

Planning & Development Report to
Calgary Planning Commission
2019 July 18

ISC: UNRESTRICTED
CPC2019-0891

**Land Use Amendment in Highland Park (Ward 4) at 4120 Centre Street NE and
116 and 124 – 41 Avenue NE, LOC2018-0235**

EXECUTIVE SUMMARY

This application was submitted by NORR Architects Engineers Planners on 2018 October 26 on behalf of the land owner Chinese Christian Wing Kei Nursing Home Association. The application proposes to change the land use designation of the subject site from DC Direct Control District (Bylaw 26D2011) and Special Purpose – Community Institution (S-CI) District to Multi-Residential – High Density Low Rise (M-H1) District, Multi-Residential – High Density Medium Rise (M-H2f4.5h38) District and Mixed Use - Active Frontage (MU-2f5.0h40) District to allow for:

- a transit-oriented mixed-use development at a future Green Line LRT station;
- multi-residential development and an assisted living facility;
- retail commercial at grade fronting Centre Street N and support commercial multi-residential uses;
- a maximum building height of 26, 38 and 40 metres on Centre Street N;
- a maximum floor area ratio of 4.0, 4.5 and 5.0 on Centre Street N; and
- the uses listed in the M-H1, M-H2 and MU-2 Districts.

The proposal aligns with the applicable policies of the *Municipal Development Plan* (MDP). A development permit application has not been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 1.29 hectares \pm (3.18 acres \pm) located at 4120 Centre Street NE and 116 and 124 - 41 Avenue NE (Plan 9311912, Lots 2 and 3; Plan 3650JK, Block 3, Lot 1) from Special Purpose – Community Institution (S-CI) District and DC Direct Control District **to** High Density Low Rise (M-H1) District, High Density Medium Rise (M-H2f4.5h38) District and Mixed Use – Active Frontage (MU-2f5.0h40) District; and
2. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2019 JULY 18:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed redesignation of 1.29 hectares \pm (3.18 acres \pm) located at 4120 Centre Street NE and 116 and 124 - 41 Avenue NE (Plan 9311912, Lots 2 and 3; Plan 3650JK, Block 3, Lot 1) from Special Purpose – Community Institution (S-CI) District and DC Direct Control District **to** High Density Low Rise (M-H1) District, High Density Medium Rise (MH2f4.5h38) District and Mixed Use – Active Frontage (MU2f5.0h40) District; and
2. Give three readings to **Proposed Bylaw 182D2019**.

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PREVIOUS COUNCIL DIRECTION / POLICY

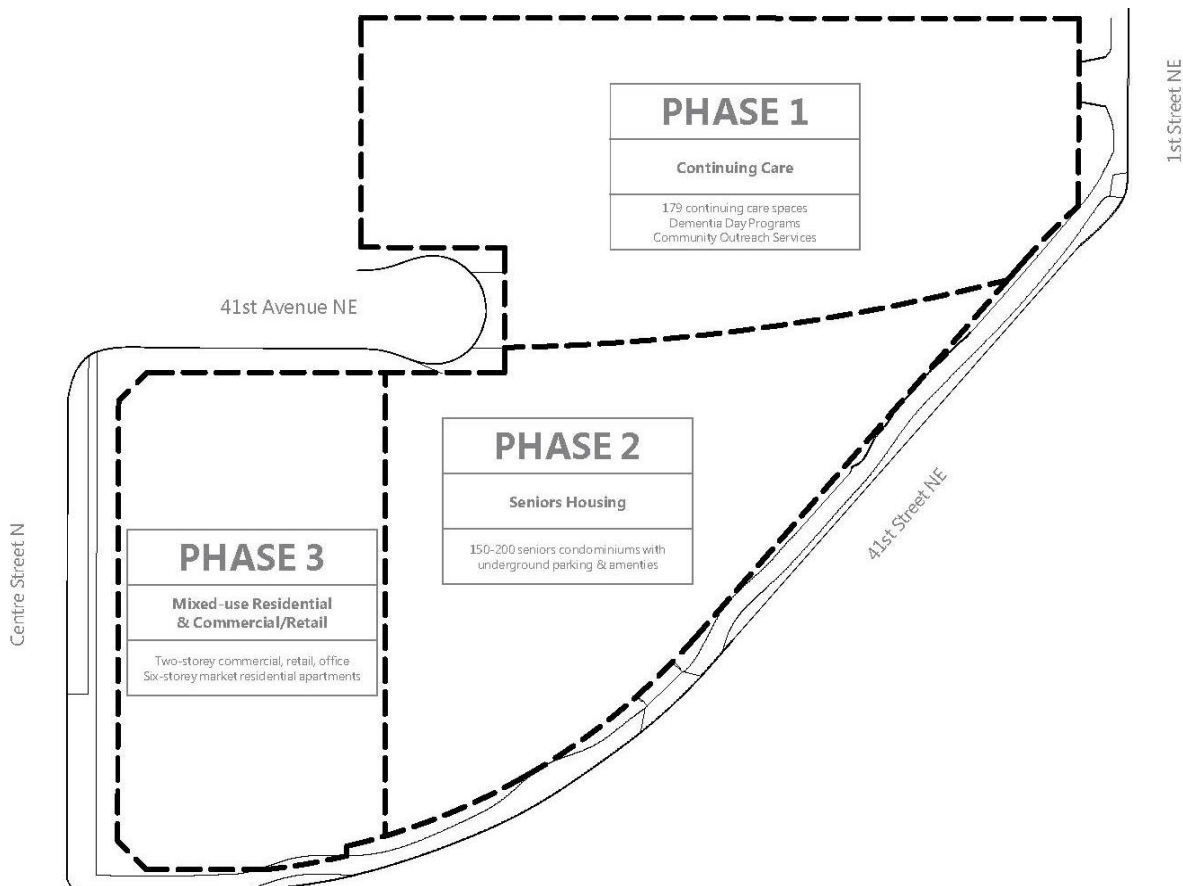
None.

