

Planning & Development Report to
Calgary Planning Commission
2019 June 20

ISC: UNRESTRICTED
CPC2019-0756

Policy Amendment and Land Use Amendment in Beltline (Ward 11) at 1520 – 4 Street SW, LOC2019-0045

EXECUTIVE SUMMARY

This application was submitted by Stantec Architecture on 2019 March 29 on behalf of the landowner Grosvenor Canada Limited c/o Suncor Energy Centre. The application proposes to change the designation of a portion of 1520 – 4 Street SW from DC Direct Control District (Bylaw 50D2018) to DC Direct Control District, based on the Centre City Mixed Use District (CC-CX) to allow for:

- a broad range of commercial uses at the junction of two main streets;
- an increase in base density from 5.0 floor area ratio (FAR) to 7.9 FAR to recognize the existing density/FAR developed on the site; and
- an increase to the maximum bonus density from 8.2 to 9.0 FAR.

A minor amendment to the *Beltline Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation. The proposal conforms to the ARP as amended and is in keeping with applicable policies of the *Municipal Development Plan*.

A development permit application for a new 11-storey office building in place of an existing 10-storey office building has been submitted and is under review.

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ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendment to the Beltline Area Redevelopment Plan (Attachment 2); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.12 hectares \pm (0.30 acres \pm) located at 1520 – 4 Street SW (Portion of Plan 1910115, Block 120, Lot 51) from DC Direct Control District **to** DC Direct Control District to accommodate a new 11-storey office building with guidelines (Attachment 4); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2019 JUNE 20:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed amendment to the Beltline Area Redevelopment Plan (Attachment 2); and
2. Give three readings to the **Proposed Bylaw 58P2019**.
3. Adopt, by bylaw, the proposed redesignation of 0.12 hectares \pm (0.30 acres \pm) located at 1520 – 4 Street SW (Portion of Plan 1910115, Block 120, Lot 51) from DC Direct Control District to DC Direct Control District to accommodate a new 11-storey office building with guidelines (Attachment 4); and
4. Give three readings to the **Proposed Bylaw 159D2019**.

Opposition to Recommendations:

Against: Commissioner Gedye, Commissioner Juan, Commissioner Palmiere, and
Commissioner Schmalz.

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PREVIOUS COUNCIL DIRECTION / POLICY

At the 2018 February 20 Regular Public Hearing Meeting of Council, Council approved Bylaws 9P2018 and 50D2018, which amended the ARP and redesignated multiple parcels in the Beltline from:

- Centre City Mixed Use District (CC-X);
 - Centre City Commercial Corridor District (CC-COR);
 - Commercial – Corridor 1 (CCOR1f3h46) District;
 - Centre City Multi-Residential High Rise District (CC-MH); and
 - DC Direct Control District;
- to
- DC Direct Control District to accommodate transfer of heritage density and mixed-use development.

Refer to **Land Use** section below for background.

BACKGROUND

This application was submitted by Stantec Architecture on 2019 March 29 on behalf of the landowner Grosvenor Canada Limited c/o Suncor Energy Centre (Attachment 1). A Development Permit (DP2019-1505) for a new 11-storey office building with commercial uses at grade was also submitted by Stantec Architecture on 2019 March 29 and is under review (Attachment 6).

The current development permit revises a development permit (DP2018-2886) previously approved by CPC for a phased mixed-use project involving the renovation of the existing office building on the subject site and the construction of two new residential towers to the north.

