

COUNCIL – AGENDA REPORT

Meeting Date: 19 April 2022

Subject: Bylaw No. B-16/2022 - West Hills CASP Amendment and
Bylaw No. B-17/2022 - Key Ranch NSP

Boards Routed Through: Land Allocation Committee, Community Services Advisory
Board and Municipal Planning Commission

Date: 7 April 2022

Issue:

Council is being asked to give First and Second Reading to Bylaw No. B-16/2022, being a bylaw to amend the West Hills Community Area Structure Plan; and Bylaw No. B-17/2022, being a bylaw to adopt the Key Ranch Neighbourhood Structure Plan.

Background:

The City of Airdrie utilizes two types of area structure plans to guide future development. A Community Area Structure Plan (CASP) is a high level Area Structure Plan that provides a broad-based planning framework for new community development. A Neighbourhood Structure Plan (NSP) is a detailed Area Structure Plan that focuses on a smaller area within an approved CASP. The NSP addresses similar elements as the CASP, but in greater detail. The NSP is a more descriptive and detailed plan showing local street networks; the exact location of schools, parks and pathways; the distribution of housing types; architectural themes and other community design matters. The proposed Key Ranch Neighbourhood Structure Plan (KR-NSP) is within the existing approved West Hills Community Area Structure Plan (WH-CASP), west of Bayview.

Amendments to the West Hills CASP

A more detailed review of the slope of the lands at the NSP stage resulted in the changes to the land use within the CASP. The main amendments to the West Hills CASP (Bylaw No. B-22/2021) required to facilitate the NSP are shown on Figure 6 Land Use Plan of **Attachment #1** and include the following:

- Relocation and realignment of collector roads.
- Relocation and realignment of open space and medium density residential.

The collector roads are realigned to match the network in the approved Wildflower NSP. Amendments to align the text with these changes are shown in the redline version in **Attachment #2 West Hills CASP Amendment**. No changes are proposed to the CASP policies that would affect other lands within the CASP.

Location Summary

The Key Ranch NSP (see **Attachment #2**) is within the existing approved West Hills CASP west of Bayview in west Airdrie. The NSP is bounded by 24th Street .

NSP Land Use Concept

The plan area contains ± 49 ha (120 ac) of land owned by Lamont Land LP (Lamont) and ± 16.21 ha (40.06 ac) owned by one private landowner. The Key Ranch NSP is designed as a residential community, with 1,186 planned dwelling units. The land use concept is identified in **Figure 9. Neighbourhood Structure Plan**.

Topography and Design

The Key Ranch NSP topography is characterized as land that rises steadily to the west from 24 Street (see **Figure 5. Topography**). As such, this does present design opportunities and challenges for the site. The Developer's intent is to preserve and work with the natural topography of the land to the extent possible. This lends itself to more of a curvilinear design with curving roads and cul-de-sacs where necessary (See **Figure 6. 3D Topography and Concept Renderings**).

The lands are presently under agricultural use with an active farmstead and a propane business. There is a mature stand of trees surrounding the existing residence.

Planning Review:

The proposed NSP provides a future framework for development that enables an efficient use of land and infrastructure, supporting surrounding uses and introducing additional amenities to the area. With the design of any residential Neighbourhood Structure Plan, Administration works with applicants to ensure that several key land use planning objectives are met. The following provides a higher level policy review, followed by an analysis of the Plan.

West Hills Community Area Structure Plan (Statutory – 2019)

Council adopted the West Hills CASP in December 2019 (amended in 2021). The CASP consists of three quarter-sections, each representing a future NSP. Figure 9 Neighbourhood Structure Plan identifies several elements that are to be located within the NSP including a portion of a high school site, an elementary school, a storm pond, an Environmental Reserve area, pathways and open space.

City Plan (Statutory – 2014)

Map 2 (Future Growth Areas) of the City Plan identifies the Plan area as predominantly residential land use. As such, the proposed NSP is evaluated primarily against the policies in Chapter 6 Community Design and Development in the City Plan.

Housing Mix and Residential Density:

In accordance with the City Plan, the West Hills CASP requires an average minimum residential density of 20 units per gross residential hectare (8 units per acre) in the Plan area. The Key Ranch NSP proposes an anticipated total of 1,186 residential units, as identified in Table 2 of the NSP. The unit counts equate to an anticipated density of 20.6 upha (8.3 upa) which meets the policy requirement.

