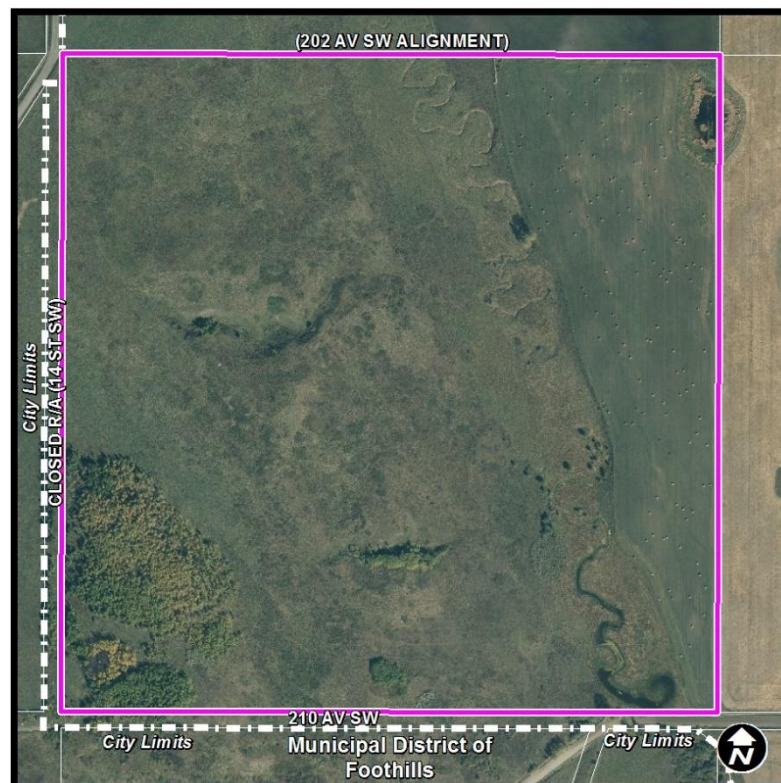
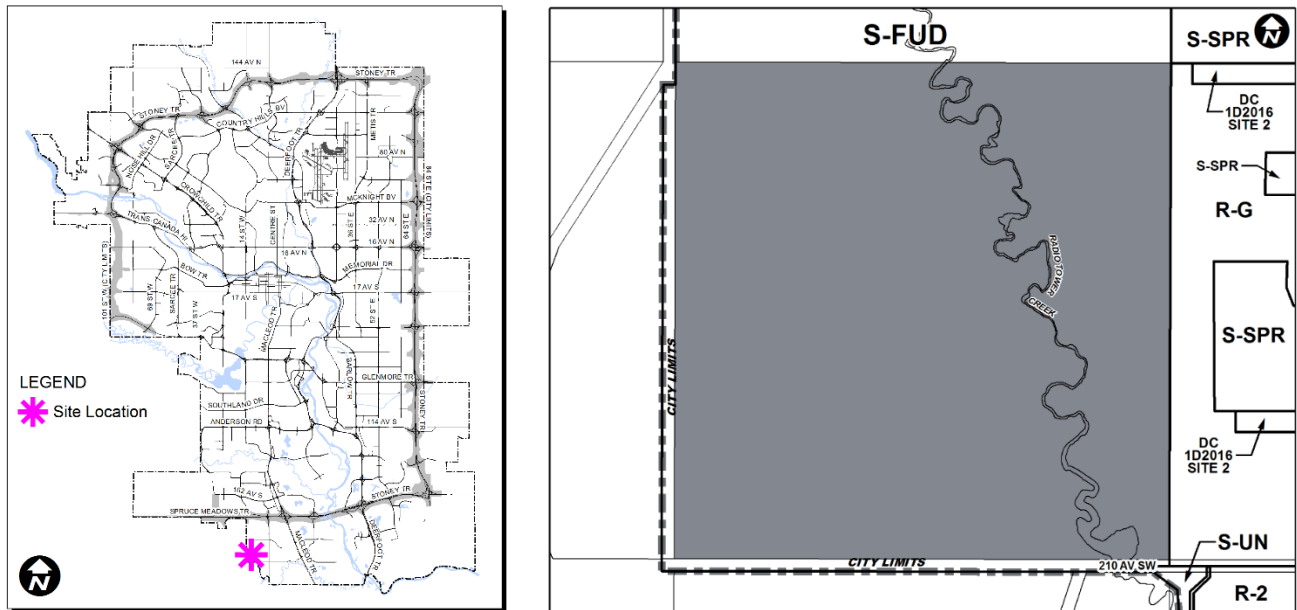
The subject lands were part of an annexation from Foothills County in 2005, which included the areas now known as Walden, Legacy, Belmont, Yorkville and Pine Creek. Development in these communities is currently ongoing. Most recently, to the east of the subject lands, the outline plan and land use amendment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

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Location Map



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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 to 20 percent, with localized areas exceeding 20 percent slope and consists of native grassland, shrubland and aspen forests.

