

APPROVED

As to Form

  
CITY SOLICITOR

Bylaw No. 11395

A Bylaw to amend Bylaw No. 7862, as amended, being the  
Duggan Neighbourhood Area Structure Plan

WHEREAS pursuant to the authority granted to it by the Planning Act, on June 18, 1985 the Municipal Council of the City of Edmonton passed Bylaw No. 7862, being the Duggan Neighbourhood Area Structure Plan; and

WHEREAS Council found it desirable to from time to time amend Bylaw No. 7862, the Duggan Neighbourhood Area Structure Plan through the passage of Bylaw Nos. 7863, 9450, 10483 and 10747; and

WHEREAS an application was received by the Planning and Development Department to further amend the Duggan Neighbourhood Area Structure Plan, Bylaw No. 7862, as amended; and

WHEREAS Council considers it desirable to amend the Duggan Neighbourhood Area Structure Plan, Bylaw No. 7862, as amended;

NOW THEREFORE upon the recommendation of the Planning and Development Department and after due compliance with the relevant provisions of the Municipal Government Act, S.A. 1994, c. M-26.1, as amended, the Municipal Council of the City of Edmonton duly assembled enacts as follows:

1. That Bylaw No. 7862, as amended, the Duggan Neighbourhood Area Structure Plan is further amended by:

- a) deleting the table entitled "Land Use Analysis" and substituting the following:

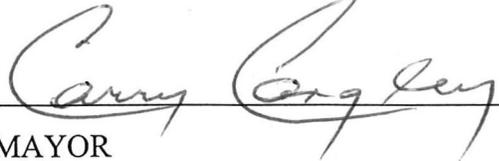
Land Use	Area (ha)	Units	Population
Single Detached	87.81	1,844	6,380
Row-housing	4.58	192	630
Row-housing (Direct Control Site)	1.84	33	66
Low Rise Apartments	11.85	1,481	3,214
Low Rise Apartment (Direct Control Site)	1.43	169	338
Commercial Retail/Office/General/ Business	11.30	-	-
Institutional (Schools, Nursing Home, Church)	13.93	-	-
Parks	9.13	-	-
Utility Right-of-Way	2.22	-	-
Circulation	75.84	-	-
Gross Developable Area    220 ha	219.93	3,717	10,628
Density                            48.31 p.p.g.d.ha			

- b) by deleting Appendix "A" of Bylaw No. 7862 the document entitled "North Duggan Neighbourhood Area Structure Plan Amendment, as amended," and substituting therefor the document entitled "North Duggan Amendment to the Duggan Neighbourhood Area Structure Plan" annexed hereto as Schedule "A", and forming part of this Bylaw; and

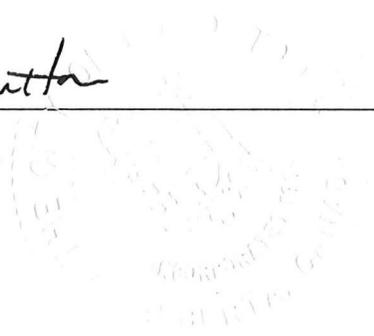
- c) adding to Appendix "B", the Planning and Development Department report dated January 6, 1997 annexed hereto as Schedule "B" and forming part of this Bylaw.

READ a first time this	10th	day of	February	, A.D. 1997;
READ a second time this	10th	day of	February	, A.D. 1997;
READ a third time this	10th	day of	February	, A.D. 1997;
SIGNED and PASSED this	10th	day of	February	, A.D. 1997.

THE CITY OF EDMONTON

  
D/ MAYOR

  
A/ CITY CLERK



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## **A. INTRODUCTION**

### **1. Purpose of the Plan**

This Plan provides guidance and direction to private and public decision makers considering future proposals for the subdivision, districting and development of lands in the area defined as "North Duggan." Adopted as an amendment to Bylaw 7862, it supplements the direction of the Duggan Neighbourhood Area Structure Plan (NASP) and replaces the previous North Duggan Amendment to the Duggan NASP adopted by Bylaw 7863 in 1985.

In compliance with the Municipal Government Act, Part 17, Section 633(2), the purpose of this Plan is to describe:

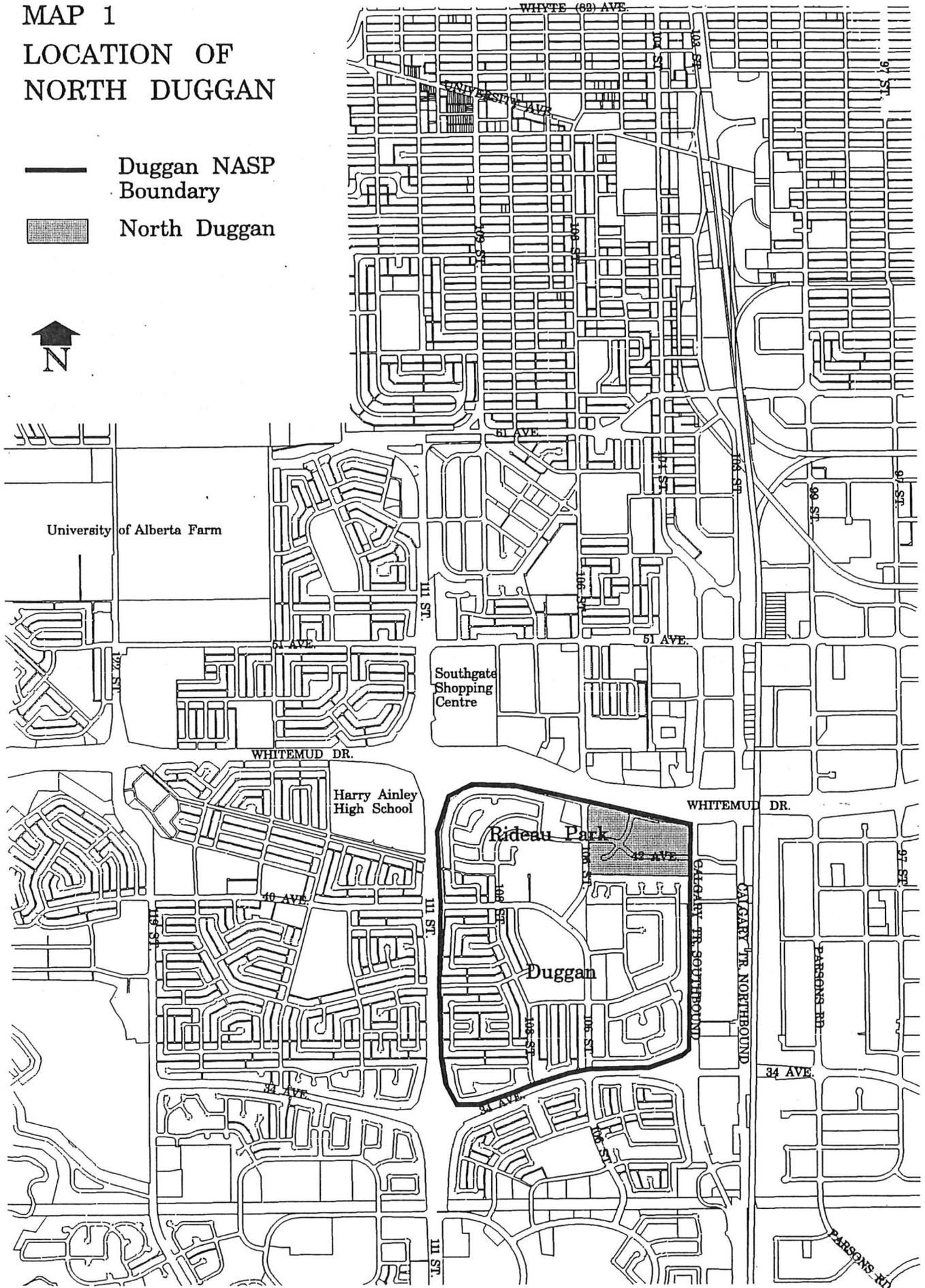
- the nature and location of land uses proposed;
- the densities of population proposed;
- the location and function of major transportation and utility facilities;
- the design principles applicable to buildings, structures and landscaping;
- the sequence of development proposed.

