

# South Airdrie CASP

Amendment Justification Report





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# 1

## Introduction

B&A Planning Group prepared this Justification Report on behalf of a landowner group representing the lands legally known as SW 1/4 Section 25-26-1 W5M and a portion of the SE 1/4 Section 25-26-1 W5M (hereafter known as the ‘Amendment Area’). **Figure 1** highlights the Amendment Area which is located south of the residential communities of Hillcrest and South Point, west of the Canadian Pacific Railroad (CPR) tracks, east of 8 Street SW and north of 56 Avenue. The Amendment Area is located within the Pre-2012 annexation boundary, which the City of Airdrie anticipates full build-out by 2023, accommodating a population of approximately 85,000.

This report proposes to amend Airdrie’s City Plan and South Airdrie Area Structure Plan (ASP) to allow for a diverse mix of residential, commercial and mixed business uses, in the future Community of Balgray.



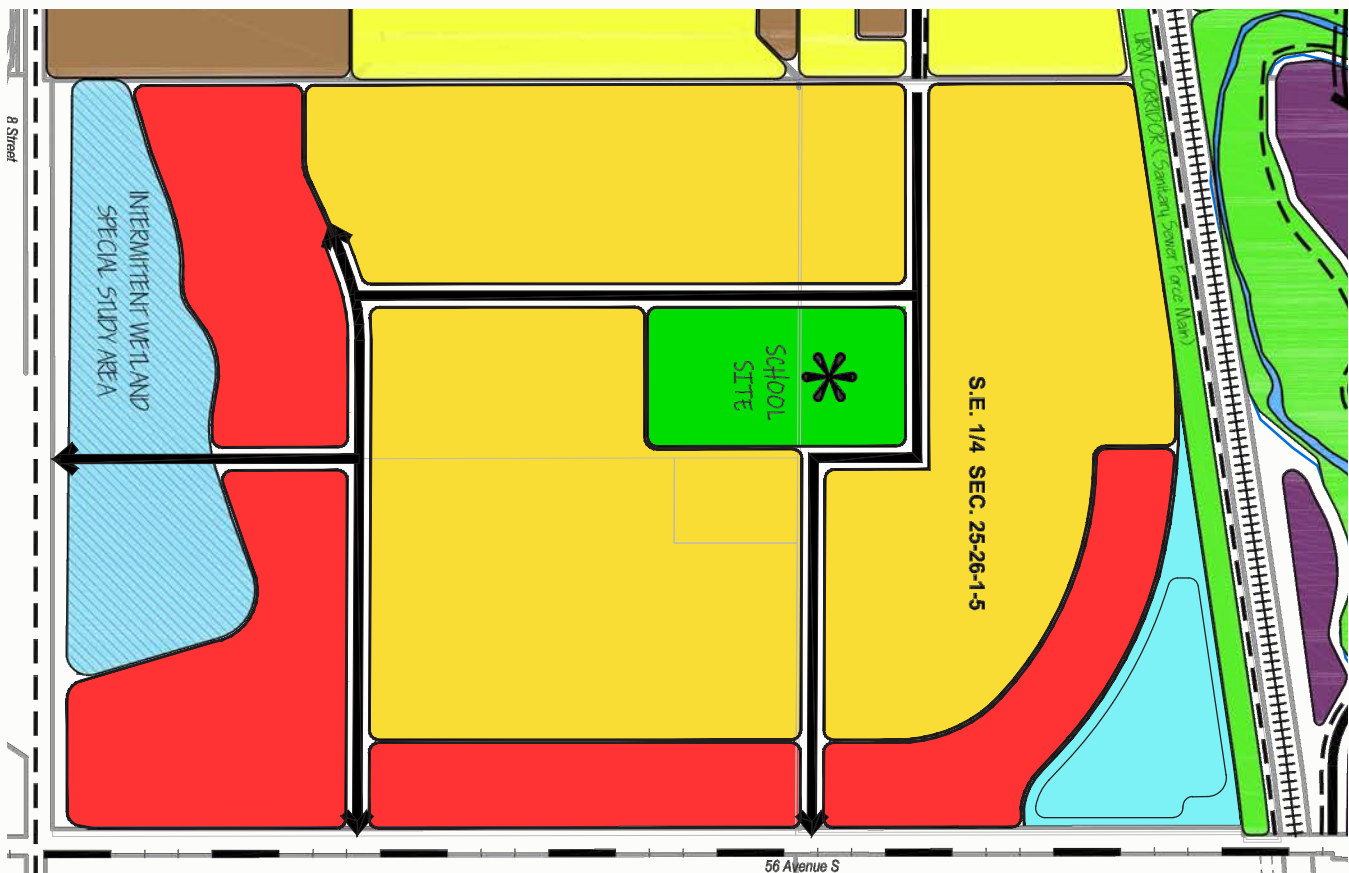


# 2

## Concept Plan & Amendment Area

The Concept Plan proposes a generalized land use framework that enables future development within the Amendment Area. The Neighbourhood Residential Area includes a variety of low to medium density housing and a mix of commercial uses, anticipating a community-oriented commercial centre to address a noticeable gap in the retail market (See Section 6.2). This area also improves the contextual interface and is a logical connection to the Hillcrest and South Point residential communities. Additionally, the Concept Plan proposes a variety of non-residential Commercial / Mixed Business uses along the southern boundary, leveraging 56 Avenue and a future connection to the Queen Elizabeth Highway (QE2). Light Industrial/Commercial uses provide a suitable interface to the expected commercial uses south of 56 Avenue in Rocky View County. **Figure 2** depicts the Concept Plan and generalized land use districts proposed within the Amendment Area. **Table 1** and **Table 2** highlight generalized land use areas and concept plan statistics, respectively.

**FIGURE 2 :** Concept Plan



## 2.0

The total area is approximately 99 hectares (244 acres) with a Gross Developable Area of approximately 86 hectares. This is a preliminary land use mix that will be further refined at the Neighbourhood Structure Plan (NSP) stage. The Concept Plan achieves a healthy land use mix allocating approximately 24% of the land to non-residential (employment generating) uses and 76% to residential. In practical terms this achieves the City Plan targets an assessment split of 75% residential and 25% non-residential, which reflects a long-term strategic priority of Airdrie's Council.

The City of Airdrie's Growth Management vision for light industrial-mixed areas was intended to enable the City of Airdrie to diversify its tax base beyond residential land uses and maintain a balanced financial position. The City's long-term target of 25/75 percent non-residential/residential assessment split is consistent with the generalized land uses, enabling greater flexibility to transform these lands, while maintaining an employment-generating function of this area.

**Table 1: Generalized Land Use Areas**

	Area (ha)	% of Gross Developable Area
<b>TOTAL SITE AREA</b>	<b>98.76</b>	
Deduct: Environmental Area / Stormpond	12.93	n/a
<b>GROSS DEVELOPABLE AREA (GDA)</b>	<b>85.83</b>	<b>%100</b>
Neighbourhood Residential Area *	65.08	75.8%
Mixed Use / Commercial Area *	20.75	24.2%