Policy 6.15 of the City Plan requires that at least 30% of the housing stock within a NSP area should be comprised of a mix of duplex, semi-detached, townhome, apartment and other attached housing styles. The proposed NSP provides 48% of the total housing units as multi-family, which will likely take the form of semi-detached, townhouse condominium units and some apartment buildings.

Policy 6.16 of the City Plan also states that small and narrow lot single-detached development, as defined in the Land Use Bylaw, should not exceed 35% of the housing stock within a Neighbourhood Structure Plan area. Narrow Lot Single Family Detached units are anticipated to make up 32% of the total housing units, meeting this policy requirement.

Environmental Considerations:

A Biophysical Impact Assessment (BIA) submitted in accordance with the City's application requirements did not indicate the presence of any wetlands or waterbodies. There is an ephemeral waterbody along 24th Street, but it does not meet the criteria for protection (does not serve a broader ecological function beyond supporting agricultural activity). No Environmental Significant Areas were identified within the NSP area (as defined in the City's *Ecological Inventory Expansion and Environmental Best Practices Report*, 2013).

Parks, Open Spaces and Schools

Guiding the design of the open space network is the protection of the landforms on the site, namely the escarpment to the north. The total amount of Municipal Reserve (MR) credit proposed to be dedicated in the Key Ranch NSP open space plan is **±5.75 ha/14.21 acres** (see Table 4. Open Space Calculations). The MR will be distributed across seven MR areas. Section 4.4 of the NSP provides the open space concepts for each of the seven MR areas.

Transportation Considerations:

Regional Street Network

The regional street network consists of 24th Street, classified as an arterial road that borders the site along the east boundary of the Key Ranch NSP. The NSP provides for road widening along 24th Street as shown on Figure 9 to accommodate the ultimate right of way width of 49.7 metres (up to six lanes and transitways).

Local Transportation Network

See Figure 21 and section 5.0 of the NSP for the internal road network proposed. Customized road cross-sections have been created to accommodate unique circumstances and are contained in the appendix.

Active Transportation Network (Pathways)

The active transportation network in Key Ranch consists of local pathways and regional pathways. Connectivity to adjacent communities and the regional pathway network have been considered in this design (see section 4.4.7 and Figure 20 of the NSP). The north-south and east-west regional pathway connections have been largely provided along the collector roads. The regional pathway extends along the Environmental Reserve (ER) and connects to the ER in the Wildflower NSP.

Transit

In terms of transit, 24th Street has been identified as a High Order Transit corridor (as defined by the CMR IGP and as discussed in the 2020 Transportation Master Plan). Locating density (in the form of multi-family dwellings) as close as possible to 24th Street promotes higher usage of future transit along this corridor because of shorter walking distances. Planning and Development and the applicant had extensive discussions regarding this matter and it was agreed that because of slope, site suitability for multi-residential dwellings (such as apartment buildings) is limited. Townhouse development may be considered by the developer at the land use amendment stage. Policy (4.3.1.2 and 4.3.1.6) has been included in the document directing density to be located close to 24 Street.

Transit stops have been identified throughout the community within 250 m and 400 m radii of residences (See **Figure 23. Conceptual Transit Stop Locations (250 m)** and **Figure 24. Conceptual Transit Stop Locations (400 m)**).

Servicing Considerations:

Storm Infrastructure

Storm servicing is illustrated on Figure 30 of the NSP and will be provided through the construction of an on-site wet pond. Stormwater will be conveyed both by overland drainage and piped by gravity to this pond.

Sanitary Infrastructure

On-site gravity mains will drain towards 24th Street and will be sized to accommodate future sanitary flow from the adjacent quarter-section to the west (see section 6.2 and Figure 28 and 29 of the NSP).

Water Infrastructure

The two water pressure zones within the NSP will be serviced on a staged basis. The High West Reservoir (SW10-27-1 W5M) will be needed by either Phase 4 or 5 of the NSP (See section 6.1 and figures 26 and 27 of the NSP).