### **2. Location**

North Duggan is situated in the northeast corner of Rideau Park, one of two neighbourhoods comprising the Community of Duggan in southwest Edmonton. It is bounded on the north by Whitemud Drive and on the east by Calgary Trail Southbound, both major transportation arterials, on the west by 106 Street, a collector road which bisects Duggan Community, and on the south by the Trans Mountain Pipeline right-of-way (R.O.W.). The location of North Duggan is shown on Map 1.

# MAP 1 LOCATION OF NORTH DUGGAN

-  Duggan NASP Boundary
-  North Duggan



## **B. BACKGROUND**

This section describes the past and present conditions and circumstances related to the North Duggan area that serve as opportunities or obstacles to planning and development. It also explains the purpose of the revised North Duggan Amendment.

### **1. Planning History**

Duggan and North Duggan have been guided by several planning documents over the past few decades. Recent events however had led to a situation where some planning policies and directions no longer reflect the City's intent. This revised North Duggan Amendment is designed to update and correct any inconsistencies and conflicting policy direction.

The first plan for the Duggan Community, located between 34 Avenue, Whitemud Drive, Calgary Trail and 111 Street, was the Duggan Outline Plan adopted by Council resolution in 1968 to guide subsequent planning and development decisions. In addition to describing the desired types and pattern of land uses for the rest of Duggan, the Outline Plan designated North Duggan for low density, predominantly single family residential use.

In June 1985, City Council adopted the Duggan Neighborhood Area Structure Plan (NASP) which replaced the Duggan Outline Plan. The NASP described the types and pattern of land uses for Duggan, retaining the single detached residential land uses for North Duggan. It was revised shortly after to include the North Duggan Amendment, which changed the land uses for that area.

Based on the rationale that poor soil conditions would make it too costly to develop conventional low density housing, the 1985 North Duggan Amendment designated the entire North Duggan area for commercial uses. This was consistent with Council's Growth Strategy of the 1980s which called for strategically located commercial office and employment centers throughout the city. As such, the North Duggan Amendment directed more intensive highway oriented commercial development to the northern and north-eastern edges of North Duggan, and reserved the southerly and westerly portions for less intense office park and convenience commercial development. To ensure the area would be developed to a high quality and consistent standard, design guidelines were established for individual proposals. Additional guidelines were applied governing building heights, separation distances, and intervening open areas for the office park, to ensure compatibility with the new single family housing area proposed immediately south of the pipeline R.O.W.

In 1990, Council redistricted the majority of the office park area for low density multiple family and medium density apartment residential uses. However the design principles for the office park, respecting building heights, separation

distances and intervening open spaces, were retained. The redistricting was accompanied by a matching amendment to the Duggan NASP but not to the North Duggan Amendment. Consequently in the years that followed there was an inconsistency between the Duggan NASP and the North Duggan Amendment.

In 1996, a proposal to further amend the residential districting in North Duggan and the Duggan NASP presented an opportunity to correct and update the North Duggan Amendment. A revised document was prepared and presented for Council's adoption to replace the North Duggan Amendment and ensure that the planning policies and directions are consistent with the parent document, the Duggan NASP.

## **2. Surrounding Development and Influences**

North Duggan is bounded on the north and east by major arterials which support large scale commercial development and to a lesser extent medium density housing. Adjacent uses on Calgary Trail include office, retail and service uses. Adjacent uses on Whitemud Drive include row housing and apartment dwellings.

In contrast, the south and west boundaries of North Duggan are adjacent to low density residential use and a neighborhood school park site. On the south, North Duggan is separated from the low density residential development by an 18 m Trans Mountain Pipeline right-of-way. There is a 2 m high berm on the right-of-way and a fence on top of the berm, which creates a substantial physical and visual separation between the developed residential area and North Duggan. The west side of North Duggan is separated from the school park site and an existing apartment development, by 106 Street, a well used collector road which runs through the Duggan community and adjacent communities to the north.

Physical factors, including major arterials, a collector roadway, the school park site and the Trans Mountain Pipeline right-of-way have isolated North Duggan from the developed residential portion of the Duggan community and other adjacent communities. North Duggan represents an area of transition between the commercial corridors on Whitemud Drive and Calgary Trail Southbound and the remainder of the Duggan Community. The arterials have a city-wide significance in terms of their transportation function and large scale commercial development, which is in contrast to the Duggan neighborhood, characterized by low density residential uses with significant amounts of row and apartment housing developed around two large school park sites.

### **3. Servicing and Environmental Aspects**

Adequate servicing is available to North Duggan, which is a small area surrounded by a fully serviced developed community. Major storm and sanitary services exist along 106 Street. Major water lines exist along 106 Street and Calgary Trail South. All services including the above, as well as natural gas, power, and telephone utilities can be extended easily into the site.

Two roadways have been constructed through the site including 42 Avenue which runs east/west between Calgary Trail and 106 Street, and 105 Street which runs north /south and connects Whitemud Drive and 42 Avenue.

The northern two thirds of the site, which originally consisted of poorly drained peat land, has been filled with material from unknown sources. The financial cost to modify the soil conditions on the northerly two thirds of the site would preclude conventional low density residential development. Testing of the fill material for environmental contaminants on previously undeveloped parcels, will be required as part of the development process.

## C. LAND USE AND DEVELOPMENT

The purpose of this section is to describe the types of land uses and their distribution and interrelationships within North Duggan, and the transportation, utility and community services that support the land uses.

### 1. Goal

The goal of the North Duggan Amendment is to develop a high quality commercial and residential community that optimizes the locational advantages of the area while ensuring compatible relationships internally in building forms and externally relative to adjacent neighborhoods.

Achievement of this goal will be aided by objectives which guide development decisions in the context of North Duggan's existing site conditions, locational factors and impacts on adjacent areas.

### 2. Development Objectives

- to create a mixed land use "urban environment" in an area which offers excellent accessibility;
- to provide opportunities for a variety of commercial developments appropriately suited to the major arterial roadways and to the proximity of the residential community of Duggan;
- to provide the opportunity for medium density residential development compatible with the existing low density residential area to the south and the commercial areas of North Duggan, and serving as a transition between those areas;
- to optimize the excellent accessibility offered by Calgary Trail, Whitemud Drive and 106 Street, but minimize the traffic impacts of North Duggan development on the interior low density residential portion of the Duggan community.