\*includes municipal reserve (if required), roads and other utilities

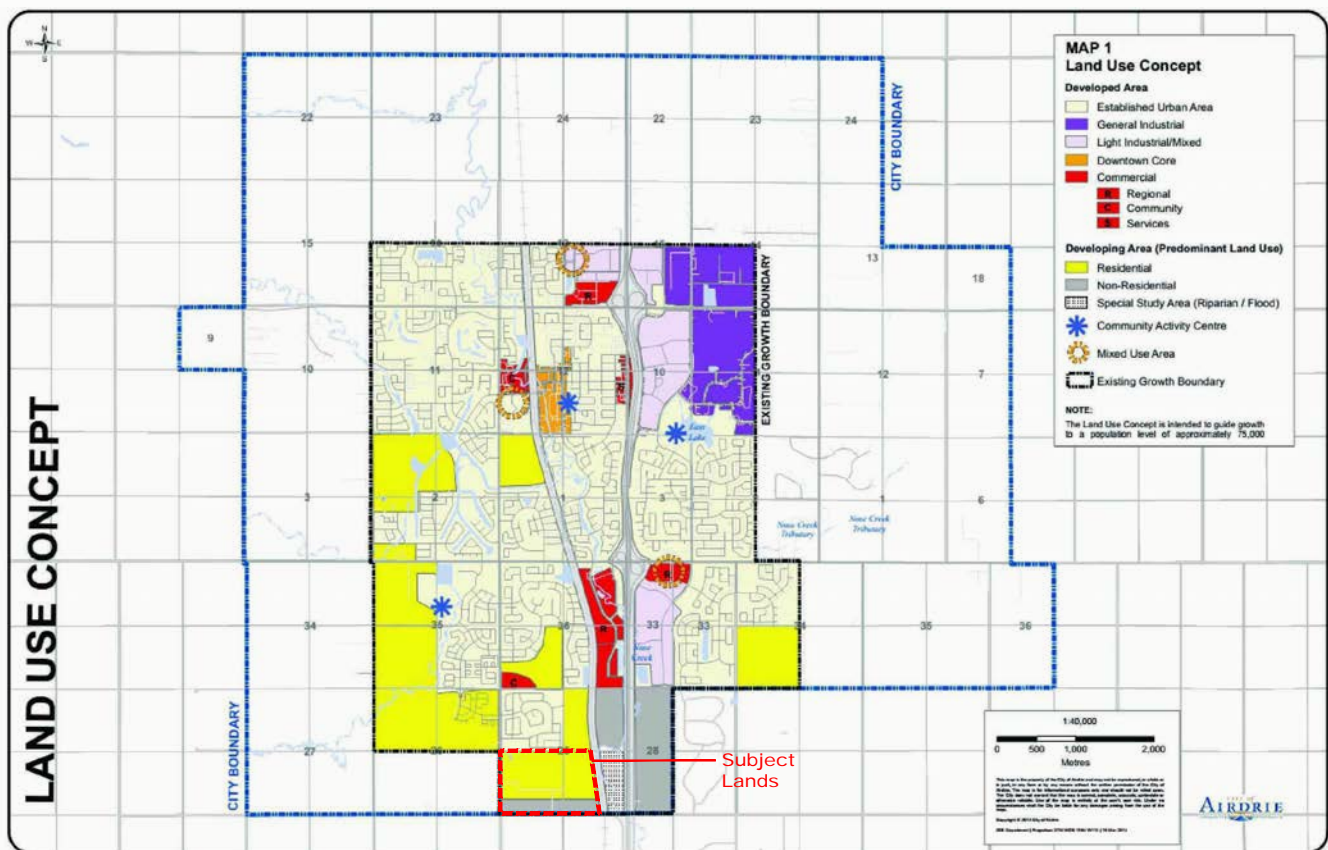
**Table 2: Concept Plan Statistics**

Land Use	Residential (Units/ft <sup>2</sup> )	Total
<b>Non-Residential (ft<sup>2</sup>)</b>	<b>Total</b>	
Multi-Residential	602	1,677
Lower Density Residential	1,075	
Mixed Use / Commercial	425,000 ft <sup>2</sup>	425,000 ft <sup>2</sup>

## 2.1 ALIGNMENT WITH PREVIOUS CONCEPTS

The Concept Plan proposes an amendment to the Airdrie City Plan and South Airdrie ASP that aligns with a prior land use concept originally presented to Council in 2014 for First Reading. This version recommended a change from industrial uses to residential for parcels within the South Airdrie ASP area. It also recommended relaxing the strict ‘industrial’ designation on other parcels to accommodate more non-residential uses including a range of appropriate commercial, institutional and light industrial development. The Concept Plan proposes to align with prior versions of the City Plan and South Airdrie ASP, while providing an opportunity to incorporate a greater mix of uses to serve South Airdrie. **Figure 3** highlights the Land Use Concept presented to Council on May 20, 2014, which aligns more closely to the proposed Concept Plan.

**FIGURE 3 :** Airdrie City Plan (Map 1 Land Use Concept) First Reading Version





# 3

## Background & Planning Context

### 3.1 ANNEXATION (1986)

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A series of historical decisions highlight the City's contemplation to convert the Amendment Area to residential and accommodate a wider range of employment generating uses. The lands were annexed in 1986 based on the 1984 Airdrie Growth Study.

The Growth Study estimated that by using a high growth scenario projection of 60,208 persons, the City would require an additional 4.1 sections of land for residential and an additional 2 1/2 sections of land for industrial purposes beyond what existed within the City limits. **Figure 4** highlights the Amendment Area within the 1986 annexation lands. Most of the lands north of the Amendment Area have been converted to a mix of residential and commercial uses.

The annexation justification further stipulated that while the City of Airdrie had undeveloped lands within its jurisdiction to meet the short term residential and industrial requirements, the City wished to maintain a 20-year residential and 30-year industrial land supply. The Local Authorities Board supported the City's request and concluded that land proposed for residential (Section 2) and industrial (Sections 25 & 36) uses within the annexation submission:

- had no known constraints,
- could be readily serviced with the major utilities,
- has ready access to and from the City,
- is within the recommended development area outline in the 1984 Airdrie Growth Study, and
- is a logical area for extension of the City's boundaries.

The basis of the rationale progressed into the South Airdrie ASP in 1991 which designated the entire Amendment Area as Industrial. The Amendment Area, however, remains undeveloped, having been annexed over thirty years ago. The planning context has changed, as evident by successive conversions of industrial land to residential and commercial uses. These lands were originally intended to meet the City's 30-year industrial land supply as it was thought at the time the lands could easily be serviced, had good transportation access and formed a complete development area. The market for industrial land in this location has not materialized based on the original annexation rationale, yet the land designation remains the same. Since then, the ASP has been amended, redesignating portions of the lands, north of the Amendment Area, from industrial to residential.

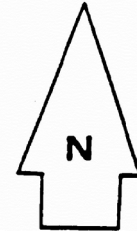
**FIGURE 4:** 1986 Annexation Lands

THE ALBERTA GAZETTE, SEPTEMBER 30, 1986

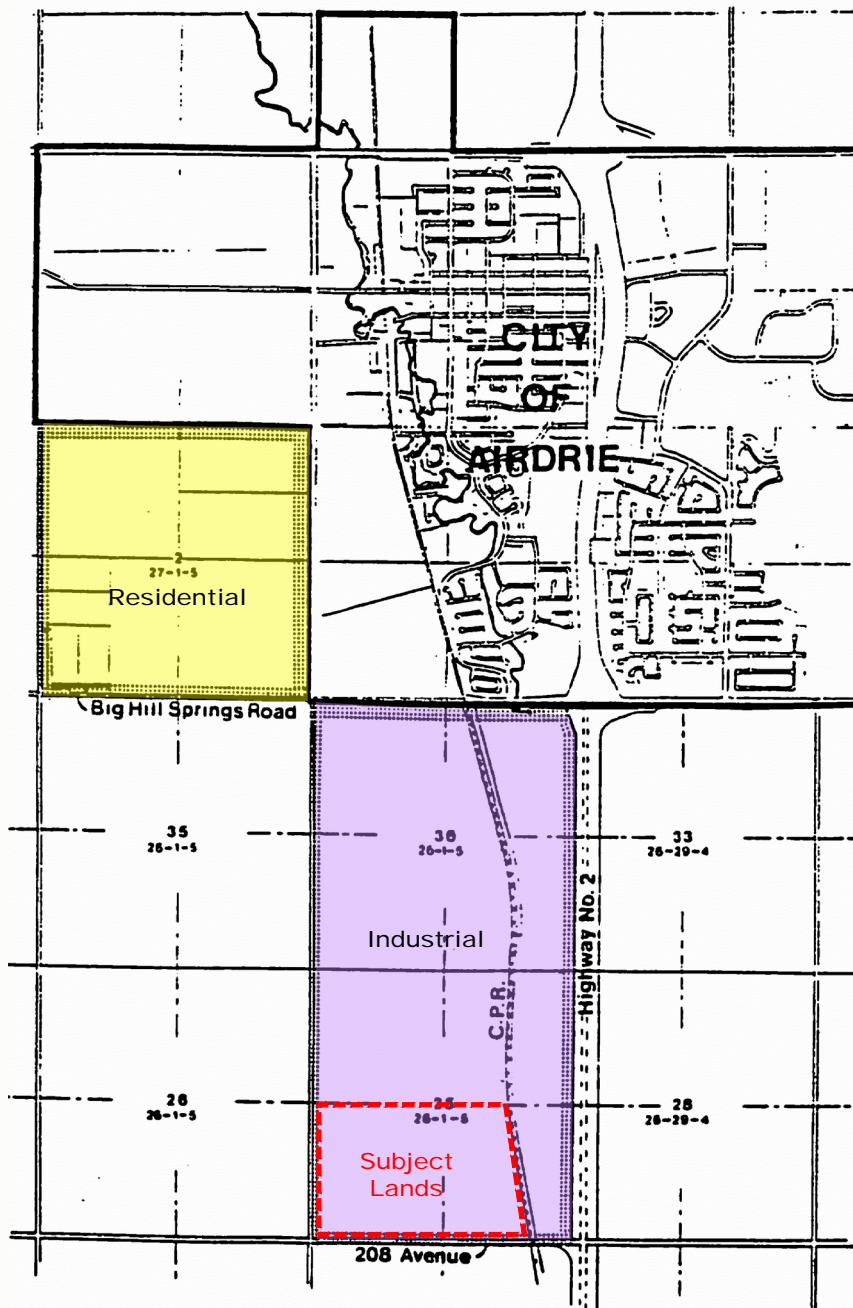
## SCHEDULE "A"