BACKGROUND

This land use amendment application was submitted by NORR Architects Engineers Planners on 2018 October 26 on behalf of the land owner Chinese Christian Wing Kei Nursing Home Association. The applicant's submission (Attachment 1) indicates their intent for a three-phased approach to development on the subject site, as identified in *Figure 1* below.

- Phase 1 – a combination of assisted living and/or residential long-term care (0.59 hectares ± in size);
- Phase 2 – independent seniors housing (0.48 hectares ± in size); and
- Phase 3 – a mixed-use development with retail commercial at grade and multi-residential market housing above (0.29 hectares ± in size).

Figure 1: Phasing Plan



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This land use amendment application will prepare the subject site for future development at an important intersection where 40 Avenue NW crosses Centre Street N at the location of a future Green Line LRT Station (40 Ave NW). The subject site is considered a transit-oriented development site with Centre Street classified as an Urban Main Street and both Centre Street N and 40 Avenue NW as part of the City's Primary Transit Network.

The subject site is situated in Highland Park which does not currently have a statutory approved local area plan, therefore, the MDP is the governing policy document.

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Site Context

The community of Highland Park is an inner-city residential community straddling Centre Street N, providing direct access to downtown Calgary and residential communities to the north. The midpoint of the community is focussed around the intersection of Centre Street N with 40 Avenue NW to the west and 41 Avenue NE to the east, which provide an east-west connection between Greenview Industrial Park to the east and residential communities to the west. This intersection is developing into a community hub and earmarked for the location of the future 40 Avenue Green Line LRT Station.

The subject site is situated on the north-eastern corner of the abovementioned intersection and is a large site (1.3 hectares ±) that is underdeveloped with a single building and a large surface parking area.

Surrounding uses consist of the following:

- North – low density residential dwellings with a Residential – Contextual One / Two Dwelling (R-C2) District;
- South – low and medium density residential development with Residential – Contextual One / Two Dwelling (R-C2) and Multi-Residential – Contextual Low Profile (M-C1) Districts;
- West – multi-residential, mixed-use and community commercial uses with Multi-Residential – Contextual Low Profile (M-C1), Multi-Residential – Low Profile Support Commercial (M-X1), Commercial – Office (C-O) and Commercial – Neighbourhood 2 (C-N2) Districts; and
- East – industrial development with Industrial – Edge (I-E) and Industrial – Redevelopment (I-R) Districts.

The subject site has a steep gradient from the north-western corner on Centre Street N down to the south-eastern corner of the site on 41 Avenue NE.

As identified in *Figure 2*, the community of Highland Park has seen population growth over the last several years reaching its population peak in 2018.