### 3. The Development Concept

The development concept for North Duggan is based on the objectives for the area, as illustrated on Map 2.

More intensely developed commercial uses are directed to the periphery of the plan area adjacent to the major arterial roadways where they will benefit from the accessibility, visibility, and proximity to the larger business districts associated with those routes, and be further removed from the interior residential areas of Duggan. An added benefit of this land use pattern is that the peripheral commercial development serves as a noise attenuation buffer protecting Duggan residents from excessive traffic levels.

Commercial development near the lower density residential areas is more limited in terms of use or building and site requirements to ensure compatibility. Residential development is similarly regulated to effect a transition from north to south, and to ensure compatibility. Landscaping and some amenity areas within development sites are also provided for.

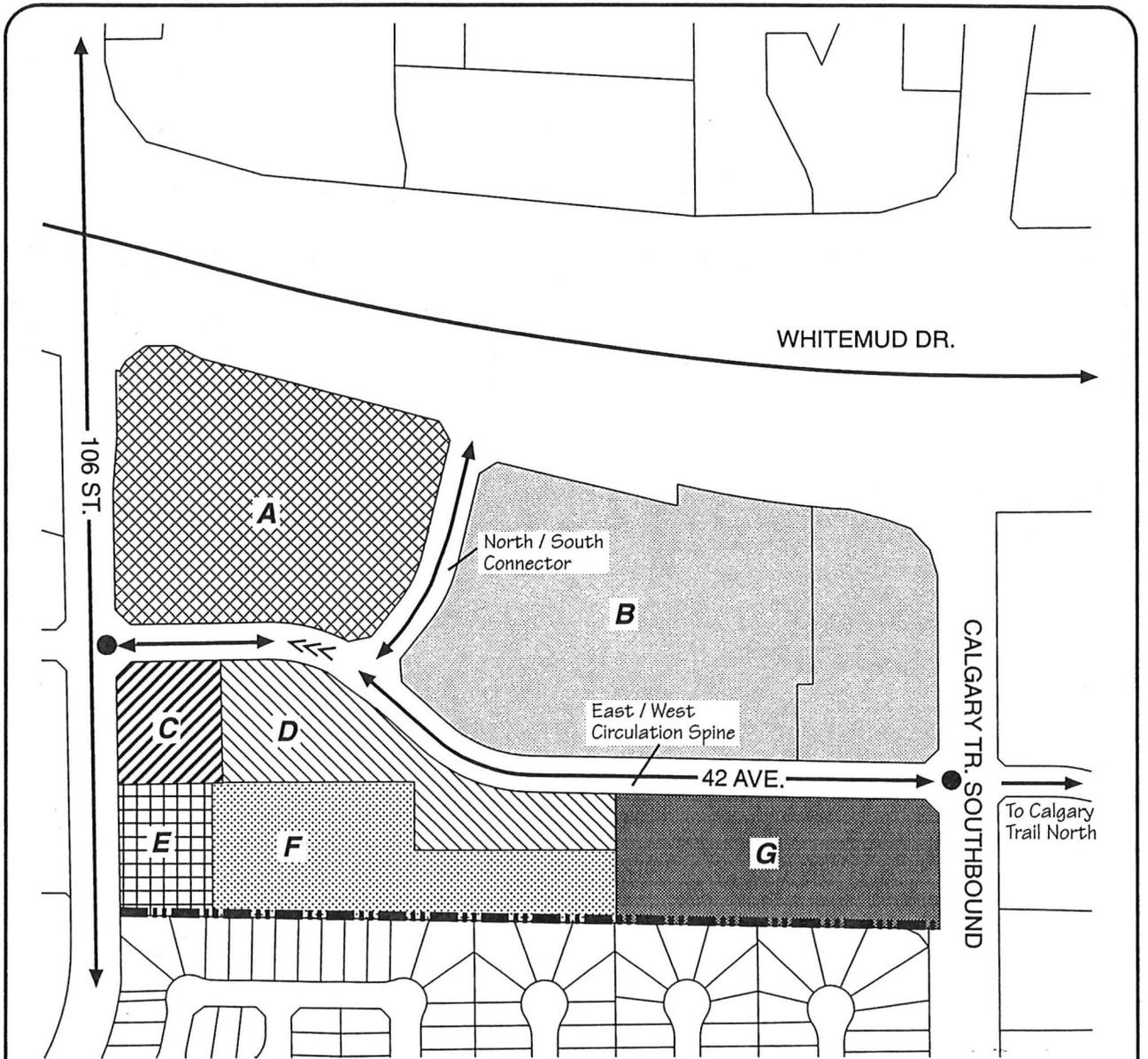
The development concept is organized in part on the traffic circulation framework proposed for the area. This traffic circulation system features an east/west roadway extending from 106 Street to Calgary Trail southbound and a north/south connector roadway extending from Whitemud Drive eastbound to the east/west roadway. The area is thus divided into land parcels that incorporate seven distinctive character areas within the context of the overall development concept.

*Character Area A*, approximately 3 ha. at the northwest corner, is designated for mixed retail commercial uses. It is intended that there be an integrated development on this site, which will contain retail and leisure services such as cinemas and complementary restaurant facilities designed to serve the south Edmonton region market. Excellent access and visibility from the Whitemud corridor enhance this proposal. A list of possible uses in this area is included in Appendix I.

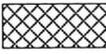
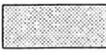
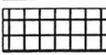
*Character Area B* south of Whitemud Drive and west of Calgary Trail Southbound is approximately 5.12 ha. This area will be developed for mixed retail and general business uses, accommodating a large single tenancy retail anchor plus facilities for multi-tenant specialty retail. Major retail anchors will be large stand alone facilities (ranging from 2000 m<sup>2</sup> to 5000 m<sup>2</sup> g.f.a.) that are best accommodated along the Whitemud frontage where visibility is maximized and the impact of building bulk is minimized. Specialty retail stores would be housed in low rise buildings, thus providing a transition between the high traffic retail anchors and medium density residential area bordering the southern edge of the site. This area has the advantage of a location at the intersection of two major arterials, offering the visibility and accessibility required by a major commercial tenant. A list of possible uses is included in Appendix I.

*Character Area C* occupies a smaller parcel (0.5 ha.) located south of 42 Avenue on 106 Street. This area is across from the neighborhood school park site and southeast of a large medium density residential apartment development. It has good access to the residential portion of the neighborhood and will be developed for convenience commercial use to serve the local neighborhood. A list of possible uses is included in Appendix I.