Development Phasing:

Onsite phasing is shown on Figure 30 of the NSP. *Phase 1* contains the north portion of the storm pond necessary to service the entire NSP except for *Phases 7 and 8*, which are under separate ownership. At the time of development for Phase 7 and 8, the remainder of the storm pond will be constructed, which will service this remaining portion.

The ±3.24 hectare (8 acre) school site is evenly split between the two landowners. The building envelope has been strategically located on the Lamont side (Phase 4) so it can be developed sooner if the Reid's side (Phase 8) is not available yet.

Sanitary, water and storm lines will extend with the road network allowing build out on a phased basis. See section 8.0 of the NSP for implementation policies.

Funding and Finance

Section 5.5. Funding Commitment of the West Hills CASP states that servicing capacity for the CASP requires Phase 1 and Phase 2 upgrades, as identified in the 2016 Utility Master Plan (UMP). The upgrades are to be front ended by the CASP proponents for all benefitting lands. See Section 6.5 of the NSP for policy regarding the contribution agreement requirement.

Circulation Comments

The NSP was circulated to Rocky View County in accordance with the principles of the Inter-municipal Development Plan, 2000. Rocky View County had no concerns with the NSP from a planning perspective. However, they expressed concerns with regards to transportation. The County requested that the scope of the TIA be expanded to include an evaluation of potential impacts to roads within the County because of the development, namely Big Hills Springs Road (Yankee Valley Boulevard), Range Road 11 (8th Street), Range Road 12 (24th Street) and Range Road 13. Planning and Development provided the Key Ranch NSP TIA to the County.

Stakeholder Engagement

The City of Airdrie website provided residents with information on the development partners for this project along with a link to Lamont's project webpage. A notification letter was sent by the City to adjacent properties in September 2021 to notify them of the NSP initiation and how to participate in the process. A notice was also posted in the newspaper.

As per the City of Airdrie CASP/NSP submission guidelines, the proponents hosted a virtual public open house on November 2, 2021. The proponents have provided a "What We Heard" report which is provided as **Attachment #3** to this report. The report outlines the Developer's entire public engagement program in support of the project.

Regional Planning Process

The NSP is generally in alignment with the principles, objectives and policies of the Calgary Metropolitan Region's Interim Growth Plan (IGP). In accordance with the *Municipal Government Act*, Council will be required to forward the West Hills CASP amendment and the Key Ranch NSP to the Calgary Metropolitan Region Board (CMRB) between First and Third Reading of Bylaw No. B-16/2022 and Bylaw No. B-17/2022 for approval.

Alignment with South Saskatchewan Regional Plan and AirdrieONE:

The proposed concept for the Key Ranch NSP incorporates design elements which help the NSP to meet the vision, principles, and objectives of the South Saskatchewan Regional Plan and the AirdrieONE Sustainability Plan.

South Saskatchewan Regional Plan (2018)

The South Saskatchewan Regional Plan (SSRP) provides a set of strategies around land use patterns and promoting efficient use of land. These are always considerations in the Neighbourhood Structure Plan process.

AirdrieONE (2012)

The Key Ranch NSP generally complies with the requirements of the AirdrieONE Sustainability Plan, and the land use and open space concepts align specifically align with sustainability objectives and success statements under the Built Environment, Socially Sustainable Communities, Sustainable Natural Environment, and Economic Prosperity focus areas of the plan.

The NSP achieves the AirdrieONE **Built Environment** goal (page 11-12), by creating a neighbourhood with a unique sense of identity through the open space system, slope adaptive development and by providing a suitable mix of housing product. The NSP also achieves the AirdrieONE **Socially Sustainable Communities** goal (page 13-14) with the continuous pathways and open spaces. The park spaces foster a sense of belonging and create opportunities for socializing.

The effort to integrate slope adaptive development to preserve the existing topography and minimize the amount of grading needed achieves the AirdrieONE **Sustainable Natural Environment** goals (page 17-18). The ER slope is a local landmark which will be preserved for the overall community.

Finally, the proposed Key Ranch NSP achieves the AirdrieONE goal of **Economic Prosperity** (page 9-10) by adding to the housing product choice in Airdrie and to the assessment base. Moreover, this development will further extend the servicing infrastructure network to this area of the city in a contiguous pattern in accordance with the 12 Thousand Acres Plan. Payment of off-site development levies at subdivision will help to advance regional infrastructure such as 24 Street to the benefit of the overall city. At the same time, on-site infrastructure costs will be borne by the Developer.

