

Planning & Development Report to
Calgary Planning Commission
2019 October 03

ISC: UNRESTRICTED
CPC2019-1183

Policy Amendment and Land Use Amendment in Crescent Heights (Ward 7) at 1109 Edmonton Trail NE, LOC2018-0223

EXECUTIVE SUMMARY

This land use and policy amendment application was submitted by Horizon Land Surveys on behalf of the land owner, 2142585 Alberta Ltd (Yuli Song), on 2018 October 09. This application proposes to change the designation of this property from Multi-Residential – Contextual Low Profile (M-C1) District to Mixed Use – Active Frontage (MU-2f2.0h14) District to allow for:

- mixed-use buildings (e.g. commercial storefronts with apartments or offices above);
- a maximum building height of 14 metres (the same as the current maximum allowable under M-C1);
- a maximum floor area ratio of 2.0, allowing approximately 1,300 square metres of building floor area; and
- the uses in the MU-2 District.

An amendment to the *Crescent Heights 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 has been submitted and is currently under review.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the Crescent Heights Area Redevelopment Plan (Attachment 4);
2. Give three readings to the proposed bylaw;
3. **ADOPT**, by bylaw, the proposed redesignation of 0.07 hectares ± (0.16 acres ±) located at 1109 Edmonton Trail NE (Plan 470P, Block 29, Lots 4 and 5) from Multi-Residential – Contextual Low Profile (M-C1) District **to** Mixed Use – Active Frontage (MU-2f2.0h14) District; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

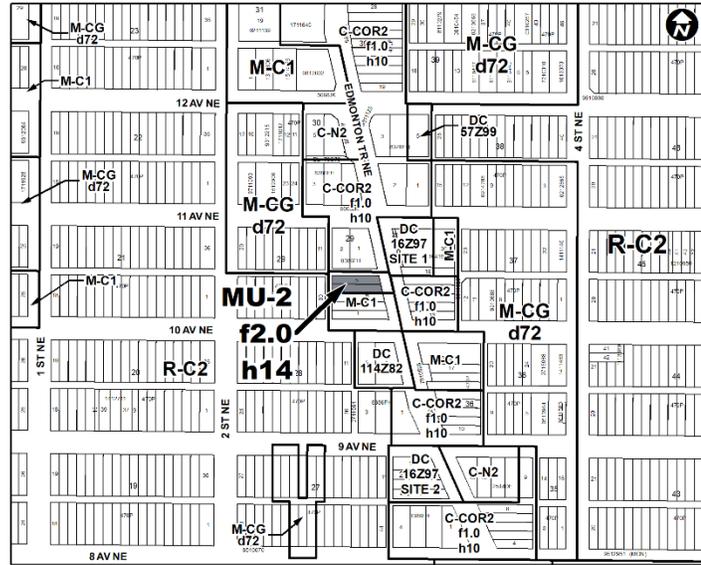
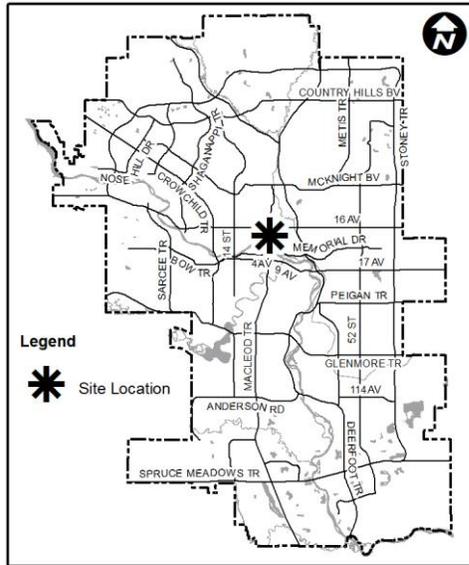
This application was submitted by Horizon Land Surveys on 2018 October 09 on behalf of the land owner, 2142585 Alberta Ltd (Yuli Song). The application was originally submitted proposing the Commercial – Corridor 1 f2.0h14 (C-COR1f2.0h14) District and was later changed to the current proposal for the Mixed Use – Active Frontage (MU-2f2.0h14) District, which better aligns with desired design outcomes. An updated Applicant Submission was received to reflect this (Attachment 1). On 2019 April 03, a development permit (DP2019-1581) was submitted by Gravity Architecture proposing a two-storey building with retail on the ground floor and office above, utilizing both the lane and the Edmonton Trail frontages (Attachment 2).