*Character Area D* includes 1.43 ha. of land and is located on the south side of 42 Avenue, the major east/west road running through the center of north Duggan. Area D will be developed for stacked row housing and apartments up to 4 storeys. This area provides opportunity for some medium density residential development with excellent access to commercial services and major transportation routes. The



**MAP 2 - DEVELOPMENT CONCEPT AND TRAFFIC CIRCULATION**

- Area A.  Mixed Retail Commercial (3ha)
- Area B.  Mixed Retail Commercial / General Business (5.1ha)
- Area C.  Convenience Commercial (.5ha)
- Area D.  Medium Density Apartment Residential (1.43ha)
- Area E.  Office Park (.5ha)
- Area F.  Row Housing/Semi Detached (1.84ha)
- Area G.  Mixed Retail Commercial Business (1.77ha)
-  One Way Westbound
-  Traffic Lights
-  Trans Mountain Pipeline Right-of-Way (No buildings permitted)

proposed apartment area will have minimal impact on existing low density residential development, due to the separation provided by the Trans Mountain Pipeline, and the row housing proposed in area F, as well as a roadway network that allows vehicles direct access to major arterials without shortcutting through the community. Landscaping on 42 Avenue should be designed to define the area south of 42 Avenue as residential, and separate the apartments from the major commercial development to the north. A list of possible uses is included in Appendix I.

*Character Area E* includes the southwest .5 ha located on 106 Street, and is designated for commercial office use. In the original version of the North Duggan amendment this parcel was part of a larger area that was to be developed as an office park. A small office park component is supported here to provide services to adjacent residents. A list of possible uses is included in Appendix I.

*Character Area F*, comprises approximately 1.84 ha of land in the south central portion of North Duggan. This area is adjacent to the Trans Mountain Pipeline right-of-way and single family development to the south. The use and built form proposed in this area is one to two and a half story semi-detached and row housing development, which is slightly more density but compatible in scale with existing single family development to the south. This area is a transition between the existing single family housing and the proposed apartments and commercial development to the north. Areas F and D in combination will provide some diversity of residential housing in north Duggan. A list of possible uses is included in Appendix I.

*Character Area G*, located south of 42 Avenue on Calgary Trail Southbound, is approximately 1.7 ha. Similar to Area B, it will be developed for mixed retail and general business but will include measures to provide a buffer on the south boundary to minimize the impact on adjacent residential areas. This area is smaller than other commercial parcels in North Duggan, but has the locational advantage of Calgary Trail, and is large enough to support a major commercial tenant that may complement development of the larger parcel north of 42 Avenue. A list of possible uses is included in Appendix I.

#### **4. Access and Traffic Circulation**

The traffic circulation framework shown on Map 2 is designed to maximize the advantages of visibility and accessibility presented by the adjacent arterial and collector routes, but also to minimize any negative impacts of traffic on those routes and on the balance of the Duggan community.

Traffic generated by development in North Duggan will be directed to and from Calgary Trail by the major east/west internal circulation spine (42 Avenue). The north/south connector (105 Street) will serve as an alternate route to facilitate the movement of traffic into and out of North Duggan. These routes, connected

directly to high capacity roadways, will reduce the potential for non local traffic to shortcut through the rest of Duggan. To ensure traffic does not disrupt the community, accessibility to Calgary Trail will be limited and controlled on 42 Avenue. Roadway entrances to North Duggan will be located to reduce disruption to traffic efficiency on the arterials.

To facilitate this circulation system, the following transportation measures will be observed:

- only one roadway will intersect with each of the abutting arterial and collector roads;
- all internal roadways, and any acceleration and deceleration lanes required by the Transportation Department on arterials, will be provided by the developer;
- traffic lights at 42 Avenue and Calgary Trail Southbound will facilitate movement to and from North Duggan;
- pedestrian activated lights at 42 Avenue and 106 Street will facilitate pedestrian movement at this intersection, particularly for those accessing the Rideau Park School and the shopping areas in North Duggan;
- a portion of 42 Avenue, just west of 105 Street, will be one-way westbound to eliminate the potential for eastbound motorists to shortcut along 42 Avenue to access Calgary Trail and development in North Duggan;
- the roadway entrance to North Duggan at Calgary Trail will be located as far south as possible to minimize conflict with through traffic on the arterial;
- any vehicular access to development on 106 Street, south of 42 Avenue, will only service development adjacent to 106 Street and will preclude any through access from 106 Street to 42 Avenue;
- sidewalks for pedestrian circulation will be provided along 42 Avenue such that housing developments in North Duggan are connected with services in the community, and have pedestrian access to the remaining community at 106 Street.

## **5. Community Services and Facilities**

A large park and play field located immediately west of North Duggan, across 106 Street, provide for the active recreation needs of residents in North Duggan. There is no requirement for public park space in North Duggan. All Municipal

Reserve allocation will be taken as cash in lieu. However the development of small landscaped amenity spaces is encouraged through private development in the residential portion of North Duggan. This will serve the passive recreation needs of those in the immediate area and contribute to the aesthetics of the residential development.

Rideau Park Elementary School and DS MacKenzie Junior High School have the capacity to accommodate student generation from the residential development in North Duggan. Student generation for separate schools will be minimal and can be accommodated at St. Augustine School, also located in Duggan.

North Duggan is well provided with all types of commercial services in the immediate area. It also has good access via the Whitemud Drive and Calgary Trail Southbound, to regional services and amenities.

## **D. DESIGN**

The purpose of this section is to describe the design and site development principles that will ensure a high quality of development consistent with the objectives of this Plan and other City policies (e.g. the Major Commercial Corridors).

### **1. Goal**

The goal of the North Duggan Amendment is to achieve a high quality commercial and residential environment that will foster successful economic and living activities, enhance the arterial roads and effectively integrate North Duggan into the broader Duggan Community.

Achievement of this goal will be aided by objectives which guide development decisions.