Boards Routed Through:

Municipal Planning Commission

The Municipal Planning Commission considered the application on April 7, 2022 and voted in 7-1 in favor. MPC had the following questions:

Commercial land use

1. MPC asked whether consideration had been given to adding commercial land use around the high school as per section 4.2 of the West Hills CASP. MPC noted the lack of nearby commercial sites as a potential detriment and a result is not a complete community. Administration responded that the specific location of the high school has not yet been determined and as such locating commercial use in proximity is a challenge at this stage. Administration noted there is a commercial/mixed use site in the southeast corner of Wildflower to the north and one is anticipated in the future NSP on the SE3 27-1-5 (Westmark). As well there is a commercial neighbourhood node slated for the lands across 24th Street in the Bayview community to the east.

Alignment of Collectors and Pathways

2. MPC asked why the collector and pathway on Figure 6 of the amended CASP are not connected with the quarter section to the south of the Key Ranch NSP. Administration responded that the north-south collector had originally been shifted in the Wildflower NSP to align with the future high school. When an NSP application is submitted for the SE3 27-1-5 (Westmark), the road will be required to shift as well. With regards to the regional pathway on Figure 7 of the amended CASP, the alignment was shifted in accordance with the design of the roads in Key Ranch NSP. Similarly, this will be required to align once an NSP is submitted for the SE3 27-1-5 (Westmark).
3. MPC commented on the incremental nature of the shifting alignments (regarding collectors and pathways) between the NSP areas within this CASP. Administration identified that as the planning gets more detailed there is some degree of shifting anticipated.

Open Space

4. Members of MPC commented that they would like to see the slopes and open spaces used for tobogganing. Administration notes that the Parks Department is not supportive of tobogganing in these spaces.
5. MPC asked for clarification on the difference between regional and local pathways. Administration responded that aside from the larger width, regional pathways have a higher standard of maintenance.

24th Street

6. MPC asked about the projected timeline for the completion of 24th Street and how this fits within the time horizon for this plan. Administration responded that 24th Street will be staged from four lanes to six lanes. The ultimate six lane configuration is anticipated for 2039 or later.

Intermunicipal Comments

7. MPC asked about how the comments from Rocky View County (RVC) are being managed. Administration responded that a global level of TIA is being discussed with RVC administration whereby intermunicipal traffic impacts can be identified on a municipal wide basis rather than at the individual CASP and NSP stage.

School

8. MPC asked about whether the school site would be functional with only the portion of the site for the building and no play fields. Administration responded that this was discussed with the Land Allocation Committee and wording has been added to the NSP that the developer will endeavor to address the site comprehensively at the time it is needed by the school authority. Moreover, the building envelope has been located within the earlier phase.

Housing Mix

9. MPC asked whether there would be any seniors housing in the neighbourhood. Administration responded that there are multi-family sites identified in the plan which may accommodate this type of use. However, at this stage there is no specific proposal for seniors housing in the NSP.

10. MPC asked why there appears to be less medium density land use in the amended CASP. Administration responded that at the NSP stage, while there may be some degree of shifting in land use, the overall density remains consistent at approximately 8 units per acre.

Slope

11. A concern was expressed regarding runoff down the hill. Administration notes that these matters will be addressed as part of the detailed engineering, including the Erosion and Sediment Control Plan.

Land Allocation Committee

The LAC considered the draft NSP and draft school site concept at their October 25, 2021, meeting. The Committee requested that the school building envelope be located on the Lamont side (Phase 4) and that the playfields be within the Reid's side (Phase 8). Additionally, LAC requested policy to be added to the NSP stating that the school and the playfield should be constructed at the same time. The applicant has added to section 4.4.6 under Elementary Joint Use Site that the developer will use all commercially reasonable means to provide a complete site in collaboration with the private landowner. LAC is in support of this wording and the school site concept presented.

At the January 25, 2022 Land Allocation Committee meeting, Planning and Development presented a technical memo provided by Lamont stating that the area within the future school site does not need an Environmental Site Assessment (ESA) Phase II. This memo was accepted by the LAC at its February 28, 2022, meeting.

