

COUNCIL – AGENDA REPORT

Meeting Date: 16 September 2019

Subject: West Hills Community Area Structure Plan

Boards Routed Through: Municipal Planning Commission

Date: 15 August 2019

Issue:

Council is being asked to give First and Second Reading to Bylaw No. B-22/2019, being the West Hills Community Area Structure Plan (CASP).

Background:

In May 2017, Council approved a joint CASP justification request submitted by proponents of the West Hills CASP and the Davy Creek CASP. A formal application for the West Hills CASP was submitted in April 2018 by Urban Systems on behalf of the West Hills landownership group. The current ownership group is comprised of Minto Communities, Lamont Land Holdings, Westmark Holdings and Ken and Teresa Reid.

The West Hills CASP is the first application for a CASP in the city's post annexation area to be brought to Council. The plan area consists of three quarter sections and encompasses 195 hectares (481 acres) of land located west of 24th Street and north of Yankee Valley Boulevard. In February 2019, Council approved a request by the current landownership group to expand the West Hills CASP boundary to add three quarter sections immediately west and portion of the quarter section north in keeping with the ultimate West Hills CASP boundary delineated in the 12 Thousand Acres Plan (12K Plan). The landownership group is in the process of completing the necessary planning work required for the additional lands. However, the attached Bylaw No. B-22/2019 covers only the original three quarter sections (see Attachment 1). The CASP has been reviewed on a number of aspects as outlined below.

Development Overview

Land Use Composition

The West Hills CASP consists of three predominantly residential communities and will provide for a neighbourhood commercial development along the south boundary of the plan area. Other community amenities planned for the area include three elementary or middle schools

for the residential communities, a high school to serve the plan area and adjacent lands and various forms of community open spaces. The policies of the CASP propose a range of housing forms and an overall density of 8.0 units per gross developable area. The CASP is anticipated to have approximately 3,400 residential units for a population of 9,180.

Biophysical Features

A Biophysical Inventory was prepared for each of the three quarter sections. The plan area consists of rolling hills with a rise in elevation from east to west for a total elevation change of approximately 60 metres. In keeping with City Plan policy, the City will consider taking Environmental Reserve (ER) for slopes greater than 15%. A stand of balsam poplar trees were also identified on the central quarter section and will be reviewed at Neighbourhood Structure Plan (NSP) stage for possible retention. A wetland associated with drainage was identified in the south quarter section, which the Province has indicated is not crown-claimable. At NSP, the City will consider claiming this wetland as ER.

Geotechnical

Geotechnical investigations were completed for each of the quarter sections between 2016 and 2017. The reports indicate that bedrock is at 0.5 metres to 8.2 metres in the north quarter section, at 0.5 metres to 5.2 metres on the central quarter section and at 1.5 metres to 8.2 metres on the south quarter section. Overall, the geotechnical reports determined that the lands are suitable for development.

Historical Review

Historical Resource Act approval from Alberta Culture and Tourism has been granted for the plan area.

Phase I Environmental Site Assessment

A Phase I Environmental Site Assessment (ESA) has been completed for each of the three quarter sections.

The Phase I ESA report for the north quarter section identified eight existing water wells within the site or within 500 metres of the site. A hydrogeological assessment will be submitted at NSP stage to provide a comprehensive evaluation of the potential impacts associated with development on natural ecological features and functions that are supported by underground resources. A Phase II ESA was done for the existing farmstead site on the north quarter section and concluded that no further investigation will be required.

The Phase I ESA completed for the central quarter section recommended a Phase II for the existing farmstead site and a Hazardous Building Materials Assessment for the buildings on site is recommended prior to removal.

Based on the completed Phase I ESA and the limited scope Phase II ESA for the south quarter section, no further investigation is required. Two natural gas wells on the site have been reclaimed with reclamation certificates issued by the Province of Alberta.

Ecological Features

A riparian corridor with a Class "C" wetland is located along the southern boundary of the plan area. The western portions of this corridor will be preserved as Environmental Reserve. The

central portion of the riparian corridor will be incorporated into the stormwater management plan and open space network of the community. The proponents will compensate the Province for removing a portion of the wetland.