The area is bound to the north by farmland owned by Mattamy Homes identified for future urban development, and further north is the community of Silverado. 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. The south is bounded by a government road allowance owned by The City of Calgary and 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 outline plan (Attachment 3) and corresponding land use amendment application (Attachment 5) will facilitate the development of a residential neighbourhood with a mix of housing types as well as open spaces 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.

Subdivision Design

The proposed outline plan informs a subdivision that is approximately 64.35 hectares (159.01 acres). The subdivision design, layout, road and pathway network were influenced by the many unique natural and topographical features of the land and the goal to protect the Radio Tower

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Creek riparian area and two ravines. The proposed outline plan area is integrated into the adjacent Yorkville community through multi-modal connections while protecting the Radio Tower Creek riparian area and ravines.

The most striking environmental feature is Radio Tower Creek, which 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. This feature accounts for approximately 1/6 of the entire area of the subject lands. The remainder of the site contains two development areas, simply referred to in this report as the east and west sides.

The east side features the flat topography of cultivated fields. The subject outline plan lays out the east side as a narrow-elongated triangle, which creates unique development opportunities off a central collector roadway. The east side provides a wide variety of housing product and choice and is intended to complement the developing lands to the east.

The west side includes very significant topographic features, as the land rises over 70 metres in elevation, with an average gradient of 11 percent. The west side also includes three environmentally significant features: two ravines, and a steeply sloped aspen forest.

This topography has been incorporated into the outline plan design, as follows:

- Road patterns, lot depths, housing type, and open space respond to the site to create a unique residential area that will be characterized by views and natural areas;
- Roads that run in an east to west direction (up the slope) have been carefully aligned to ensure that road grades do not exceed 8 percent;
- Roads that run in a north / south direction have been aligned in a terraced layout to permit grade to be taken up through buildings and private lots while protecting the environmentally significant features;
- All homes on the west side of the creek will require some form of grade adjustment, as no level lots are anticipated;
- Generally, elevation drops across backing lots are in excess of a full storey; therefore, adjustment through each house (both as a walkout and back to front), are required and has necessitated deeper lots to accommodate additional 3:1 sloping; and
- These slope adaptations have been designed into the subject plan to accommodate common housing construction techniques with no developer constructed retaining walls incorporated into the site design.

The layout of single family and multi-family sites has incorporated significant input from Administration to minimize front drive garages on collectors in order to mitigate vehicular traffic conflicts and achieve an improved streetscape. Multi-residential sites are located along or at intersections of key collector roadways. As lanes require a flatter topography and housing

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product with rear garages, they have been shown to be impractical given the topographic constraints on the west side of the creek.

As per *The West Macleod Area Structure Plan*, the proposed outline plan includes a creek crossing that will accommodate the road network, regional pathway, and utilities. The proposed creek crossing will be designed with considerations for wildlife movement, the local creek hydraulics and the conveyance of flood waters within the floodway.

Radio Tower Creek, the floodway, riparian areas within the appropriate setbacks, sloped land that is deemed undevelopable and the two ravines will all be protected as ER. Due to topographical and grading constraints of the area, a minor encroachments into the required 50 metre Radio Tower Creek setback were reviewed and considered acceptable by Parks and Water Resources.

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 the S-SPR District.

The area will contain an extensive network of regional pathway connections as outlined in the *West Macleod Area Structure Plan*, and various local pathways that will wind 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.

A naturalized stormwater facility located in the low-lying area of the plan near Radio Tower Creek will service the west side of the plan area. The stormwater facility will be setback 50 metres from Radio Tower Creek and outside the creek's floodway. Positioning the pond outside the 50 metre conservation setback has generated the need for considerable back sloping within the site. A berm is proposed to separate the stormwater pond from the floodway and the berm has been designed to accommodate both a regional pathway and maintenance vehicle access requirements. The stormwater facility will be designed to be compatible with the surrounding riparian landscape. Vegetated areas will be incorporated into the designs to naturalize the stormwater pond and create micro habitats where native wetland and riparian plants can be established.