A SKETCH SHOWING THE GENERAL LOCATION OF THE  
AREAS AFFECTED BY BOARD ORDER No.17823

EFFECTIVE DATE: DECEMBER 31, 1986



 AFFECTED AREA(S)



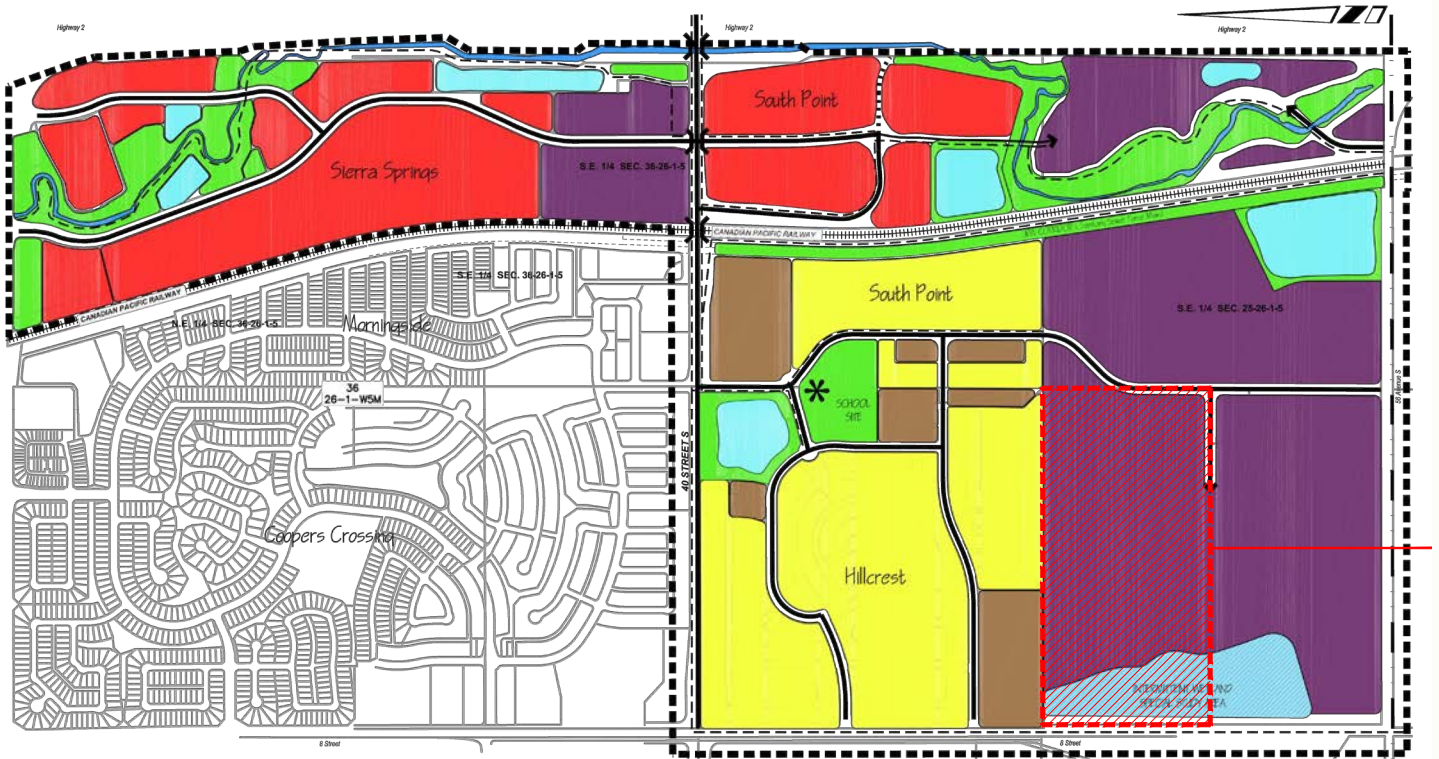
### 3.2 SOUTH AIRDRIE AREA STRUCTURE PLAN

The South Airdrie ASP was adopted by Council on September 17, 1991, designating the Amendment Area as Industrial. Since this time, the Plan has been amended several times, converting industrial lands to a mix of residential and commercial uses, with latest occurring in 2015. The ASP sets out the overall vision and objectives for the Plan area such as general land uses, the internal road network, connections to the regional transportation network, and high-level servicing strategies. The ASP provides general policy for the Amendment Area. Key goals of the ASP are to:

- provide commercial and industrial employment near residential neighbourhoods;
- preserve key natural features in a system of ecological networks;
- create an efficient and interconnected grid street network; and
- design distinct attractive neighbourhoods that serve the needs of people of all ages;

The South Airdrie ASP classifies the Amendment Area as Light Industrial, as **Figure 5** shows. As such, this Justification Report proposes to amend the South Airdrie ASP.

**FIGURE 5 : South Airdrie ASP**



Legend	
	Area Structure Plan Boundary
	Municipal Boundary
	Road Network
	Bridge
	Canadian Pacific Railway Tracks
	Nose Creek
	Low Density Residential
	Medium Density Residential
	Light Industrial
	Commercial
	Intermittent Wetland Special Study Area
	Open Space/Parks
	Stormwater Management Pond
	Recreational Path
	School Site

South Airdrie Area Structure Plan

Development Plan Figure 7

### 3.3 MUNICIPAL DEVELOPMENT PLAN - AIRDRIE CITY PLAN (2014)

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The Airdrie City Plan (Bylaw B-17-2014) represents Airdrie's strategic plan to guide the planning and development of Airdrie. It supports a comprehensive approach to preserving the long-range availability of employment lands and includes a 76% residential/24% non-residential assessment base target. The City Plan provides a generalized land use concept for the current and future growth areas, assuming a population of up to 75,000 within the pre-2012 annexation boundary, where the Amendment Area is located.

The Airdrie City Plan includes policies to guide growth and expansion in an efficient, orderly and economic fashion, namely:

- 2.4 - The City will take steps to ensure that the municipal land base is developed in an efficient and effective manner in order to avoid sprawl, minimize the need for future expansions and ensure cost-effective servicing.
- 2.5 - No annexation proposals will be considered within the 90,000-population horizon of this Plan. Any future annexation proposals will occur well in advance of development in order to implement effective growth management policy and to preserve the City's long-term growth options and will be based on a comprehensive growth analysis, servicing feasibility and fiscal analysis.
- 2.10 - The City shall ensure the provision of a 10 – 20 year planned (CASP) land supply in each major land use category to accommodate medium-term growth.