Servicing Concept

Sanitary servicing of the West Hills CASP plan area will ultimately rely on the South Regional Lift Station and associated future trunk forcemain to Calgary under the Utility Master Plan (UMP) Phase 3 improvements. With no specific timeframe for the construction of the South Regional Lift Station and/or the forcemain, an interim servicing strategy will be used to provide immediate sanitary service for the lands. The interim servicing strategy allows the West Hills CASP lands to utilize a portion of the existing two quarter sections of latent capacity identified in the UMP as part of the Phase 1 improvements. Additional infrastructure upgrades as part of the Phase 2 UMP improvements will be required to provide sanitary services to the remaining West Hills lands. Upon the construction of the South Regional Lift Station and the trunk forcemain, the West Hills CASP lands will connect to this system.

Stormwater management facilities are proposed in each quarter section. The number and location of stormwater facilities are largely influenced by the topography of the site and the availability of downstream servicing connections. Nose Creek Watershed Water Management Plan peak flow and volume control targets apply to the CASP. Accordingly, the 1:100-year runoff discharge rate from the development will be restricted to 1.257 litres/second/hectare (L/s/ha). The average annual runoff volume to Nose Creek will not exceed 16 mm. At NSP, a Staged Master Drainage Plan will be provided for each stormwater management facility to further refine pond footprints and storage requirements. The proposed stormwater servicing is a deviation from the UMP that has been accepted by staff.

The plan proposes a single pressure zone for water servicing of the subject lands, with a future reservoir located within the quarter section (i.e. SW ¼ Sec. 10-27-1-W5) adjacent to the north quarter section. The proposed water servicing is a deviation from the UMP and has been accepted by staff.

Transportation

The CASP area is bounded by two skeletal arterial roadways: 24th Street to the east and Yankee Valley Boulevard to the south. The City's Transportation Master Plan (TMP) has identified a number of roadway improvements for the network adjacent to the West Hills CASP. A future potential Light Rail Transit (LRT) or Bus Rapid Transit (BRT) corridor connecting Airdrie to Calgary is planned for 24th Street. The future alignment of LRT and/or BRT will influence the amount of land required for future transportation needs dependent on population. According to the TMP, the north-south skeletal arterials will require widening from 2 to 4 lanes along 24th Street and from 4 to 6 lanes along 8th Street as West Hills and other communities adjacent to the area are fully built out.

School Site

The proposed concept plan identifies three elementary or middle school sites (one per quarter section) to meet projected growth targets for the local school boards. Lands for elementary and/or middle schools will be acquired by the City as municipal reserve (MR). A high school will be located within the plan area and is generally sited between the north and central quarter sections. The actual location of the high school will be determined at NSP stage.

A strategy for acquisition of lands for the high school site has yet to be determined. The City and the Land Allocation Committee (LAC) are currently in discussions with the development industry to create a city-wide High School Land Assembly Policy that will specify the parameters for how lands for the high school will be acquired. With no specific timeframe in which a solution for a high school land assembly will be negotiated, staff has worked with the proponents to include policy language aimed at meeting the City's overall objective. If no other option can be exercised, the policy language includes the requirement for the proponents to pay a per-lot levy which will be used to purchase lands for the high school. This provides a backstop for this type of educational infrastructure required to support growth.

Park and Open Space

There are four connected open space nodes/parks within the plan area representing approximately 17 acres. The exact location, size, configuration and programming will be determined at the NSP stage. A publicly accessible "civic node" is located in the northern quarter section and will be developed to take advantage of the view of both the city and the Rocky Mountains. Connectivity in the plan area will be combination of off-street pathways and sidewalks.

Phasing and Sequence

Development of one or more quarter sections will occur concurrently with development commencing in 2021 on the north and central quarter sections and 2022 for the south quarter section.

Funding and Finance

Recognizing that the sanitary services are a major constraint to the development of the plan area, the CASP proponents acknowledge that there is limited servicing capacity available to accommodate development within the plan and that upgrades to City infrastructure will be required to allow for the full build out of the plan area. The City's UMP identifies the required upgrades to City infrastructure to accommodate future development in three phases.