### **2. Design Objectives**

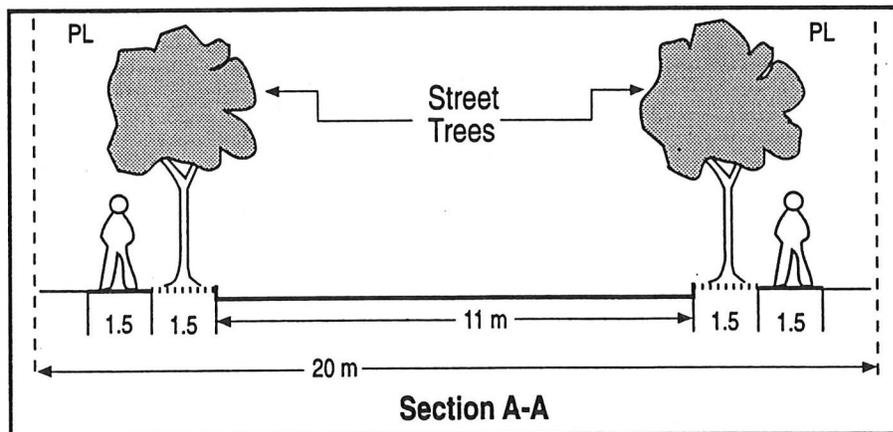
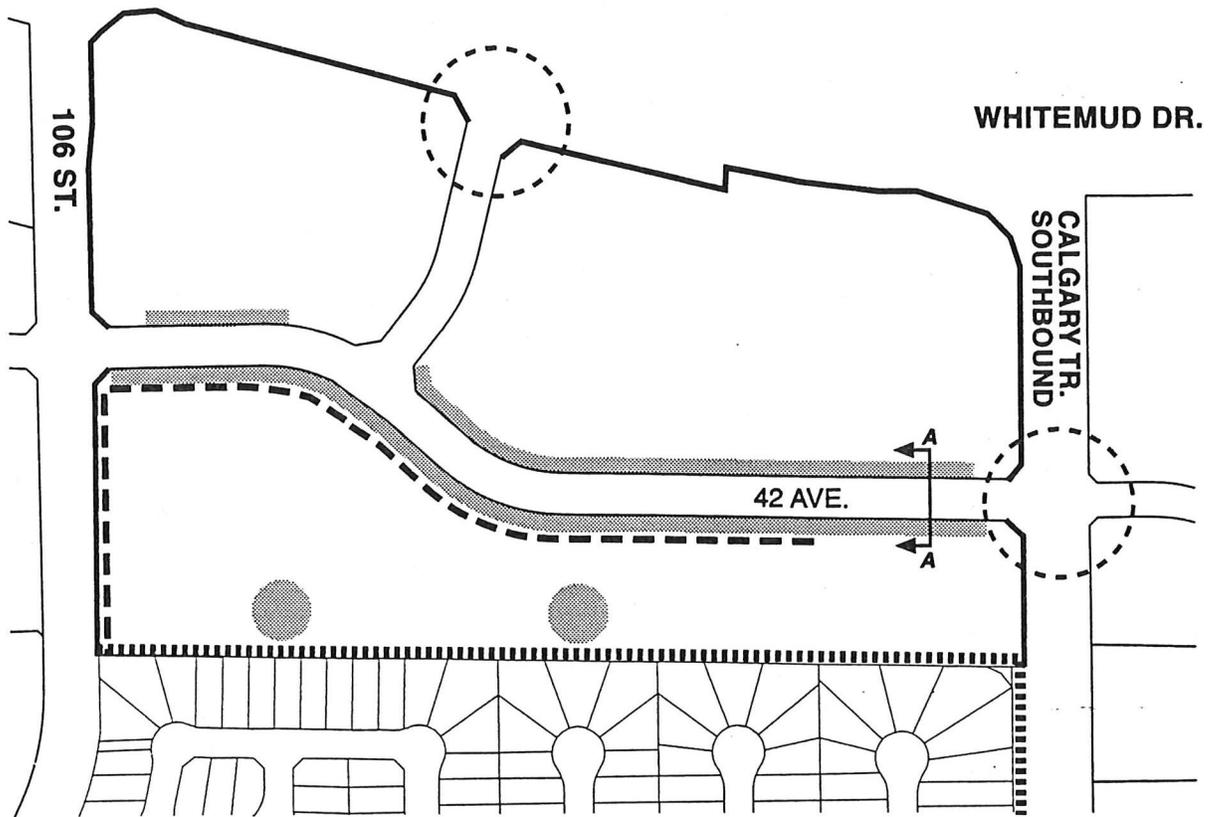
- to ensure the scale of development is consistent with the built form of adjacent uses;
- where significant differences in scale exist, to provide suitable transitions to mitigate against visual intrusion;
- to ensure exterior building materials are aesthetically compatible with adjacent development, either internal to or external to the site;
- to create visual interest and contribute to the surrounding urban fabric by articulating building forms;
- to identify major gateways through appropriate signage and landscaping; and
- to incorporate general site landscaping requirements for development including landscaping around the edges of the area, screening of parking and storage areas, and special feature landscaping at site entrances and major focal points internal to the area.

### **3. The Design Concept**

The design concept for North Duggan addresses several specific aspects of the physical and aesthetic structure of the area.

### MAP 3 - LANDSCAPE CONCEPT PLAN

-  Perimeter Edge Landscaping
-  Entryway Planting
-  Street Trees
-  Pedestrian Access
-  Landscaped Buffer (Including Berm & Fence)
-  Internal Amenity Space



a) *Entryways and Signage*

The overall character of the proposed development will be complemented by special design features at the two major entry points to the site. Each entryway will be identified by low height signage integrated with soft landscaping. No commercial signage will be allowed within the area immediately in front of the entryway.

Entrances to the residential area on 42 Avenue also include feature landscaping, but will be narrower to discourage entry by non-local traffic.

Commercial signage will be permitted along internal street frontage, provided that it is unobtrusive and visually integrated with landscape features along the road right-of-way.

Entry and internal commercial signage will share a common design theme by way of shape and construction. Variety will be introduced by corporate graphics and logos.

Regulatory signage (i.e., traffic control and parking) and ancillary private informational and directional signage will be carefully integrated with other streetscape elements to minimize visual clutter.

Additional commercial signage will be permitted on the face of individual buildings or free-standing within 2 m of a building provided that the design of this signage is integrated with the architectural plans proposed.

b) *Landscaping and Pedestrian Access*

The landscaping concept for the site is illustrated on Map 3. It includes:

Edge landscaping at the perimeter of the site providing a visually defined boundary to the proposed development (including a proposed 10.5 m landscaped buffer along 106 Street north and south of 42 Avenue).

Entryway planting to define major access points to the site.

Street trees provided along internal roadways to enhance the appeal for the residential area and create a separation between commercial and residential land uses.

Internal landscaped and amenity areas to reduce the visual monotony of large scale commercial development and to provide some recreation space for the residential area.

Visual screening along the south site boundary comprised of a 2.0 m high berm, a 1.8 m high fence, and planting to minimize visual intrusion into adjacent residential properties. This berm will be integrated with the existing berm, paralleling Calgary Trail to create a continuous physical separation of commercial and residential land uses.

Boulevard planting and a continuous sidewalk along the south side of 42 Avenue and the east side of 106 Street south of 42 Avenue to create definition for the residential area and promote pedestrian access to and from 106 Street to connect to the rest of the Duggan area and with the Rideau Park School and park site.

Residential development must include a high quality of landscaping in the interior and on the perimeter and provide a generous separation from commercial development. In addition, public amenity areas outside of required yards will serve the recreation needs of the residents. This will enhance the livability of development for residents and increase the potential to integrate this area with the remainder of the Duggan community.

Plant material to be used shall be of species suitable to the local climate. Mature stock will be utilized wherever possible to maximize the immediate impact of the landscaping concept. Coniferous trees shall comprise approximately 30 percent of all trees planted to ensure a year round green landscape.