Figure 2: Community Peak Population

Capitol Hill	
Peak Population Year	1969
Peak Population	4,875
2018 Current Population	4,191
Difference in Population (Number)	-684
Difference in Population (Percent)	-14%

Source: *The City of Calgary 2018 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Highland Park](#) community profile.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal represents a comprehensive redevelopment of an underdeveloped site on a key intersection on Centre Street N. The subject site has the potential to contribute to transit oriented development along the future Green Line along Centre Street in the following ways:

- provide needed assisted living and specialized medical care (dementia care) in Phase 1;
- contribute to independent senior’s housing connected to the assisted living in Phase 2;
- provide market housing at higher residential densities at a future LRT station in Phase 3;
- provide mixed use development with commercial at grade fronting onto Centre Street;
- contribute to urban design that will enhance the pedestrian experience at the proposed 40 Avenue LRT Station;
- increase transit ridership along the existing north-south bus rapid transit (Line 300 and 301) lines, as well as the east-west bus line (Route 38). It will also increase transit ridership along the future Green LRT Line once constructed.

Planning Considerations

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

Land Use

As identified in *Figure 3*, this land use amendment application proposes the following changes to the land use districts on the subject site.

Figure 3: Land Use District Table

Land Use Amended District changes:	
From	To
DC Direct Control (26D2011) District	Multi-Residential – High Density Low Rise (M-H1) District
Special Purpose – Community Institution (S-CI) District	Multi-Residential – High Density Low Rise (M-H1) District
Special Purpose – Community Institution (S-CI) District	Multi-Residential – High Density Medium Rise (M-H2f4.5h38) District
Special Purpose – Community Institution (S-CI) District	Mixed Use - Active Frontage (MU-2f5.0h40) District

Existing:

The largest portion of the subject site is designated Special Purpose – Community Institution (S-CI) District which allows for large scale culture, worship, education, health and treatment facilities, but not the future uses required by the developer.

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A small portion is designated DC Direct Control District (Bylaw 26D2011) allowing for low density residential development, as well as office within a newly constructed building.

Proposed:

The application proposes three different land use districts in alignment with the three phases of proposed development:

- Multi-Residential – High Density Low Rise (MH-1) District with a base FAR of 4.0 (23,600 square metres) and a building height restriction of 26.0 metres. The M-H1 District would allow for the Phase 1 development of an assisted living facility that contains dwelling units with limited on-site health care facilities for the exclusive use of the residents.

The M-H1 District requires a minimum density of 150 units per hectare, under the density rules of the district, which calculates to a minimum of 88 units on the Phase 1 portion of the site. The applicant is proposing approximately 180 beds in an assisted living facility.

- Multi-Residential – High Density Medium Rise (M-H2) District with a FAR of 4.5 (21,600 square metres) and a building height restriction of 38.0 metres. The M-H2 District would allow for the Phase 2 development of senior's housing under the multi-residential use definition. The applicant proposes to connect the two buildings to provide a direct pedestrian link for easy access.

The M-H2 District also requires a minimum density of 150 units per hectare, under the density rules of the district, which calculates to a minimum of 72 units on the Phase 2 portion of the site. The applicant is proposing to accommodate between 150 and 200 independent living seniors in multi-residential units.

- Mixed Use - Active Frontage (MU-2) District with a FAR of 5.0 (14,500 square metres) and a building height restriction of 40.0 metres. The MU-2 District would allow for the Phase 3 development of a transit-oriented mixed-use development with retail at grade and market housing under the multi-residential use definition.

The MU-2 District allows for a wide range of mixed commercial and residential uses requiring commercial uses at grade facing the commercial street (Centre Street N). The MU-2 District does not have a minimum density rule, but the applicant is proposing an eight-storey building of which at least six storeys will be market multi-residential units.

The three proposed land use districts are compatible to create a high density, transit-oriented and mixed-use development at a future LRT station; described by the applicant as a *Village of Wellness and Care*. The proposed high-density land use districts are also compatible with the existing surrounding retail commercial and multi-residential districts and developments, and considering the slope of the subject site from the north-western corner on Centre Street N down

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to the south-eastern corner of the site on 41 Avenue NE. The Residential – Contextual One / Two Dwelling (R-C2) District along a portion of the site's northern property line.