- Phase 1 upgrades allow for the utilization of existing latent servicing capacity to accommodate approximately one to two quarter sections of development in the 2012 post-annexation boundary. A portion of the West Hills CASP plan area will benefit from this existing latent servicing capacity.
- Phase 2 upgrades allow for development of approximately five additional quarter sections of lands in the post-annexation boundary, including the remainder of the West Hills CASP lands. The cost associated with the construction of the Phase 2 improvements will be the sole responsibility of the developer, initiating a subdivision servicing agreement within the Phase 1 benefiting lands.
- Phase 3 upgrades will allow for the development of the remaining lands in the 2012 post-annexation boundary. The City and the development industry are negotiating a 'Funding and Financing Model' for the infrastructure upgrades needed to service the annexation lands that cannot be serviced by the Phase 1 and Phase 2 upgrades identified in the UMP. As of August 1, 2019, strategies for the funding and financing of the Phase 3 infrastructure upgrades are being explored.

The latent capacity is being allocated to the West Hills CASP and the Davy Creek CASP proponents on the condition that collectively, the proponents will front end the necessary Phase 2 improvements in order to bring on additional non-residential lands. Prior to first reading of any NSP, the CASP proponents will be required to submit an executed agreement between the West Hills CASP landowners and the landowners of the proposed Davy Creek CASP. This agreement will formalize the understanding between the City and the proponents on the allocation of the existing latent capacity and the subsequent infrastructure upgrades. Staff has worked collaboratively with the CASP proponents to spell out the key principles to be included in the agreement. Staff believe an agreement will provide certainty for the City that the Phase 2 improvements will be completed and within a suitable timeframe.

Planning Review

City Plan

The plan area is identified as residential within the Future Growth Areas of the Airdrie City Plan (Municipal Development Plan). The proposed CASP meets the City Plan policies generally and the adopted land use concept specifically.

The joint servicing strategy with Davy Creek CASP as outlined in this report and enforced by the agreement prior to first reading of the bylaw by Council; will contribute to the City meeting several overall planning objectives by aligning with a number City Plan policies such as urban expansion and land supply, Area Structure Plan preparation, contiguous development and the efficient use of infrastructure.

12 Thousand Acres Plan

The 12 Thousand Acres Plan (12K Plan) endorsed by Council in 2018 is considered the City's growth management plan. The table below demonstrates how the proposed West Hills CASP aligns with 12K Plan goals.

12K Plan Goal	12K Plan specific to the West Hills CASP lands	West Hills CASP alignment with 12K Plan
Provide general direction on land uses for the annexed area;	The 12K Plan identifies residential neighbourhood type uses with a portion in the south as commercial overlay (see Attachment 2 – 12K Plan Land Use Concept).	The West Hills CASP is in keeping with the general land use identified in the 12K Plan.
Outline future Community Area Structure Plan (CASP) boundaries;	The 12K Plan identifies the West Hills CASP boundary as including the existing West Hills CASP and the expansion areas which includes the adjacent western three quarter sections and a portion of the lands north of the existing plan boundary (see Attachment 3 – 12K Plan Proposed CASPs).	The West Hills CASP plan area covers a portion of the ultimate West Hills CASP plan boundary. However, an application to expand the existing CASP boundary to include the remaining lands is currently under review.

12K Plan Goal	12K Plan specific to the West Hills CASP lands	West Hills CASP alignment with 12K Plan
Determine the sequencing for when lands within the post annexation boundary will be available for development.	The 12K Plan anticipates population growth to the 80,000 mark for the eastern portion of the plan area and the remainder at the 110,000-population mark (see Attachment 4 – Growth Management Sequencing Strategy Map).	The Plan envisions community build out in the north and central quarter sections over a 5 to 6 year time frame commencing in 2021. The southern quarter section envisions community build out over an 8 to 10 timeframe commencing in 2022.

Stakeholder Engagement

As part of the CASP review process, external agencies were circulated and feedback provided. Rocky View County was also given an opportunity to review the CASP and provided feedback. Staff worked with both the CASP proponents and Rocky View County to address concerns identified and provide additional information.

In accordance with the *Municipal Government Act* (MGA), Council will be required to forward the CASP to the Calgary Metropolitan Regional Board (CMRB) for approval between first and third reading of Bylaw No. B-22/2019.