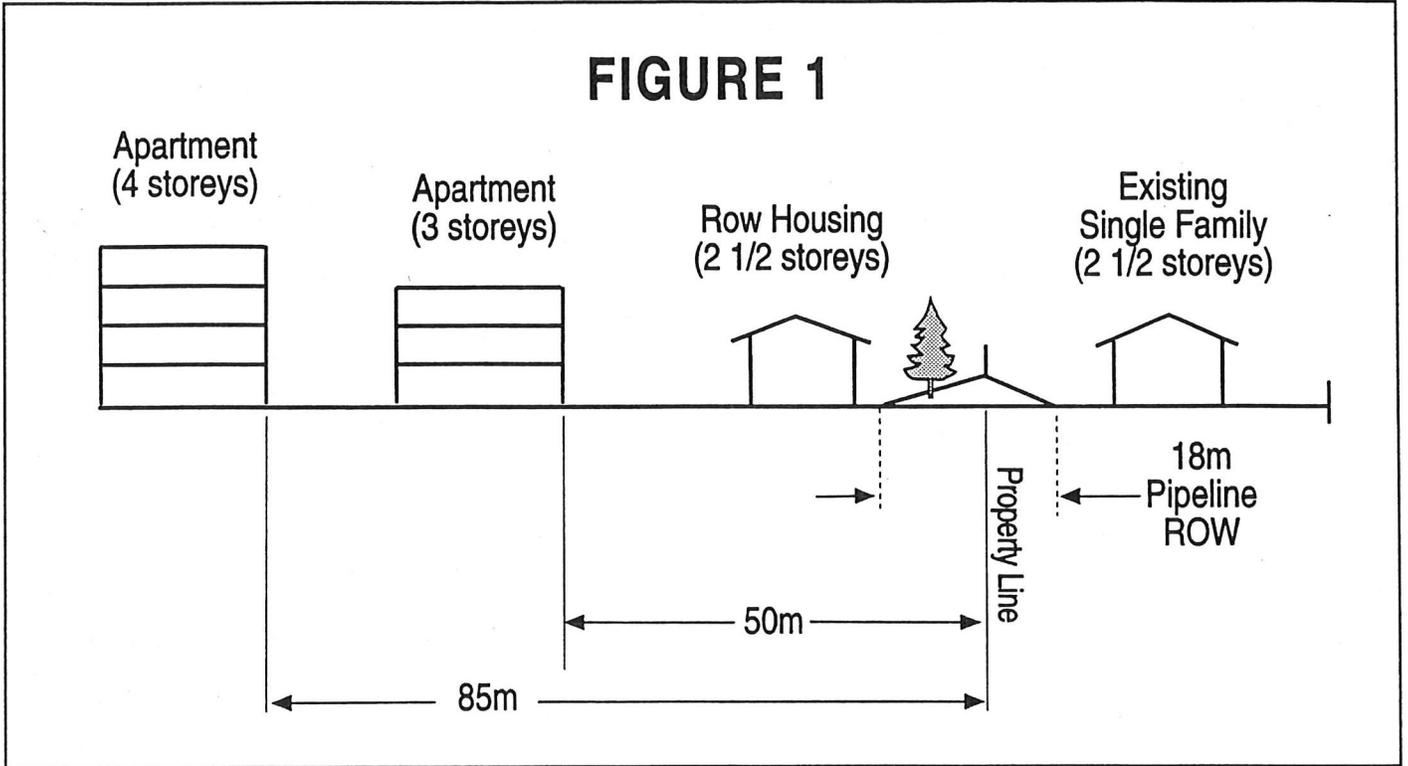
c) *Built Form*

The desired architectural built form of the development will be influenced largely by the requirements of each character area as previously described.

In general terms, a low-rise residential type image is proposed. This is compatible with the character of the surrounding neighborhood. Sloped roof forms predominate, serving to minimize the impact of building bulk and provide shelter at building entrances. Roof top mechanical equipment would also be screened from view by this roof form.

In the residential area south of 42 Avenue, buildings of one to two and a half storeys can be developed along the southern edge, closest to the existing single family housing. Buildings up to 3 storeys can be built 50 meters from the south property line, and buildings up to 4 storeys can be built 85 meters from the south property line so that there is a gradation of height which increases with distance away from the existing single family development, as shown in Figure 1. The commercial area north of 42 Avenue should be no more than 2 storeys.

# FIGURE 1



## E. IMPLEMENTATION

The Table below summarizes the type and intensity of development prescribed for each of the character areas.

Direct control districting will be used in developing each area to ensure that the land use and design concept and policies described in this plan are followed.

Development may proceed in any order. There are no phasing requirements for development as the area within the plan boundaries is small and is surrounded on all sides with serviced development.

Character Area	Site Area	F.A.R.	Maximum Height	Maximum Development	Maximum G.F.A.
A- Mixed Retail/Commercial	3 ha	1	2 Stor.	30,000 m <sup>2</sup> (320,808 sq. ft.)	5,000 m <sup>2</sup>
B - Mixed Retail Commercial/General Business	5.1 ha	1 *1.15	2 Stor. *9 Stor.	51,000 m <sup>2</sup> (548,977 sq. ft.)	5,000 m <sup>2</sup>
C -Convenience Commercial	.50 ha	1	2 Stor.	5,000 m <sup>2</sup> (53,800 sq. ft.)	
D - Medium Density Residential Apartments	1.43 ha	118 units per ha	4 Stor.	169 dwelling units	
E - Office Park	.5 ha	1	3 stor.		
F - Row housing/semi-detached	1.84 ha	18 units per ha	2 1/2 Stor.	33 dwelling units	
G - Mixed Retail Commercial Business	1.77 ha	1	1 Stor.	14,300 m <sup>2</sup> (153,900 sq. ft.)	

\*Hotels

**POSSIBLE LAND USES IN CHARACTER AREAS A, B, C, D, E, F, AND G**

**Character Area A**

- Auctioneering Establishments, provided that all goods and equipment to be auctioned are stored and displayed within an enclosed building.
- Business Support Services
- Commercial Schools
- Custom Manufacturing
- Equipment Rentals, provided that all goods and equipment for rent are contained within an enclosed building.
- Gas Bars
- General Retail Stores, up to a maximum gross floor area of 5000 m<sup>2</sup>.
- Greenhouses and Plant Nurseries
- Household Repair Services
- Indoor Amusement Establishments
- Indoor Participant Recreation Services
- Limited Contractor Services
- Major and Minor Alcohol Sales
- Major and Minor Eating and Drinking Establishments
- Minor veterinary Services
- Personal Service Shops
- Professional, Financial and Office Support Services
- Warehouse Sales up to a maximum gross floor area of 5000 m<sup>2</sup>
- Spectator Entertainment Establishments
- Major and Minor Secondhand Stores
- Broadcasting and Motion Picture Studios
- Drive-in Food Service
- Private Clubs
- Rapid Drive-Through Vehicle Services

**Character Area B**

- Auctioneering Establishments
- Automotive and Equipment Repair Shops
- Broadcasting and Motion Picture Studios
- Business Support Services
- Commercial Schools
- Convenience Retail Stores
- Convenience Vehicle Rentals
- Custom Manufacturing
- Drive-In Food Services

- Equipment Rentals
- Gas Bar
- General Retail Stores
- Government Services
- Greenhouses and Plant Nurseries
- Health Services
- Household Repair Services
- Hotels
- Indoor Participant Recreation Services
- Major Amusement Establishments
- Major and Minor Alcohol Sales
- Major and Minor Eating and Drinking Establishments
- Major and Minor Second Hand Stores
- Major and Minor Service Stations
- Motels
- Outdoor Participant Recreation Services
- Personal Service Shops
- Private Clubs
- Professional, Financial and Office Support Services
- Public Library and Cultural Exhibits
- Rapid Drive-Through Vehicle Services
- Warehouse Sales, where at least 50% of the total space is being used for sales and distribution of goods.