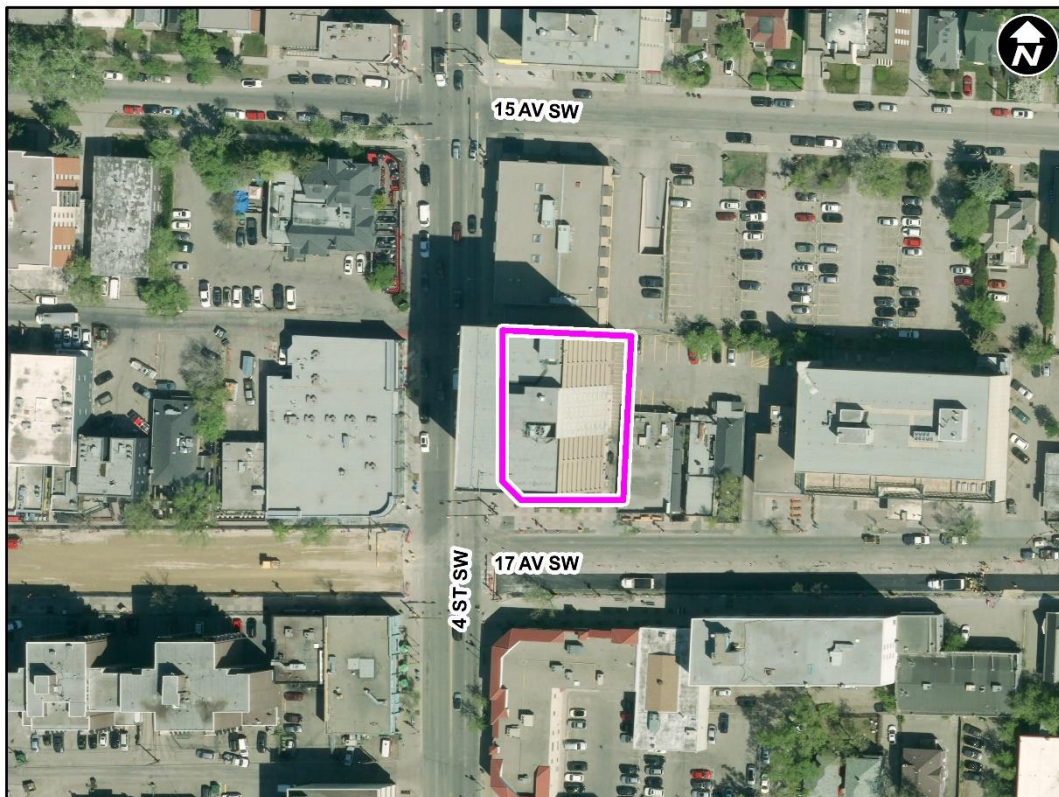
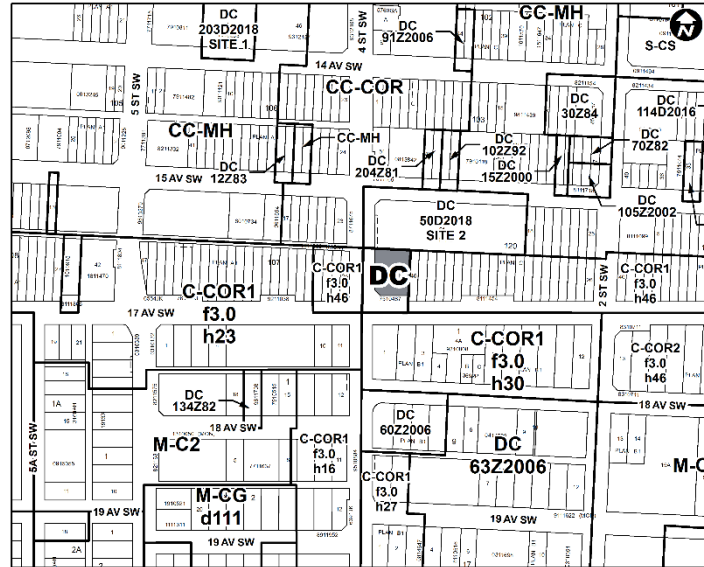
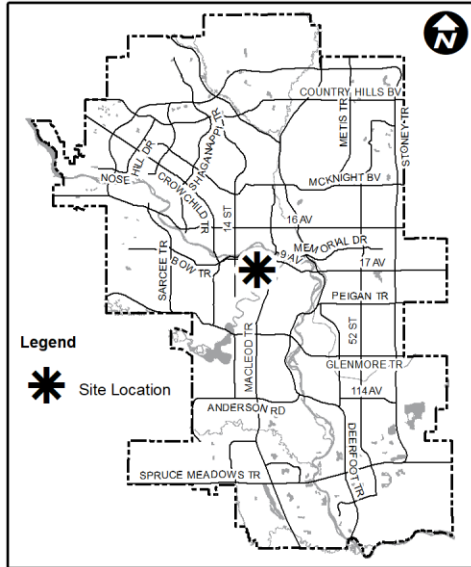
The current development permit (DP2019-1505) seeks to deconstruct the existing office building and construct a new office building. A new building is proposed as it has been determined that it is more economical to deconstruct the existing office building and, in its place, rebuild a new office building that meets modern standards.