In keeping with City directives, the proponents hosted a public open house on January 10, 2019 and landowners within a 1-mile radius were invited to attend.

Alignment with AirdrieONE:

The CASP aligns with AirdrieONE by:

1. Enhancing the environmental sustainability by promoting smart growth and less sprawl. In addition the CASP will meet the targets identified in the Nose Creek Watershed Management Plan;
2. Contributing to economic sustainability by providing a broad range of housing opportunities; and
3. Enhancing social sustainability by creating a health community through improved access to sidewalks and open spaces.

Boards Routed Through:

Land Allocation Committee (LAC)

City Administration and the school boards operating in Airdrie have established a Reserve Agreement in accordance with the MGA. The Reserve Agreement establishes a Land Allocation Committee comprised of representatives from each jurisdiction to help identify and address school location and planning issues. In accordance with this Agreement, the position

of the Land Allocation Committee is presented in association with all statutory documents being presented to Council, including this application.

The LAC notes that the West Hills CASP is a primarily residential development area and that it generates sufficient student demand to require three elementary/junior schools. Student generation from this area and adjacent neighbourhoods also creates the need for a secondary school to be located within the West Hills CASP area.

The school boards operating in Airdrie are not provided with funds for land assembly purchases for a high school (approximately 8 hectares or 20 acres). The limitations of Municipal Reserve (MR) dedication make it challenging to provide adequate land for high school sites, as well as the recreational amenities necessary for the youthful population in Airdrie's residential communities. The limited amount of non-residential development occurring in Airdrie does not provide adequate cash-in-lieu to acquire sufficient lands for high schools within municipal boundaries.

Ultimately, the City of Airdrie considers the land required to facilitate these educational institutions/facilities to be required infrastructure for growth. Discussions between the City of Airdrie, the school boards operating in Airdrie and the development industry (represented by BILD Calgary Region) have begun in order to find solutions for this necessary civic infrastructure. Until a solution for high school land assembly has been fully achieved, the following options for high school land assembly (where required), will be supported by LAC:

1. Over-Dedication of Municipal Reserve
2. Dedication of Municipal Reserve acceptable to the Development Authority
3. Negotiated Solution between the industry, LAC and the City of Airdrie
4. Council Adopted Levy
5. Required CASP Policy Language

For the West Hills CASP, the policy language on high school land assembly has been included and the CASP is supported by LAC.

Municipal Planning Commission (MPC)

Municipal Planning Commission reviewed the West Hills CASP and alternatives at the August 15, 2019 MPC meeting and has unanimously recommended the following alternative to Council:

That Council adopts Bylaw No. B-22/2019 with the following staff modifications:

1. Funding and Finance - requiring the infrastructure servicing agreement to be submitted prior to first reading of any NSP; and
2. High School Land Assembly - the inclusion of a \$2,000/lot levy amount for high school land assembly.

Alternatives/Implications:

Council has three alternatives with respect to the proposed bylaw:

Alternative One: Council can choose to give First and Second Reading to Bylaw No. B22/2019 as presented.

If given second reading, this application will be brought forward to the Calgary Metropolitan Region Board (CMRB) for review and comment prior to returning to Council for third reading.

Alternative Two: Council can choose to table Bylaw No. B-22/2019 to allow staff and/or the applicants to provide additional information necessary to allow a decision to be made.

Choosing this option means that Council believes more information should be provided or that certain modifications to the CASP should be made prior to Council giving any readings of the bylaw. Tabling the Bylaw would result in delaying NSP submissions and, by extension, the development of these lands.

Alternative Three: Council can choose to defeat Bylaw No. B-22/2019.

Choosing this option means that Council is not supportive of the Bylaw and the applicant's proposal as presented.

Communications Plan:

Prior to public hearing public notification will be required in keeping with City policy and the *Municipal Government Act*. Upon adoption of the CASP internal departments will be notified in order to coordinate and plan for service level.

Recommendation:

Alternative One: Council give First and Second Reading to Bylaw No. B22/2019 as presented.

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Attachments:	#1: Bylaw No. B-22/2019 #2: 12K Plan Land Use Concept #3: 12K Plan Proposed CASPs #4: Growth Management Sequencing Map #5: West Hills CASP
Appointment:	N/A