### **Character Area C**

- Convenience Retail Stores
- Health Services
- Minor Eating and Drinking Establishments
- Personal Service Shops
- Professional, Financial and Office Support Services
- Gas Bars
- Minor Service Stations
- Minor Second Hand Stores
- Daytime Child Care Services

### **Character Area D**

- Apartment Housing
- Stacked Row Housing including Row Housing and Linked Housing but excluding Semi-detached and Duplex Housing
- Minor Home Occupations
- Major Home Occupations
- Religious Assembly

**Character Area E**

- Business Support Services
- Professional, Financial, and Office Support Services
- Commercial Schools for Business Support Services, and Professional, Financial and Office Support Services
- Health Services

**Character Area F**

- Semi- detached housing
- Row housing
- Linked housing
- Minor home occupation
- Major home occupation
- Residential sales center
- Religious assembly

**Character Area G**

- Business Support Services
- Convenience Vehicle Rentals
- Drive-In Food Services
- Equipment Rentals provided that all equipment and goods are contained within an enclosed building
- General Retail stores
- Greenhouses and Plant Nurseries
- Health Services
- Household Repair Services
- Major Amusement Establishments only where designed as part of a minor eating and drinking establishment
- Indoor Participant Recreation Services
- Minor Eating and Drinking Establishments
- Minor Veterinary Services
- Personal Services Shops
- Professional, Financial and Office Support Services
- Rapid Drive-Through Vehicle Services
- Warehouse Sales

**SCHEDULE "B"**  
**BYLAW NO. 11395**  
**FILE: NASP/96-0006**  
**RIDEAU PARK**

**DESCRIPTION:** Application to amend the Duggan Neighbourhood Area Structure Plan (NASP) including a revision of the North Duggan amendment document which is an appendix of the NASP; RIDEAU PARK

**LOCATION:** North Duggan amendment document affects the area north of the Trans Mountain Pipeline right-of-way, east of 106 Street

**APPLICANT:** Cove Properties

**OWNER:** 417329 Alberta Ltd.

**ACCEPTANCE OF APPLICATION:** October 21, 1996

**EXISTING DEVELOPMENT:** Vacant

**LAND USE DESIGNATION:** DC5 (Site Specific Development Control) District

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**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION:** The Planning and Development Department recommends that this application to amend the Duggan Neighbourhood Area Structure Plan be APPROVED.

**BYLAW NO. 11395  
FILE: NASP/96-0006  
RIDEAU PARK**

**DISCUSSION**

**1. The Application**

The proposed amendment to the Duggan NASP is required if Bylaw No. 11396, to redistrict the area south of 42 Avenue, east of 105 Street from DC5 to DC5, is approved. The proposed amendment to the Duggan NASP will increase the density of residential development in this area, and include some additional apartment development, which is reflected in Table 1.

In addition, the North Duggan NASP amendment which was adopted by Council in 1985 as part of the Duggan NASP, will be replaced with a revised version of the North Duggan NASP Amendment. The difference between the original and revised version of the North Duggan NASP amendment is summarised as follows:

- (i) In the original North Duggan NASP amendment, the area south of 42 Avenue was to be developed as an Office Park, in order to create an employment centre associated with the large commercial retail and business uses proposed north of 42 Avenue. In the revised NASP, a majority of the area south of 42 Avenue is to be developed for residential uses including low rise apartments, row housing and semi-detached housing, to accommodate approximately 200 dwelling units.
- (ii) Some of the objectives of the original North Duggan NASP amendment were geared to the development of an office park, and there were many references to policies in the General Municipal Plan (GMP) supporting the concept of an employment centre. The GMP has since been revised with less emphasis on policies relating to employment centres. The objectives of the revised North Duggan amendment are aimed at accommodating major commercial development on the major arterials of Calgary Trail and Whitemud Drive, providing for medium density residential use in the area south of 42 Avenue, and creating an environment where a mix of residential and commercial uses can coexist with minimal impact on each other and the adjacent community.
- (iii) Sketches and policies relating to entranceways and landscaping in the previous NASP amendment assumed the area south of 42 Avenue would be an office park. It allowed for a major entranceway to be developed at 106 Street and 42 Avenue. The revised NASP has retained landscaping requirements but deleted the major entryway designation at 106 Street and 42 Avenue in order to decrease potential conflict between vehicles and pedestrians at this intersection.

**2. Site and Surrounding Area**

The Duggan NASP is being amended in the area south of Whitemud Drive and east of 106 Street, in the area known as North Duggan. The area most affected by this amendment is located south of 42 Avenue and north of the Trans Mountain pipeline.

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North Duggan is a sub area of the Duggan community, and is characterized in part by its isolation from the remainder of the Duggan community, and the influence of two major arterials, Calgary Trail South and Whitemud Drive. North Duggan is separated from a developed single family residential area by the Trans Mountain pipeline, an 18 meter wide right-of-way easement with a 2 meter high berm which marks the south boundary of North Duggan. The area north of 42 Avenue contains major commercial development including the Whitemud Crossing Shopping Centre, and the Revy Home Improvement Centre. The area south of 42 Avenue is largely vacant except for the east portion which is commercially developed and includes Pacific Linen, and Staples Office Supplies. The far west corner has been districted and developed for convenience commercial uses including some office facilities and a day care. The Rideau Park School is located immediately west of North Duggan, across 106 Street, which is a main collector road running through the Duggan Community.



*View of site looking southwest.*

### **3. Land Use Analysis**

The proposed redistricting that has triggered this amendment to the Duggan NASP requires a relatively minor change to the Land Use table which is part of the Duggan NASP, in order to accommodate a slight increase in the number of units and the land area districted for apartments in the Duggan community as a whole. The current City guideline proposes that a Neighbourhood Area Structure Plan should accommodate between 15% and 35% multiple family units. Under existing districting the Duggan NASP could have a potential of 48% multiple units. The proposed amendment would increase the potential to 49%. Given that the existing Plan already exceeds the guideline, this increase is minor in scope, and is balanced by the requirement for a mixture of housing types and by restrictions on density and building height.

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The Planning and Development Department has also included in the application a revision to the North Duggan amendment, which is an appendix document that was added to the Duggan NASP after its initial approval by Council.

There is an outstanding need to replace the original North Duggan amendment document. In 1990 a large portion of the area south of 42 Avenue was redistricted from office park to low density residential and apartment use. This redistricting was not accompanied by a revision to the North Duggan amendment document, although the map and tables of the Duggan NASP were revised. Presently there is an inconsistency between the North Duggan amendment and the parent document, the Duggan NASP. In addition, the North Duggan amendment document does not reflect current residential zoning in the area. The revised version of the North Duggan amendment document, presented as part of this bylaw, addresses these inconsistencies and incorporates key elements of the original document.

**4. Other Department Concerns**

There was no objection or concern from other city departments regarding the amendment to the Duggan NASP. There is adequate physical and community infrastructure in place to handle the additional residential development proposed in the amended NASP.

**5. Surrounding Property Owner's Concerns**

Adjacent owners and the larger community were advised of the proposed amendment, and a public meeting was held December 12, 1996. Six residents attended the meeting. There was generally support for the type of development proposed, however there was a strong concern that any further development activity in North Duggan could increase westbound traffic on 42 Avenue which could intensify the potential for conflict between traffic and school children using the intersection at 106 Street and 42 Avenue. There was also concern about adding to traffic activity on 42 Avenue west of 106 Street, which is already congested due to parents picking up school children, and parking in front of the apartments on the north side of 42 Avenue.