Community Service Advisory Board (CSAB)

The NSP open space network was accepted unanimously by the CSAB on November 8, 2021, with the condition that a pathway connection be provided between the Environmental Reserve and the elementary school site. In response, Lamont explored several options for this connection with the Parks Department and a regional north-south 2.50 m pathway within the 16.75 m right of way was selected with a 2.0 m local pathway through the residential area connecting to the west side of the school. The applicant added a lane at the back of the lots fronting onto the collector to avoid driveways crossing the pathway.

CSAB had the following questions:

Pathways and Schools

1. The CSAB asked what sport field is proposed for the school site. Staff responded that specific programming had not been determined at this point.
2. The CSAB stated it wanted increased connectivity between the ER, the school site, and the regional pathway. Staff responded there are sidewalks on all roads. CSAB added the condition to add this connection (which has been addressed as discussed earlier).

Phasing

3. The CSAB asked for clarification on the Municipal Reserves Table. Staff clarified that the 10% requirement is being split proportionately between the landowners. Staff further clarified that the Reids will continue to own their land and are identified as the last two phases to develop. It will be rezoned appropriately. Lamont clarified there is no timeline for this parcel.

Environmental Reserve (ER)

4. The CSAB also asked how erosion will be handled on the ER area. Staff clarified that an Erosion Sediment Control Plan needs to be in place at the subdivision/development stage.

Alternatives/Implications:

Council has three alternatives with respect to each of the proposed bylaws:

Bylaw No. B-16/2022 (West Hills CASP amendment)

1. Council could choose to give First and Second Reading to proposed Bylaw No. B-16/2022 as presented.

Prior to Third Reading, this CASP amendment will be brought forward to the Calgary Metropolitan Region Board (CMRB) for compliance review with the Interim Growth Plan prior to returning to Council for final reading.

2. Council could choose to table proposed Bylaw No. B-16/2022 to allow Administration to provide additional information required for a decision or to follow direction from Council.

Choosing this option means that Council believes more information should be provided or that certain modifications to the CASP amendment should be made prior to Council giving any readings of proposed Bylaw No. B-16/2022.

3. Council could choose to defeat proposed Bylaw No. B-16/2022.

Choosing this option means that Council is not supportive of Bylaw No. B-16/2022 as presented and the West Hills CASP would remain unchanged.

Bylaw No. B-17/2022 (Key Ranch NSP adoption)

1. Council could choose to give First and Second Reading to proposed Bylaw No. B-17/2022 as presented.

Prior to Third Reading, this NSP will be brought forward to the Calgary Metropolitan Region Board (CMRB) for compliance review with the Interim Growth Plan prior to returning to Council for final reading.

2. Council could choose to table proposed Bylaw No. B-17/2022 to allow Administration to provide additional information required for a decision or to follow direction from Council.

Choosing this option means that Council believes more information should be provided or that certain modifications to the NSP should be made prior to Council giving any readings of proposed Bylaw No. B-17/2022.

3. Council could choose to defeat proposed Bylaw No. B-17/2022.

Choosing this option means that Council is not supportive of Bylaw No. B-17/2022 as presented.

Communications Plan:

The NSP applicant has conducted public outreach, including a virtual open house on November 2, 2021, prior to this Plan being forwarded to the Municipal Planning Commission. Public notification of the public hearing will be provided in the City Connection for three consecutive weeks (March 31, April 7 and 14, 2022) in keeping with the City's Public Notification Bylaw No. B-02/2019.

Recommendation:

That Council gives First and Second Reading to:

1. Bylaw No. B-16/2022 being a bylaw to amend Bylaw No. B-22/2019, the West Hills Community Area Structure Plan; and
2. Bylaw No. B-17/2022, being a bylaw to adopt the Key Ranch Neighbourhood Structure Plan.

Daria McDonald, RPP, MCIP
Senior Planner

Presenter:	Daria McDonald, RPP, MCIP
Department:	Planning and Development
Reviewed by:	Gail Gibeau, Team Lead, Planning & Development, Jamal Ramjohn, Manager, Community Growth
Attachments:	#1: Bylaw No. B-16/2022 West Hills CASP Amendment #2: Bylaw No. B-17/2022 Key Ranch NSP #3: What We Heard Report
Appointment:	N/A