Where possible, natural drainage patterns have been maintained within the site. The east side of Radio Tower Creek will ultimately be serviced by a stormwater storage facility north of the subject site on lands owned by Mattamy Homes. An interim stormwater pond may be required

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to service the east side if the construction of the future stormwater facility lags behind the construction schedule of the subject site.

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

Land Use

Concurrent with the outline plan is a land use amendment application (CPC2019-0016) which proposes to redesignate the subject site 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;
- 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.

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 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 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*

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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 major east-west ravines and a Class IV wetland. These features will be preserved through 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 proposed road network is planned as a modified grid pattern, respecting the contours and topography of the lands, particularly Radio Tower Creek. Primary access to the subject site is provided along 210 Avenue SW, Spruce Meadows Way SW and through the adjacent developing community of Yorkville to the east.

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.

Administration worked with the applicant to develop a transportation network that supports multi-modal connectivity for local and regional trips, with a collector street network that

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accommodates active modes, transit, and vehicular movement within the subject site, as well as connections to the regional transportation network.

Public access to both 210 Avenue SW and Spruce Meadows Way will be provided at the first phase of development, with the initial access to 210 Avenue provided at an interim location as shown. Upon completion of the Radio Tower Creek crossing at a later stage of development, and when public street connections are available through the adjacent outline plan area (Yorkville LOC2014-0023), the interim public access location to 210 Avenue SW will be changed to an emergency access and the adjacent lots reclaimed with subsequent phases.

Fire access to the R-1s parcel in the southwest corner of the plan area will be determined through a Comprehensive Development Permit prior to endorsement of the affected Tentative Plan.

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

The regional pathway aligns with the intent of the ASP by providing pedestrian and cycling connections around and outside the subject site, as well as several pathways and trails along Radio Tower Creek. The regional pathway within the plan area runs primarily along Radio Tower Creek, taking advantage of views and park amenities to enjoy along the way. Local pathways strengthen the regional system and provide key linkages across Radio Tower Creek to areas east of the subject site.

Staging of the proposed development through to completion is planned to provide connectivity to the regional transportation network and to ensure adequate emergency access to the subject lands. Opportunities for connections to the north, west and south into future growth areas are protected.

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 plan area 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

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1108 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 Sheriff King Street S 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 13 attendees to the event. City staff were also 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. 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; and
- Minimizing the number of cul-de-sacs within the plan area.

Administration is satisfied that the final proposal 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.

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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 *Intermunicipal Development Plan*.

Foothills County provided comments on 2019 June 20 (see attachment) 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, Radio Tower Creek located within the Conservation Study Area. The outline plans aligns with the policies found within the *South*

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Macleod Trail Regional Policy Plan which encourages a range of housing types and ownerships, a walkable environment, preserving open spaces and critical environmental areas.

West Macleod Area Structure Plan (Statutory – 2014)

The proposed outline plan follows the vision within the *West Macleod Area Structure Plan*, which identifies the area east of Radio Tower Creek as “Residential Area”, which includes a range of housing forms and open spaces; and the area west of the creek designated as “Residential Area of Interest”, characterised by sloping lands, gullies and associated habitats, and residential development in a variety of forms that adapt to and integrate with the existing natural features and topography of the area.

Social, Environmental, Economic (External)

The proposed outline plan enables the continued evolution of West Macleod in the form of a wide range of housing types. The development of these lands will enable a more efficient use of land and infrastructure, and will support surrounding uses and amenities while introducing additional amenities for the area.

Financial Capacity

Current and Future Operating Budget

There are currently no known impacts to the current operating budget. As the development proceeds, the provision of City services such as roads, transit, parks maintenance and waste and recycling would have an operating budget impact at such time as they are provided. A booster station for water services that is anticipated for 2033 will require city operating funds once it is constructed by the developer and transferred to the responsibility of The City to operate.

Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. Local capital investment to bring on this phase will be at the developer’s cost. There are no growth management concerns at this time.

Risk Assessment

This project lies on the periphery of The City of Calgary in area which is not currently serviced and has a transportation network that is still developing. The outline plan conditions of approval (Attachment 1) adequately deal with the infrastructure costs associated with the development of a new neighbourhood in this area.

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REASON(S) FOR RECOMMENDATION(S):

The proposed application is in accordance with the objectives of the *Municipal Development Plan*, and more specifically is in accordance with the policies specified in the *West Macleod Area Structure Plan*. The proposed outline plan, supports the associated redesignation to various districts that accommodate low to medium residential development and the preservation of natural areas 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