The City Plan Land Use Concept applies the Light Industrial/Mixed Business designation to the Amendment Area, as **Figure 6** demonstrates. Like the ASP, this Justification Report proposes to amend the City Plan to accommodate the Concept Plan.

Further, Policy 2.14 of the City Plan provides a growth criteria assessment to determine growth sequencing and evaluate development proposals. The policies include:

- a. Ability of the proposed development to enhance the proportion of non-residential development;
- b. Fiscal implications of the development and assessment of short- and long-term costs/risks to the City;
- c. Adjacency of proposed growth area to existing development and services;
- d. Proximity of the proposed development to sour gas operations and facilities, rail ways, confined feeding operations, floodways, unstable slopes, airport vicinity contours and other identified hazards;
- e. Infrastructure capacity, including road and piped infrastructure;
- f. Servicing requirements and expansion feasibility;
- g. The funding/financing strategy outlined by the proponent to address costs for the required servicing and infrastructure, including front-ending requirements

- h. Environmental constraints and opportunities (e.g. consideration of wetlands, natural vegetation and natural drainage systems);
- i. Community infrastructure capacity implications (e.g. emergency and protective services, schools, parks and recreation);
- j. Ability of the proposed development to broaden and improve the amenities, use mix and housing choice within residential communities; and
- k. Ability to effectively align the development with AirdrieOne sustainability objectives.

Converting uses within the Amendment Area to align with the Balgray Concept Plan satisfies the criteria of Policy 2.14.

### 3.4 AIRDRIE CITY PLAN - FIRST READING VERSION (2014)

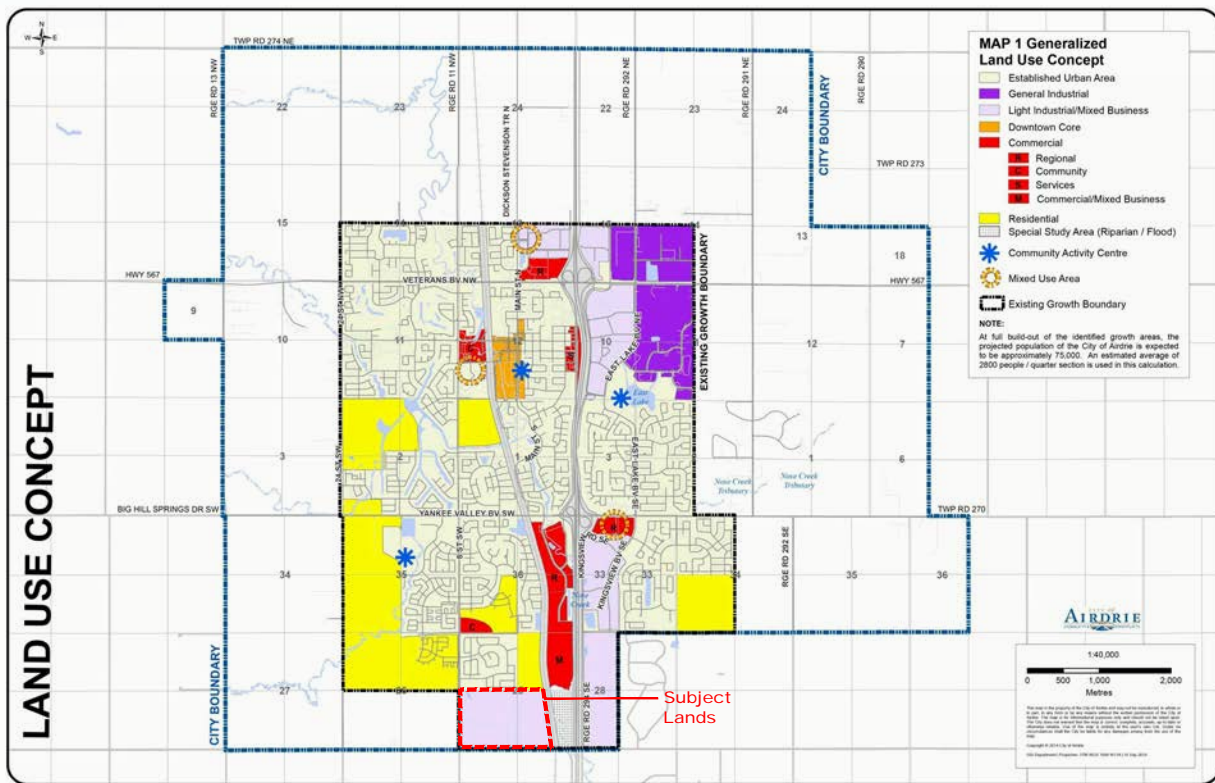
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In 2014, the Airdrie City Plan was presented to Council for First Reading and the Generalized Land Use Concept reflected a recommended change from industrial uses to residential; and to change the industrial designation on parcels to a more inclusive non-residential designation. **Figure 3** highlights the Amendment Area within the context of the 2014 First Reading Land Use Plan.

Ultimately Council decided to proceed with a Generalized Land Use Concept designating the area as Industrial, maintaining and aligning with the previously approved South Airdrie ASP, which was informed by the 1984 Growth Study and 1986 Annexation process. This decision was made because Council and Administration anticipated that the forthcoming 12 Thousand Acre Plan would provide additional information on land supply and demand for both residential and non-residential, which would provide additional information regarding the feasibility of maintaining the current designation on the South Airdrie lands, including the Amendment Area.

Since then, the Airdrie City Plan has maintained the Industrial land use designation for the Amendment Area.

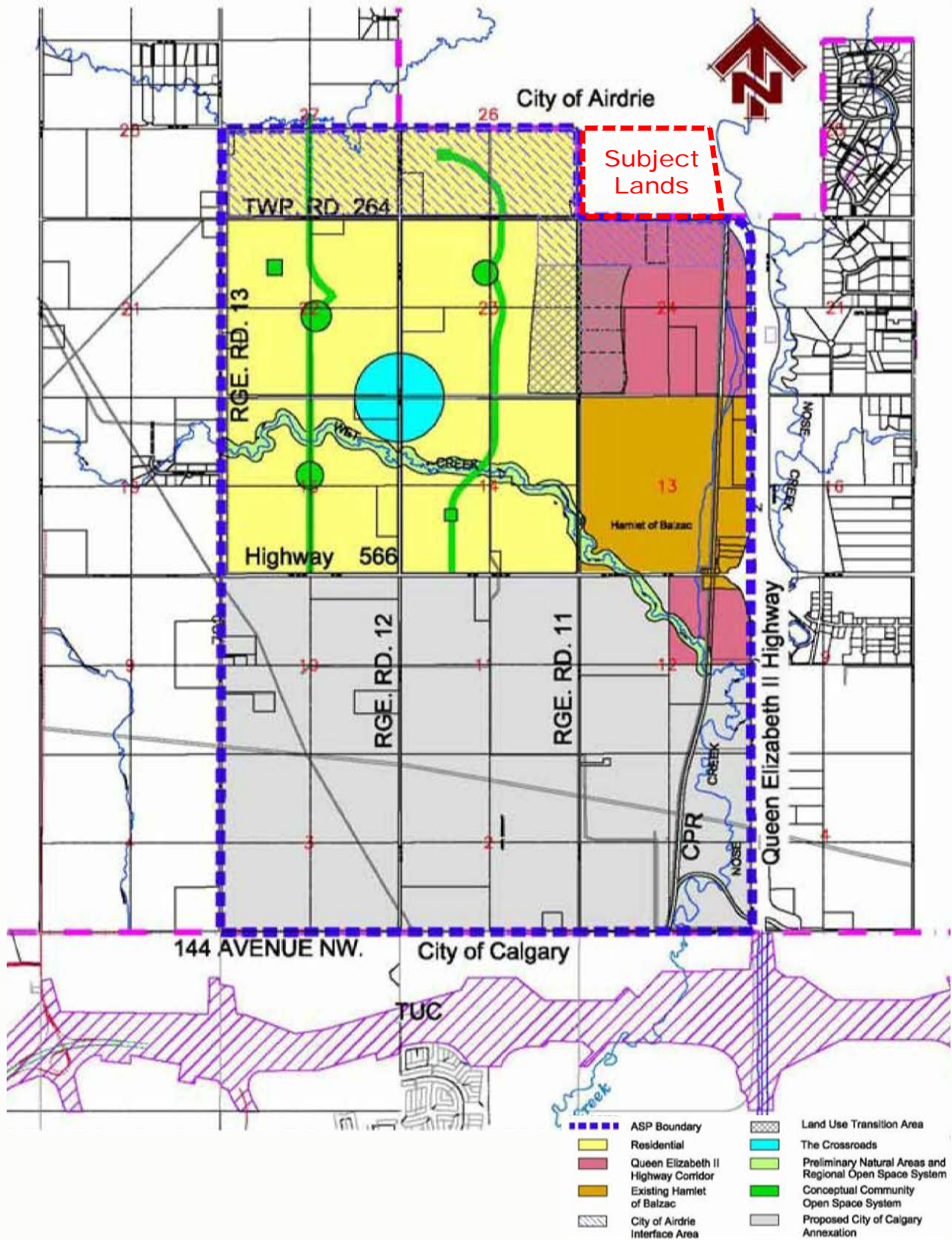
**FIGURE 6 : Approved Airdrie City Plan Land Use Concept**