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Location



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Site Context

The subject site is located in Crescent Heights, and fronts onto Edmonton Trail NE in between 10 and 11 Avenue NE. The parcel is approximately 15 metres wide and 40 metres deep with a rear lane along the west property line, and another lane along the north property line. The parcel is currently developed with a single detached dwelling and a small shed. A road widening setback of 5.182 metres along Edmonton Trail NE is also registered on this property, which restricts developable area as required setbacks are measured off of the setback, not the property line.

Surrounding development is a mix of residential and commercial developments. Parcels along Edmonton Trail NE are predominately designated as the Commercial – Corridor 2 (C-COR2) District, including the site across the alley to the north, and across Edmonton Trail NE to the east. There are two properties along the south property line that front onto 10 Avenue NE that are designated as Multi-Residential – Contextual Low Profile (M-C1) District. These are each developed with a single detached dwelling and detached garage accessed off of 10 Avenue NE and are located along the property line shared with the subject parcel. To the west across the alley are single detached dwellings.

As identified in *Figure 1*, the community of Crescent Heights reached its peak population in 2018.

Figure 1: Community Peak Population

Crescent Heights	
Peak Population Year	2018
Peak Population	6,598
2018 Current Population	6,598
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2018 Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed Mixed Use – Active Frontage (MU-2f2.0h14) District allows for the opportunity to develop a grade oriented building, either through a stand-alone commercial development, or a development with commercial at grade and dwelling units or offices on the upper floors.

Initially, the application was submitted proposing Commercial – Corridor 1 (C-COR1) District with a district modifier of 1.0 FAR and a maximum height modifier of 12 metres. The applicant was encouraged to explore the Mixed Use Districts, which encourage a building form that more

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closely aligns to the Main Streets typology of the *Municipal Development Plan*. Administration also advised the applicant that the location along the Edmonton Trail NE Main Street warranted a higher intensity of land use on the site and recommended increasing the maximum height to match the current district maximum of 14 metres and to increase the FAR to 2.0 to allow for the opportunity for residential or office uses above any future ground oriented commercial uses.

Administration and the applicant explored the option of amending the application to make a joint application with the two parcels to the south directly adjacent to the subject site in order to assemble a more substantial development parcel. However, the adjacent land owners were not interested in pursuing an application at this time.

Administration also explored the option to deem the lane which runs along the north property line of the subject site surplus and close and sell it to the applicant in order to make a more substantial development parcel and eliminate a pedestrian/automobile conflict point along the Edmonton Trail NE pedestrian realm. This was also deemed not feasible as utilities are located within the lane and cost prohibitive to relocate.

Planning Considerations

As part of the review of this application, several key factors were considered by Administration including the alignment with relevant policies, and the appropriateness of the land use district. The following sections highlight the scope of technical planning analysis conducted by Administration.

Land Use

The existing Multi-Residential – Contextual Low Profile (M-C1) District is intended to provide for multi-residential development of low height and medium density within close proximity to low density residential. No commercial uses are allowed within the M-C1 District.

Given that the subject site is relatively narrow and constrained, the originally proposed Commercial – Corridor 1 (C-COR1) District provided challenges to achieving the desired built form on the parcel to align with the Main Street typology. The C-COR1 District uses setbacks, screening, and landscaping to buffer commercial developments from neighbouring residential lots. The minimum 3.0 metre required setback on the south property line would further constrain an already narrow site, and provide a break in the continuous block face that is desired under the Main Streets policies should the neighbouring parcels be developed in the future.

The proposed Mixed Use – Active Frontage (MU-2f2.0h14) District is intended to be located along commercial streets with active commercial uses on the ground floor and can accommodate a mix of residential and commercial uses within the same building. This district promotes storefronts along a continuous block face, and uses corner chamfers to ensure that building massing is sensitive to neighbouring residential parcels. Modifiers allow for the establishment of a maximum FAR of 2.0 which equates to approximately 1,300 square metres of development on the site and a maximum height of 14 metres, which maintains the same

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height of the existing M-C1 District, allowing for approximately four storeys of development.

Development and Site Design

On 2019 April 03, a development permit was submitted by Gravity Architecture proposing a two-storey building with retail on the ground floor and office above, utilizing both the lane and the Edmonton Trail frontages. The rules of the proposed MU-2 District will provide guidance for the development of the site, including appropriate uses, building height and massing, landscaping, parcel coverage and parking. The initial submission was reviewed by the Urban Design Review Panel as part of the Detailed Team Review completed by the Corporate Planning Applications Group. Although the application is on hold, pending the applicant's response to the Detailed Team Review, the applicant has provided a preliminary rendering showing the current status of the design (Attachment 2).