Two phone calls were received regarding the one way portion of 42 Avenue, just west of 105 Street. Both callers expressed frustration regarding abuse of the one way, and concern that this would become more of a problem once there was more development in North Duggan. One caller wanted the one way removed. The other caller felt the one way was not adequate to reduce congestion on 42 Avenue west of 106 Street, and that additional measures were needed.

The Transportation Department had no objections to the proposed NASP amendment and the associated redistricting.

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The opening of 42 Avenue east of 105 Street through to Calgary Trail and the installation of the one way on a portion of 42 Avenue, when the Revy Home Improvement Centre was built, was very contentious in the community. Inevitably the opening of 42 Avenue, and commercial development in North Duggan has resulted in some increased traffic westbound on 42 Avenue between 105 and 106 Street, although traffic counts show that most of this traffic is turning northbound on 106 Street, and thus has less impact on pedestrians using the intersection and on the community. Any further development in North Duggan will add to traffic in the area to some degree. A traffic impact study which was done by IDG Engineering in 1995 indicated that the development of 360 additional units in North Duggan would not add significantly to the traffic on 42 Avenue west of 106 Street, which is the area of greatest concern. This amendment to the NASP proposes that only 200 additional units be built in the area.

Some residents in the Duggan Community continue to be concerned about traffic issues particularly in the area of 42 Avenue and 106 Street and question any development that could increase traffic in this area. The Planning and Development Department recognizes their concern and have suggested that the community contact the Transportation Department and request that they look at fine tuning the existing system or consider other alternatives that would reduce parking and congestion on 42 Avenue west of 106 Street, minimize conflicts between vehicles and pedestrians at the 106 Street/42 Avenue intersection, and reduce the incidents of vehicles going the wrong way on the one way section of 42 Avenue.

## **JUSTIFICATION**

The Planning and Development Department supports the proposed amendment to the Duggan NASP including the revision and replacement of the North Duggan Amendment document because:

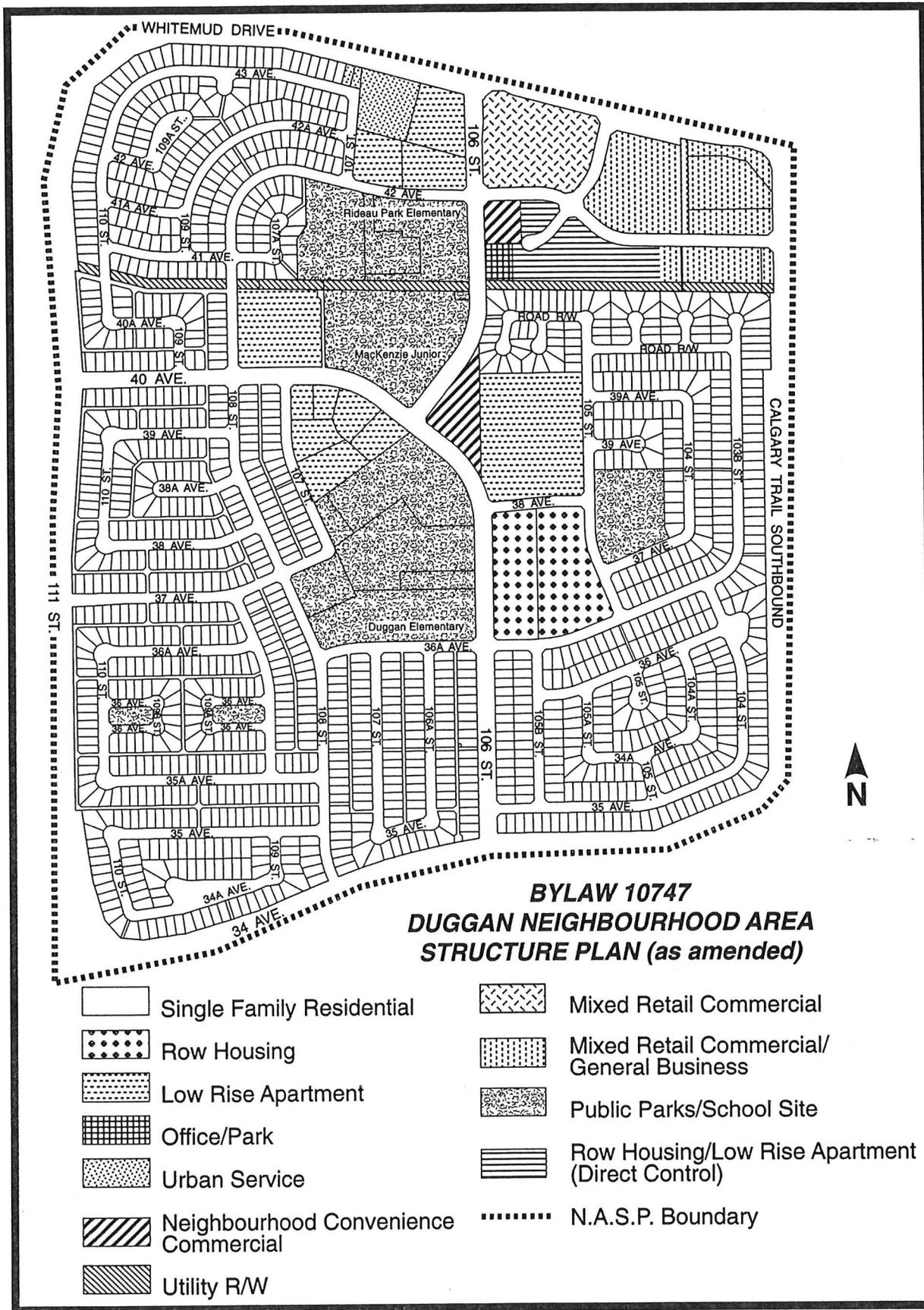
- (1) The types of uses proposed and their location within North Duggan are appropriate and create a transition between the developed single family area to the south, and major commercial development that has already occurred to the north and east along the arterials of Calgary Trail and Whitemud Drive.
- (2) The revised North Duggan amendment has maintained key elements of the original document, but will now be consistent with the residential zoning that has been in place since 1990.

## **ATTACHMENT**

- 1 Surrounding Land Use Districts
- 2 Approved Duggan Neighbourhood Area Structure Plan, Bylaw No. 10747

Written by: Paula Ainsley *P.A.*  
Approved by: Bruce Duncan *P.P.E.*  
Planning and Development Department  
January 6, 1997





**BYLAW 10747  
DUGGAN NEIGHBOURHOOD AREA  
STRUCTURE PLAN (as amended)**

- |   |   |   |  |
|---|---|---|--|
|  | Single Family Residential               |  | Mixed Retail Commercial                            |
|  | Row Housing                             |  | Mixed Retail Commercial/<br>General Business       |
|  | Low Rise Apartment                      |  | Public Parks/School Site                           |
|  | Office/Park                             |  | Row Housing/Low Rise Apartment<br>(Direct Control) |
|  | Urban Service                           |  | N.A.S.P. Boundary                                  |
|  | Neighbourhood Convenience<br>Commercial |   |  |
|  | Utility R/W                             |   |  |