### 3.2 BALZAC WEST AREA STRUCTURE PLAN

Rocky View County’s Balzac West Area Structure Plan was approved in 2007. The ASP designates Section 24 immediately south of the subject lands as ‘Queen Elizabeth II Highway Corridor’. The Queen Elizabeth II Highway Corridor is intended to offer a range of regional economic development opportunities and acts as an employment node for the County. The predominant land uses in the Queen Elizabeth II Highway Corridor is commercial, retail, office, and light industrial business park uses. **Figure 7** illustrates the Amendment Area in the context of the Balzac West Area Structure Plan.

**FIGURE 7 : Balzac West Area Structure Plan**



# 4

## Population and Employment Forecasts

Airdrie continues to be one of the fastest growing municipalities in Canada, experiencing an average annual growth rate of 5.16% from 2015 to 2019. The 2018 Growth Strategy Update forecasted population and land demand requirements for a 50-year horizon for the City of Airdrie. The Update provides population and employment projections from 2015 to 2065 for two scenarios: Base and Alternate (more aggressive) Scenario.

**Table 3** highlights each of the growth scenarios, estimating Airdrie’s population to range between 168,468 and 211,112 by 2065. These population projects have had significant impact on planning and land development, informing such as plans as the 12K Plan. Employment projections for the City are estimated to grow to 55,683 in the ‘Base Scenario’ by 2065 and 67,764 in the ‘Alternate Scenario’ by 2045. In the ‘Alternate Scenario’, employment in the City is projected to grow to 94,175 by 2065.

The 2018 Growth Strategy update recommended the alternate scenario be used for all land use and planning purposes in Airdrie.

**Table 3:** Population and Employment Forecasts

Year	Population		Employment	
	Base	Alternative	Base	Alternative
2025 (10 year)	84,528	92,769	27,684	34,539
2035 (20 year)	109,574	127,307	35,679	50,003
2045 (30 year)	134,111	165,534	43,942	67,764
2055 (40 year)	154,273	193,021	50,904	83,643
2065 (50 year)	168,468	211,112	55,683	94,175

(Growth Strategy Update – Phase 1: Population and Land Supply/Demand Analysis, Oct 2016 Dillon Consulting)

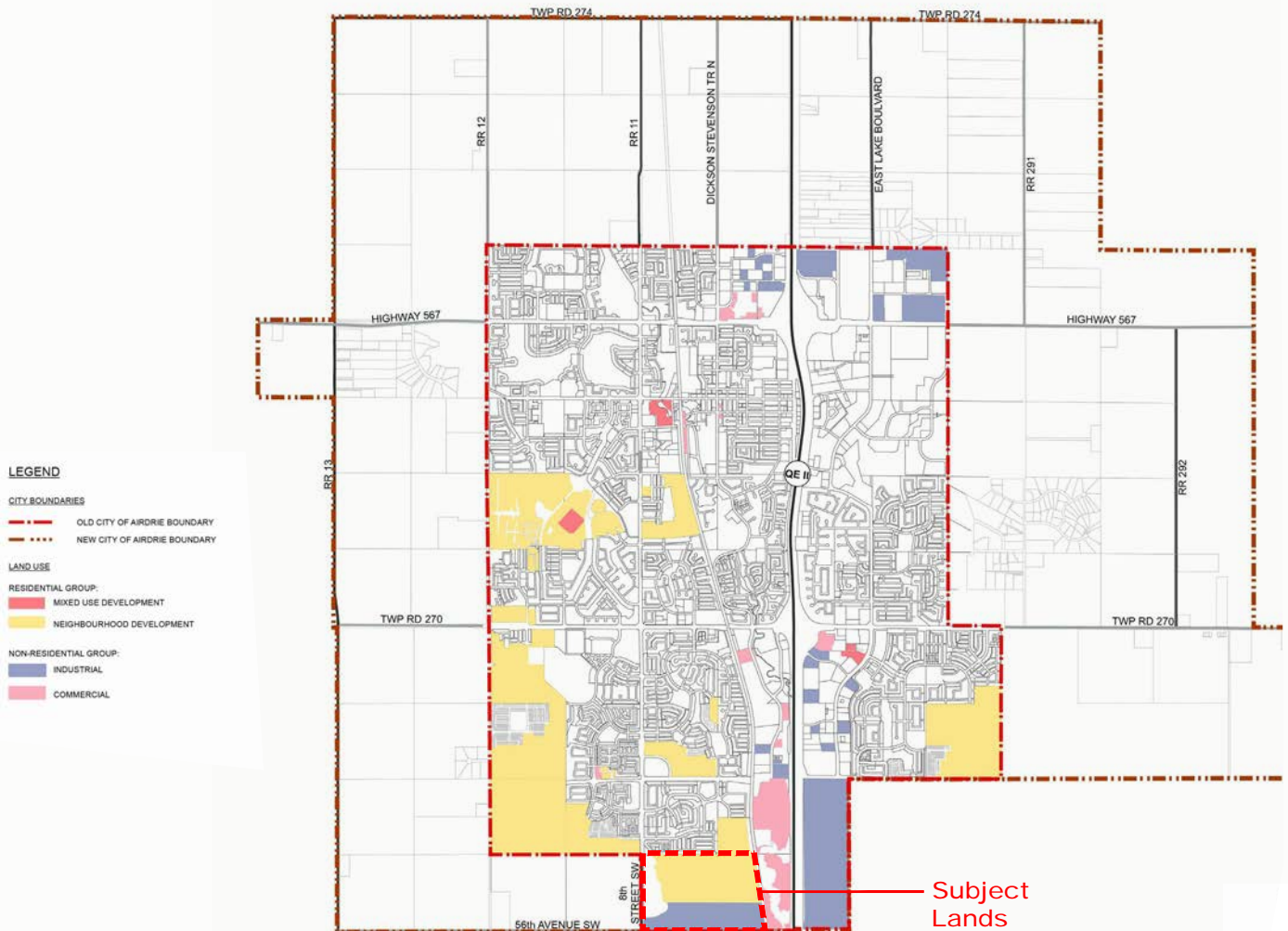


# 5

## Land Supply and Demand

The City of Airdrie has 20,819 acres of land within its municipal boundaries. This includes 8,179 acres in its current growth area (defined as the pre-2012 annexation boundary) and 12,640 acres in their anticipated and future growth area (defined as the post-2012 annexation boundary). **Figure 8** highlights the proposed Amendment Area within the Pre-2012 Annexation Boundary as per Airdrie's Twelve Thousand Acre Plan (2018). The 12k Plan indicates residential uses within the Amendment Area similar to what the Balgray Concept Plan proposes for the Amendment Area.

**FIGURE 8 :** Twelve Thousand Acres Plan



**Table 4** depicts, that under both the ‘Base’ and ‘Alternate Scenarios’, the City has enough land within its current municipal boundaries (Current, Anticipated and Future Growth Areas) for the projected residential and non-residential land development needs to 2065.