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Location Maps



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Site Context

The subject site is located in the Beltline on the northeast corner of 17 Avenue SW and 4 Street SW. The site is approximately 0.12 hectares in size with approximate dimensions of 40 metres by 31 metres. The property is currently developed with a ten-storey office building with commercial uses at grade.

To the north, on the south side of 15 Avenue SW, is a two-storey commercial building and surface parking lot. A development permit (DP2017-2886) has been previously approved by CPC for a phased development of a mixed-use project involving the renovation of the existing office building on the subject site and the construction of two new residential towers.

To the north, on the north side of 15 Avenue SW, are a mix of apartment and single detached dwellings, designated Centre City Commercial Corridor District (CC-COR), DC Direct Control Direct (Bylaw 204Z81 and 102Z92) to allow for commercial uses in the buildings, and Centre City Multi-Residential High Rise District (CC-MH).

To the east are three buildings converted to retail/restaurant use and low-rise office, designated Commercial – Corridor 1 (C-COR1f3h46) District.

To the south, across 17 Avenue SW, is a two storey commercial building with multiple retail and consumer service spaces, designated Commercial – Corridor 1 (C-COR1f3.0h30) District.

To the west, across 4 Street SW, is a single-storey commercial building with multiple retail and restaurant spaces, and another single storey commercial building containing the Rose and Crown pub, designated Commercial – Corridor 1 (C-COR1f3h46) District and Centre City Commercial Corridor District (CC-COR), respectively.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a range of building types that are comparable in scale to the existing development on-site. Although a minor amendment to the ARP is required, the proposal generally meets the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration.

Land Use

The existing DC Direct Control Direct (Bylaw 50D2018) contains four sites and was intended to accommodate the transfer of heritage density and mixed-use development.

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Site 1, the south portion of the site, is based on the Centre City Mixed Use District (CC-X) with additional uses, and sets a maximum base density of 5.0 FAR with the ability to provide bonus initiatives that could provide for an additional 3.2 FAR, to a maximum of 8.2 FAR.

Site 2, the north portion of the site, is based on the Centre City Multi-Residential High Rise Support Commercial District (CC-MHX) with additional uses, and received 2.55 FAR through heritage density from Site 3 and 4.

Sites 3 and 4 were density donor sites for the purposes of the heritage density transfer to Site 2. The existing DC Direct Control District is attached as Attachment 3. No changes are proposed to the existing Sites 2, 3, or 4.

The proposed DC Direct Control District remains the same as the existing land use, with exception to the following changes:

- an increase in base density from 5.0 to 7.9 FAR to recognize the existing density/FAR developed on the site (an increase of 2.9 FAR or 3,450 square metres Gross Floor Area (GFA)); and
- an increase in the maximum bonus density from 8.2 FAR to 9.0 FAR with bonusing provided (an increase of 0.8 FAR or 950 square metres GFA) on the existing Site 1.

The base density is increased to recognize the density/FAR of the existing 1970's building on the site. The increase in the base density of 2.9 FAR will recognize approximately 3,450 square metres of GFA or \$930,000 of bonusing (expressed as Beltline Community Investment Fund - BCIF contribution) that would otherwise be required under the existing DC Direct Control District, based on the current land value set by the ARP.

The proposed increase to the base and maximum bonus density/FAR are appropriate for this site as:

- the existing developed density on the site was considered as part of a comprehensive planning analysis of existing density and amenities in the Beltline, and densities established through the adoption of the original Beltline ARP and Centre City Districts;
- the new maximum base density recognizes the existing developed density on the site and accounts for a change in construction approach from a development permit previously approved by CPC;
- a DC Direct Control District provides the ability to regulate specific characteristics of a proposal on a site specific basis, without creating precedent that applies city-wide;
- new bonus density (density above the new base density/existing developed density) is still captured through bonusing mechanisms; and
- the scale of future development allowable under the proposed DC District is similar to the existing development on the site.