Development and Site Design

Future development on the subject site will be evaluated against the rules of the M-H1, M-H2 and MU-2 land use districts to guide the built form in relation to use, height, massing, parking and landscaping. Other key factors that will be important to address include:

- ensuring higher residential densities to support future transit ridership at the proposed 40 Avenue LRT Station;
- ensuring an engaging transit-oriented built interface with the future LRT station on Centre Street N;
- providing the appropriate number of on-site parking stalls considering the transit-oriented development context of the site and the proposed uses of assisted and seniors living;
- ensuring acceptable vehicular access from both 41 Avenue NW (Centre Street N) and 1 Street NE;
- the steep gradient of the site;
- the impact of the existing utility right-of-way and the potential for substantial open green space across the site; and
- the potential impact on the R-C2 properties to the north of the proposed Phase 1 of the development.

City Wide Urban Design

City Wide Urban Design reviewed the land use amendment application and is in general support of the proposed densities and heights considering the site's proximity to the future Green Line LRT Station. The proposed development has the ability to offer senior care and senior living options and create active street interfaces in the area.

The future development permit applications should ensure that development frame the public streets (Centre Street, 41 Avenue NE and 1 Street NE) and sufficient amenity spaces be provided and integrated in the site plan. City Wide Urban Design will review individual development permits for each phase of the development upon submission.

Environmental

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

Transportation

A Transportation Impact Assessment (TIA), including a parking study, was not required at the land use amendment stage but may be required at the first development permit application.

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Access to the subject site is available from the 41 Avenue NE cul-de-sac and 1 Street NE.

The subject site is situated on a corner where two lines of the Primary Transit Network intersects and therefore provides high connectivity both north-south and east-west. The subject site fronts onto Centre Street N with existing bus and bus rapid transit stops located directly adjacent to the site. The site also shares a property line with 41 Avenue NE which provides the east-west Primary Transit Network connections with bus transit stops directly across Centre Street N on 40 Avenue NW from the site. In addition, the subject site is also situated diagonally across from the proposed future LRT Green Line with a station proposed at Centre Street N and 40 Avenue NW.

Green Line

The CPAG Green Line Team reviewed the land use amendment application and is in general support of the proposal.

The subject site is within direct proximity to the future 40 Avenue Green Line Station, which has been identified as a future Transit Oriented Development (TOD) area. As such, future development and land use for this site should be transit supportive.

As discussed below under the Strategic Alignment section of this report, the *Municipal Development Plan* and the Transit Oriented Development Policy Guidelines support creating a transit-supportive land use framework within existing or future TOD areas.

Utilities and Servicing

Water and sanitary sewer mains are available to service the site.

Specific servicing arrangements will be reviewed and evaluated in detail as part of the development permit process. It is anticipated that the existing water network can support the proposed land use. Main extensions to the public network by the developer may be required to facilitate future development as each titled parcel will require individual service connections to a public main. A Sanitary Servicing Study was provided for review in support of the proposed land use amendment and was accepted by Water Resources with the condition that each private site have its own direct sanitary connection.

The subject site has not been covered by any governing Stormwater Management Report. Stormwater management will be further evaluated at the development permit stage. A public storm main passes through the subject site, protected by a utility right-of-way. Future development of the site must accommodate and protect all public utilities located within the site.

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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 land owners and the application was advertised on-line.

The applicant conducted comprehensive public outreach prior to the submission of the land use amendment application. The details of the public outreach and open house are provided in Attachment 4 of this report, but can be summarized as follows:

- The land owner and applicant met twice with the Highland Park Community Association in 2018 May and August to introduce, discuss and receive input on the development proposal;
- The land owner and applicant also met twice with the Thorncliffe / Greenview Community Association in 2018 May and August to introduce, discuss and receive input on the development proposal;
- The land owner and applicant conducted an Open House in 2018 September on the subject site in the Centre Street Church West Campus building. The Open House provided information on the development proposal and conducted a planning questionnaire and a senior care services survey for input from the public and surrounding land owners. The results of the questionnaire and survey are provided in Attachment 4 of this report.

Administration circulated the application to both the Highland Park Community Association and the Thorncliffe / Greenview Community Association. The comprehensive public outreach by the land owner and applicant resulted in two letters of support from the Highland Park Community Association and the Thorncliffe / Greenview Community Association. The two letters of support are included in Attachment 2 to this report.

Administration received 1 letter of concern surrounding the provision of on-site parking. The letter does not object to the redevelopment of the site but is in opposition to the number of multi-residential buildings that must provide parking on the subject site.