**Table 4: 12K Plan Land Supply and Demand Analysis**

Land Use	Projected Demand Through 2065 (Gross Acres)		Land Supply (Gross Acres)			Land Absorption Through 2065 (Alternate)			Post 2065
	Base	Alternate	Pre-2012 Annexation Growth Area	12 K Growth Area	Total	Pre-2012 Annexation	12 K Plan	Total	
									2,250,000
Residential	5,183	7,241	1,410	7,584	8,994	1,410	6,017	7,427	1,567
Industrial	2,612	3,629	560	3,792	4,352	560	3,048	3,608	744
Commercial	918	1,203	147	1,264	1,411	147	1,037	1,184	227
<b>TOTAL</b>	<b>8,713</b>	<b>12,073</b>	<b>2,117</b>	<b>12,640</b>	<b>14,757</b>	<b>2,117</b>	<b>10,102</b>	<b>12,219</b>	<b>2,538</b>

In the shorter term, however, the 2018 Growth Study projects that the residential and non-residential lands within the pre 2012-annexation boundary may be exhausted between 2023-2026. The following table highlights available supply and demand by 2025. The Balgray Concept Plan provides a solution by providing an in-demand supply of residential and commercial lands in the pre-2012 annexation boundary, prior to expanding into the 12K Plan Area. This is further supported by:

- Sequencing Guideline 4.5.5: Sustainability: Development within the 12K Plan boundary will be secondary and complementary to redevelopment, intensification and efficient use of land within the pre-2012 annexation boundary.

This also aligns with The City of Airdrie and the Calgary Metropolitan Region’s broader planning goals stipulating the efficient use of land in a cost-effective manner to optimize existing infrastructure and services.

**Table 5: Land Requirement by 2025 (2018 Growth Study – Alternate Scenario)**

	Available Supply (ac) (Pre-2012 Annexation)	Anticipated Demand (ac)	Variance (ac)
Residential	1,410	1,761	-351
Industrial	560	681	+121
Commercial	147	190	-43

# 6

## City Wide Office and Retail Context<sup>1</sup>

### 6.1 CITY-WIDE RETAIL

As Airdrie continues to grow it is poised to offer a major opportunity for retail expansion that would be highly compatible with the affluent, young family dynamic of the City, which also benefits from having a diverse range of retail options; from regional power centre to local mixed-use and downtown main street. The Amendment Area is located within the southwest district, which has the largest supply of retail square footage and is anticipated to also experience significant demand.

#### 6.1.1 Existing and Forecast Retail Supply

The inventory for the City of Airdrie illustrates a community-oriented retail offering that is rapidly evolving into a quasi-regional location, with enviable accessibility attributes. The study highlights an existing supply of approximately 2.9 million sf of retail space (including vacant space), attributing the highest proportion of supply to the southwest. Breakdown by location as follows

Southwest	1,000,145 sf
Downtown Core	369,074 sf
Uptown Creekside	203,032 sf
Northwest	430,486 sf
Southeast	395,649 sf
Northeast	387,490 sf
Edmonton Trail	117,240 sf
TOTAL	2,903,116 sf

**Table 6:**  
Existing and Forecast Retail Supply

This leads to approximately 40 sf of retail space per capita. The study indicates that Airdrie may be slightly “under-retailed” with residual demand ranging from 5 sf to 15 sf per capita, or 92,000 sf to 275,000 sf, if the Airdrie market is treated similarly to the Calgary market.

<sup>1</sup>Informed by Key Planning Strategies 2019 Retail Gap Analysis and Ernst & Young’s 2016 Office & Retail Market Growth Study

### 6.1.2 Existing and Forecast Retail Demand

The study forecasts Airdrie's demand for retail space to range between 200,000 sf (1-3 years) to 1,000,000 sf in the longer term (10 years). This forecast is based on the ability of the City to increase retained market share (i.e. spending within Airdrie) and on the expectation of strong population growth.

### 6.1.3 Key Findings

Airdrie may have room to grow its retail offerings by increasing market share (retaining spending within the municipality). Combined with population growth the report estimates that Airdrie could demand up to 1,000,000 sf over the next 10 years. Airdrie's Primary retail trade area serves a market of almost 92,000 full time residents, while the total trade area catchment services over 122,300. This is forecast to increase to over 178,300 by 2027, and this figure does not include the region in north Calgary, which also is an area from which Airdrie attracts visitors, workers and spending.

Allocating an expanded list of retail and commercial uses within the Amendment Area supports the findings of this report. The report advises, however, to consider the impact to the downtown retail and recommends that future development proposals include Retail Impact Assessments to justify additional retail uses.

## 6.2 CITY-WIDE OFFICE MARKET

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Traditional office space is relatively limited. The research indicates that many traditional office use tenants find rental space in non-traditional office spaces such as strip-malls. Ernst & Young Orenda (2016) analyzed two potential streams of tenants that may encompass the demand for new office space in Airdrie: (1) home-based businesses and; (2) businesses occupying non-traditional office space.

Ernst & Young and Orenda also highlighted that office space is currently limited in Airdrie and the City should look towards adding some smaller to medium-sized professional centres as most current and potential tenants will require between 500 and 2,000 square feet of space.

The study also concluded that over 41,000 ft<sup>2</sup> of office space is needed to meet the evaluated demand (potential and real) over the next 15 years. The Study suggested the City consider the unique attributes of its potential tenants and offer products that can serve the diverse businesses in the City. Furthermore, it is suggested that creativity may be a key factor in driving the growth of the office market and that the City may wish to consider branding as a 'hub' type destination for specific industries that distinguishes itself from the more traditional central business district office environment of Calgary.

# 7

## Supporting Studies

The following studies have been prepared in support of this Justification Report.

### 7.1 TRANSPORTATION REVIEW (2020)

WATT Consulting Group (WATT) reviewed the impact of a proposed land use change as it relates to the Amendment Area, based on the generalized concept described in Section 2. **Table 7** highlights the that the land use change will significantly increase trip estimates. This is primarily related to a higher trip rate for commercial/retail land uses versus light industrial and the addition of residential density.

The Amendment Area, however, is well-situated in the longer term from a transportation infrastructure perspective. A skeletal road along the south boundary (56th Avenue), a full interchange at Highway 2 and two arterial roads planned on the west (8th Street) and north (40th Avenue) sides will service the Amendment Area.

From a transportation capacity perspective, some of the land uses within the proposed subject lands could potentially be developed without the Highway 2 and 56th Avenue interchange in place. Further technical work will be needed to understand what portions of the ultimate road network will need to be in place to support the proposed development and to define the access locations to 8th Street and 56th Avenue.

WATT recommends the City of Airdrie approve the proposed land use amendments. More detailed traffic analysis, however, is recommended at the next level of the planning/approval process to identify what infrastructure would be required to support future phases of the development.