The proposed DC Direct Control Direct is attached as Attachment 4.

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Development and Site Design

The rules of the proposed DC Direct Control District provide guidance for redevelopment of the site including appropriate uses, FAR, building massing, landscaping and parking.

Transportation

A Transportation Impact Assessment was provided by the applicant to support assessment of a development permit application for the site, key findings are summarized below.

Walking and Cycling

Schools, commercial corridors, and parks are within walking distance of the subject site. The nearest full-service grocery store is within 950 metres (a 12 minute walk).

Transit

The site is within 850 metres (a 10 minute walk) of the Victoria Park-Stampede LRT Station and 800 metres of the downtown core. Stops for Routes 3, 6, 7, 17, and 449 are within a block.

Vehicle Access

17 Avenue SW and 4 Street SW are both classified as Neighbourhood Boulevards in the Calgary Transportation Plan, and direct vehicle access from these streets is discouraged. The sites' frontage along 15 Avenue SW provides multiple access options for vehicles including loading and servicing.

Parking

There is limited on-street parking along 4 Street SW in order to accommodate a well-used bus stop, and parking along 17 Avenue SW is prohibited during the afternoon peak. Parking along 15 Avenue SW is managed through time limits and pricing in order to balance supply and demand, including provision for loading zones.

Utilities and Servicing

Water, sanitary and storm sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time. Individual servicing connections as well as appropriate stormwater management will be considered and reviewed at development permit stage.

Environmental

There are no environmental concerns associated with the site or this proposal.

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Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

Administration received a letter in support to the application from the Beltline Communities Association (Attachment 5).

Administration received no letters of support or opposition to the application.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The design compatibility will be reviewed at the development permit stage.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The site is located within the City, Town area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan* (SSRP). While the SSRP makes no specific reference to this site, the proposal is consistent with policies on Land Use Patterns.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (Statutory – 2009)

The subject parcel is located within the Activity Centres – Centre City area as identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). The applicable MDP policies encourage developing high density residential and support services that support the Centre City as the business and cultural heart of the city.

The proposal is in keeping with relevant MDP policies as the rules of the proposed DC Direct Control Direct provides for a development form that allows for a high-density mixed-use development.

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Beltline Area Redevelopment Plan: Part 1 (Statutory – 2006)

The subject parcel is located within Area D as identified on Map 4: Density Areas in the ARP. The maximum base and bonus density for sites in Area D west of Centre Street is 3.0 FAR as identified in Table 5.1: Density Areas in the ARP. To accommodate the proposed DC Direct Control District, a minor amendment to Table 5.1 is required to provide a site specific increase to the allowable base and bonus density on the subject site (Attachment 2).

Social, Environmental, Economic (External)

Development enabled by this application has the potential to allow more Calgarians to choose to live in a location well served by existing infrastructure and in close proximity to services, employment, community amenities and transit. Mixed-use development of the subject site has the potential to allow for population growth that will support local services and create a livable, diverse and high density urban community.

Financial Capacity

Current and Future Operating Budget

There are no known impacts to the current and future operating budgets at this time

Current and Future Capital Budget

The proposed amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

Risk Assessment

There are no significant risks associated with this proposal.

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REASON(S) FOR RECOMMENDATION(S):

Administration recommends approval of this application as it recognizes existing density developed on the subject site and due to its alignment with relevant planning policy contained in the *Municipal Development Plan* and *Beltline Area Redevelopment Plan* by supporting high-density mixed-use development and intensification within the Centre City.

ATTACHMENT(S)

1. Applicant's Submission
2. **Proposed Bylaw 58P2019**
3. Existing DC Direct Control District (50D2018)
4. **Proposed Bylaw 159D2019**
5. Beltline Neighbourhoods Association Letter
6. Development Permit (DP2019-1505) Summary
7. **CPC Commissioners Comments**