Following Calgary Planning Commission, notifications for the Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Planning 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.

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Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed policy and land use amendment build 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 Urban Main Street Land Use Typology identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). Urban Main Streets are served by the Primary Transit Network and should provide for a broad mix of residential, employment and retail uses.

The MDP policies encourages the highest densities and tallest buildings in nodes at the intersections of the Main Street (Centre Street N) with other major transit streets, such as 40 Avenue NW and 41 Avenue NE. The MDP also stipulates a minimum development intensity of 200 jobs and population per hectare according to Table 3-2: Summary of Main Street Characteristics. The proposed development, at full built out, will exceed the MDP targets for development intensity.

The MDP policies of the Urban Main Street typology focus on ensuring development with a public realm that is:

- of high quality;
- pedestrian-oriented (multi-modal street);
- contains mixed-use development;
- is of high intensity that will contribute to a vibrant environment; and
- is transit-oriented.

The proposal is in keeping with relevant MDP policies as the rules of the M-H1 and M-H2 Districts provide for a development form that is appropriate to the subject site and other surrounding land uses in terms of height, built form and density. The proposed MU-2 District will foster a variety of commercial and residential uses that are higher in density, thus achieving land use objectives outlined by the MDP and will guide future development in Phase 3 of the proposed Wing Kei Village.

There is no local area plan for the subject area.

Transit Oriented Development Policy Guidelines

The *Transit Oriented Development Policy Guidelines* provide direction for the development of areas typically within 600 metres of a Transit Station. The subject site is located directly diagonal from the future 40 Avenue Green Line LRT Station, and entirely within the transit-oriented development (TOD) area of that station. Generally, the highest densities in station

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areas should be located in closest proximity to the station. There is an anticipated intensity threshold expected for TOD areas (within 400 metres) of a minimum 100 jobs/population per hectare. The M-H1 and M-H2 Districts have minimum densities of 150 units per hectare.

Furthermore, as described in Section 3.0 (*Transit Orientated Development Policies*) new development should be guided by the following principles:

- ensure transit-supportive land uses;
- increase density around Transit Stations;
- create pedestrian orientated design;
- make each station area a “place”;
- manage parking, bus, and vehicular traffic; and
- plan in context with the local communities.

New development should encompass an array of land uses. Section 4.1 states that a station area should allow for a mix of residential, employment along with supporting retail and service uses. New development may be horizontally or vertically integrated, this allows for a variety of uses which are compact and walkable within the station area. Density should be increased around Transit Stations while relating to the surrounding context and particular station type. Emphasis should be placed on those locations which have excellent access to transit and the local public system.

The subject site is located diagonal across from the location where the 40 Avenue NW Green Line LRT Station is proposed for construction. As such, the proposed development satisfies the conditions which are outlined by Transit Orientated Development guidelines. The current mixed-use proposal will provide both residential and commercial uses which will increase overall activity around the station area. Residents will be able to easily access the site via pedestrian walkways and transit. Furthermore, this application along with others within the future LRT station site will further enhance this area as a unique place within North Calgary.

Social, Environmental, Economic (External)

This proposal will allow for additional residential density supported by retail commercial on Centre Street N and commercial multi-residential uses in the care facilities. The proposal will facilitate a more compact urban form that makes efficient use of land and existing infrastructure.

The proposed land use districts allow for a wider range of housing types and commercial uses and as such, the proposed changes may better accommodate the housing and retail needs of different age groups, lifestyles and demographics.

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Financial Capacity

Current and Future Operating Budget

There are no known impacts to the current and future operating budgets.

Current and Future Capital Budget

The proposed amendments do not trigger capital infrastructure investment and therefore there are no growth management concerns currently.

Risk Assessment

There are no significant risks associated with this proposal.

REASONS FOR RECOMMENDATIONS:

The proposal is in keeping with applicable policies of the *Municipal Development Plan*. The proposed M-H1 and M-H2 Districts are designed to be implemented at community nodes and transit and transportation corridors, while the MU-2 District supports development on Urban Main Streets. The proposed land use districts also support the vision for future development intensification along Centre Street N, specifically for transit-oriented development at the future 40 Avenue LRT Station.

ATTACHMENTS

1. Applicant's Submission
2. Community Association Letters
3. Applicant's Public Outreach Report
4. **Proposed Bylaw 182D2019**
5. **Public Submissions**