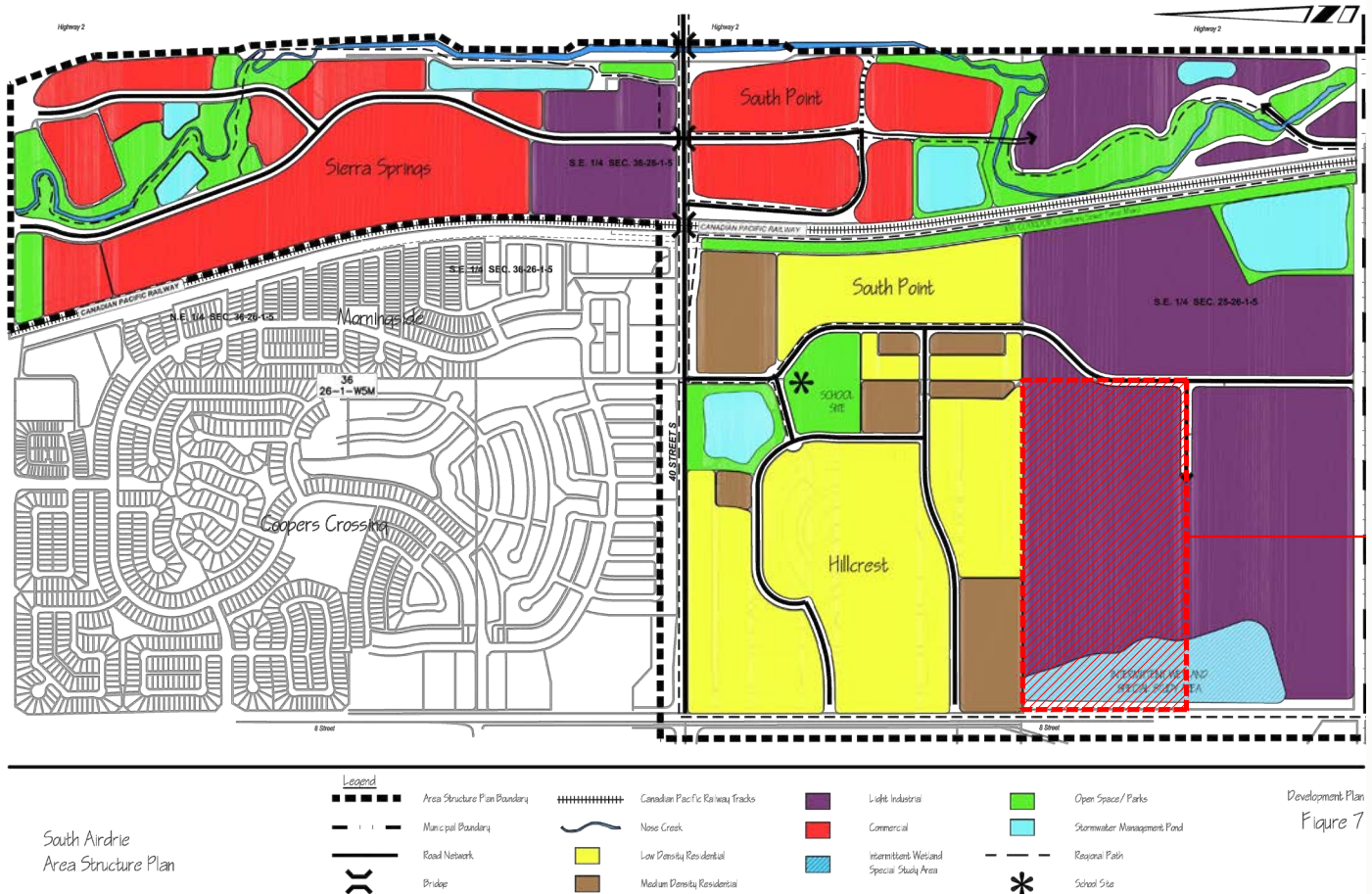
**Table 7 : Estimated Trip Generation**

Land Uses	Area (ft <sup>2</sup> / Units)	Trip Rate - AM Peak	Trips Rate - PM Peak	AM Peak Hour Trips	PM Peak Hour Trips
<i>Current Land Uses</i>					
Light Industrial	342,000	0.70	0.63	239	215
<b>Total Current Land Use</b>				<b>239</b>	<b>215</b>
<i>Proposed Land Uses</i>					
Light Industrial	345,500	0.70	0.63	242	218
Commercial	73,500	0.94	3.81	69	280
Multi-Residential (units)	626	0.36	0.44	225	275
Single Family Residential (units)	916	0.74	0.99	678	907
<b>Total Proposed Land Use</b>				<b>1214</b>	<b>1680</b>

## 7.2 COMMERCIAL MARKET OPPORTUNITY AND DEVELOPMENT STRATEGY (2019)

Global Retail Strategies in August 2019 undertook a detailed commercial study of commercial, office and live-work elements for a portion of the Amendment Area, referred to as the WSL Site. Figure 9: Commercial Market Opportunity and Development Strategy Study Area depicts the location of the study area within the South Airdrie ASP. While the study pertains to only a portion of the Amendment Area it highlights the opportunity for a more comprehensive non-residential offering in South Airdrie that provides a mix of retail, office and live-work uses. The study notes that adjacent parcels (All Canadian and Sierra Springs) are much better positioned for regionally oriented higher order commercial and industrial uses. The study highlights a significant opportunity to provide a community-oriented gateway commercial hub in the South Airdrie Region and is strategically positioned to supply an under-served market segment between the dominant regional town centres and local neighbourhood nodes.

**FIGURE 8 :** Commercial Market Opportunity and Development Strategy Study Area



## 7.2.1 COMMERCIAL MARKET OPPORTUNITY ANALYSIS

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The report indicates that the study area is highly strategic from a commercial perspective and will serve as the social focal point to the entire South Airdrie/Balzac West region. Like the other commercial studies, Global Retail Strategies notes that development opportunity is focused on the niche opportunities between the large regionally power centres and smaller neighbourhood nodes.

Given the competitive characteristics of the Airdrie retail market, the overall success and viability of the commercial development is highly dependent upon the project timing, format and merchandising mix. With a significant population increase expected in the forecast horizon, the study area has an opportunity to feature a compact, unique, purpose built, and service-oriented node to support and complement the highest and best use of residential development in South Airdrie. As such, a mixed-use ‘hybrid’ development would enhance the overall profile of this site. Strategically the area can further distinguish itself from larger big box precincts located in the region and the numerous smaller neighbourhood nodes in the South Airdrie communities.

Utilizing a projected market share of 40.0% of local needs and 15% business inflows, the estimated warranted retail floorspace for the subject lands could be ±31,400 in 2022, reaching ±59,100 square feet by 2026.

## 7.2.2 OFFICE MARKET OPPORTUNITY ANALYSIS

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Using a ‘moderate’ outlook and a 5.0% market share, the study area can support a phased office program in the magnitude of 25,000 – 35,000 square feet. This floorspace is recommended as a key component of the commercial centerpiece development. Medical-oriented offices represent a strategic opportunity to be near the proposed Calgary North Regional Hospital.

## 7.2.3 LIVE-WORK ANALYSIS

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To provide the convenient and desirable amenities for a ‘Live-Work’ cluster, it will need to be located at/near commercial/retail developments with higher local/ regional exposure to serve as the desirable transitional element between the busier commercial areas and corridors to the quieter residential enclaves.

## 7.3 SERVICING STUDY

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A serviceability study was undertaken by Jubilee Engineering to determine needs and capacity of the amendment area. That study found that capacity is available for water and identified tie in locations, however ultimately lift stations will be required for sanitary sewer service. The study provides options for interim and ultimate solutions.

The study has been submitted under separate cover.

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# South Airdrie CASP

Amendment Justification Report





# 8

## Conclusion: Justification for Amendment

The Balgray Concept Plan proposes an appropriate mix of a residential, commercial, and mixed business uses within the Amendment Area. It creates an opportunity to develop the lands into the future Community of Balgray in a sustainable, logical and cost-effective manner. The following summarizes the key points justifying an amendment to the City Plan and South Airdrie ASP.

### 8.1 ALIGNMENT WITH PLANNING POLICY & PREVIOUS SUPPORT FROM ADMINISTRATION

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The Concept Plan aligns with higher-level planning policies and guidelines. At the highest level, the Balgray Concept Plan aligns with the intent of the Calgary Metropolitan Region Board's Interim Growth Plan, that encourages a mix of uses at higher densities in appropriate locations, while supporting the efficient use of land to optimize infrastructure and services. It is a pragmatic approach to development, encompassing a greater variety of uses, while also maintaining employment-generating uses that align with the City's aspirational residential/non-residential assessment split goal of 75:25, respectively.

In addition, the Amendment Area is a logical location for development and growth, aligning to Section 2.14 of the City plan. It is contiguous and leverages existing amenities, infrastructure and services, while providing an in-demand mix of housing and non-residential uses that broaden Airdrie's supply.

The Concept Plan supports Administration's prior recommendation to Council (2014) that would have seen Amendment Area redesignated to allow for a greater mix of residential, industrial, and commercial uses. This Report further justifies Administration's previous recommendation with new data, studies and analysis in support of the Balgray Concept Plan.

### 8.2 SUSTAINABLE GROWTH WITHIN THE PRE-2012 ANNEXATION BOUNDARY

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The 12K Plan states that land absorption by use assumes that land demand will be initially absorbed within the pre-2012 annexation area only until lands within the 12K Plan area are serviced and brought to market. The assumption requires an ability to provide market-ready land uses that encourage development. The strict industrial designation applied to the entirety of Amendment Area restricted development as these lands have remained undeveloped, within the pre-2012 annexation boundary, for over thirty years.

Successive growth studies (2008, 2011, 2018) indicate that the south and southwest areas will experience significant residential growth. The Balgray Concept Plan proposes an amendment to establish an implementable and pragmatic approach to development that encompasses a greater mix of in-demand uses. Policies support developing lands within the pre-2012 annexation area prior to encouraging growth in the 12k boundary. As the 12K Plan states that development within the 12K Plan boundary will be secondary and complementary to redevelopment, intensification and efficient use of land within the pre-2012 annexation boundary.

The limited supply of serviceable residential land and commercial uses, within the pre-2012 annexation boundary, are necessary to ensure orderly development and growth and consumer choice (see Table 5: Land Requirement by 2025 (2018 Growth Study – Alternate Scenario)). The Balgray Concept Plan promotes balanced, sustainable, logical and contiguous growth within the pre-2012 annexation boundary.

### 8.3 CONTIGUOUS AND CONTEXTUAL USES

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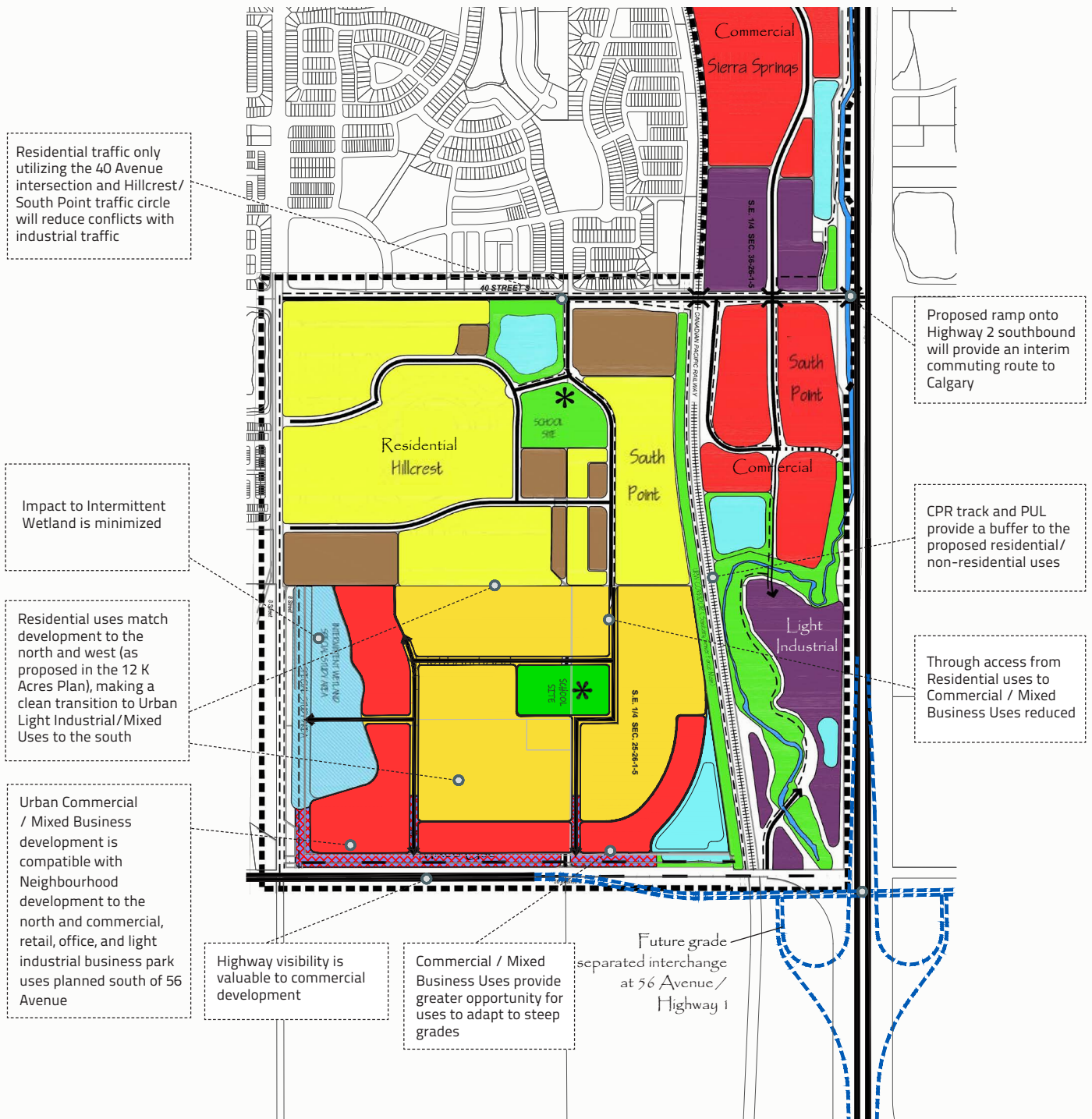
Providing residential land uses form an appropriate interface with the communities of Hillcrest and South Point while, maintaining industrial (non-residential) uses at the edges, adjacent to higher-order streets such as 56 Avenue and 8 Street. This forms a logical community connection that provides the integration of similar uses that include residential, commercial and open space. A key weakness of the current plan is the mixing of residential and industrial uses. A key example is the mixing of activities in direct conflict with the ASP, which targets unimpeded access in and out of the commercial/industrial areas while restricting the potential conflict with residential traffic. Industrial and residential traffic conflicts may be an issue should the lands develop as light industrial, as currently designated.

**Figure 10** addresses planning concerns with the approved South Airdrie ASP. **Figure 11** demonstrates how the Balgray Concept Plan improves planning and design outcomes, providing a greater mix of uses and better integration with the surround context.

**FIGURE 10: Planning Concerns - Approved ASP**



**FIGURE 11:** Concept Plan – Opportunities for Improvement



## 8.4 DEMAND FOR A VARIETY OF NON-RESIDENTIAL USES

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As Section 4, Table 5, highlights, Airdrie has a secure supply of industrial lands within the pre-annexation boundary beyond 2025. Providing flexibility to the strict Industrial Designation by offering a greater mix of non-residential uses provides economic value that can accommodate a noticeable gap in the supply of non-residential uses.

Success of the Commercial / Mixed-Business area relies on creating an enjoyable experience for pedestrians, cyclists, transit-users, and street-level retail patrons. A diverse use offering in this area encourages light manufacturers and wholesalers that are compatible with surrounding areas, locating them closer to 56 Avenue. This area would allow retail and food service activities that are either limited and small scale, primarily serving persons living and/or working in the area, or that are ancillary and designed to maintain and enhance the economic viability of manufacturers in Airdrie. The proposed land use provides the same non-residential tax base to the City as the originally intended industrial uses, satisfying the intent of the original industrial designation. The Balgray Concept Plan's Commercial / Mixed Business area provides land intensive uses not suitable for the City's commercial business district while meeting local and sub-regional commercial needs.

The City Plan acknowledges the benefits integrating mixed-business and light industrial development:

"The City will facilitate the development of mixed-business and light industrial development in a broad range of compatible areas, through appropriate zoning and land use standards that guide land use compatibility and use integration." This new proposed urban light industrial/mixed development (non-residential) land use will focus on this integration to promote development that benefits from its close proximity to urban resources such as customers, visibility, labour, transit, and employee amenities."

Under the current designation, development of industrial land is dependent upon an adequate transportation infrastructure. As it relates to the Amendment Area, full-scale industrial development requires direct access to QEII via an intersection at 56 Avenue. The uncertainty surrounding a future highway intersection constrains the ability for industrial development at the size and scale currently designated in the South Airdrie ASP and City Plan. The Balgray Concept Plan presents a complete community and inclusive mix of non-residential uses that can be developed in a phased approach, without requiring major highway access points.

# South Airdrie CASP

Amendment Justification Report