Given the specific site, key factors being addressed through the development permit include:

- Creating an active street frontage along Edmonton Trail NE that incorporates permeable commercial access and glazing facing the commercial street;
- Addressing the road widening setback of 5.182 metres along Edmonton Trail to accommodate future road widening;
- Parking located off the lane at rear of the building;
- Design elements related to massing, privacy, and overlooking regarding the neighbouring low density residential parcels; and
- Appropriate treatment of the east, north and south facades, as these are highly visible facades.

Environmental

An Environmental Site Assessment was not required as part of this application. There are no known environmental concerns on the parcel or in the immediate area.

Transportation

The parcel is located along Edmonton Trail NE which is classified as an Urban Boulevard in the Calgary Transportation Plan. A Transportation Impact Assessment was not requested as part of this application. Transit is located approximately 100 metres from the site to the south along Edmonton Trail NE with the Max Orange BRT stop located 600 metres to the north at Edmonton Trail NE and 16 Avenue NE. A future Greenline station will be located approximately 800 metres to the northwest at Centre Street N and 16 Avenue N.

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Utilities and Servicing

Water, sanitary and sewer services are available to service the site. Sanitary capacity and storm water management will be evaluated with the development permit.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site with a large notice posting sign facing Edmonton Trail NE. Notification letters were sent to adjacent land owners and the application was advertised online. As the proposed land use changed through the review of the application to Mixed Use – Active Frontage (MU-2f2.0h14), the application was re-circulated and re-notice posted with a large notice posting sign. Additional letters were sent to adjacent land owners. No public open houses were held for this application.

Through the original circulation, Administration received a letter of support from the Crescent Heights Community Association for this application. They did provide considerations for evaluation of the development permit that they would like to be addressed including the location of businesses within the future development, the provision of underground parking, and the desire to ensure a visually pleasing and well-designed building. Through the most recent circulation Administration received another letter of support for the Mixed Use – Active Frontage (MU-2f2.0414) District (Attachment 3).

No comments were received from adjacent land owners or community members through the original circulation and notice posting. One letter of support was received during the second circulation, with the request that design considerations such as privacy, parking, and overlooking be reviewed thoroughly. This will be done through the development permit, which is currently under review by Administration.

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

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan (SSRP)* which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

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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 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 Urban Main Street area as identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). The applicable MDP policies encourage a broad range of employment, commercial and retail uses as well as housing to accommodate a diverse range of the population.

Urban Main Streets are characterised as providing a high level of residential and employment intensification in a linear fashion, such as along Edmonton Trail NE. Commercial developments along Main Streets should create an active street environment by encouraging retail and service uses at grade, with office or residential uses on upper floors. Buildings should be located close to the sidewalk, and may contain smaller units to encourage the active frontage. Transitions between the Main Street and adjacent areas should be sensitive to the scale and form of surrounding buildings and uses.

The proposed redesignation complies with the policies of the MDP.

Crescent Heights Area Redevelopment Plan (Statutory - 1997)

The *Crescent Heights Area Redevelopment Plan* (ARP) identifies the subject parcel as located within the Medium Density Multi Dwelling typology as seen on Map 2: Land Use Policy. This typology is intended to accommodate multi-residential development without the option for a commercial component in the development.

The ARP highlights Edmonton Trail as a commercial corridor intended to serve the local community and passing commuters. Policies highlight that commercial developments should be built to a high standard, with a strong pedestrian environment. Impacts to adjacent developments should be minimized through sensitive development.

An amendment to the ARP is included in this application to amend the site on Map 2: Land Use Policy to the Local Commercial typology in order to accommodate the proposed Mixed Use – Active Frontage (MU-2f2.0h14) District (Attachment 4). This aligns with the intent of the ARP and Edmonton Trail as a commercial corridor.

The *Crescent Heights ARP* is currently under review by Administration as part of the North Hill Communities Local Growth Planning initiative. A full update to the local area plan is anticipated by Q1 2020.

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Social, Environmental, Economic (External)

The proposed land use district allows for a wide range of pedestrian oriented commercial uses with office and residential opportunities on the upper floors. The addition of these uses to the community will attract more users to the Edmonton Trail NE Urban Main Street, bringing more services within walking distance to the local residents.

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.

REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with applicable policies of the *Municipal Development Plan* and the general intent of the *Crescent Heights Area Redevelopment Plan*. Given that Edmonton Trail NE is identified as an Urban Main Street, the proposed district allows for the opportunity to utilize an under-developed parcel in the inner city for a higher use while still respecting the low density context immediately adjacent to the site.

ATTACHMENT(S)

1. Applicant Submission
2. Development Permit (DP2019-1581) Summary
3. Community Association Letter
4. Proposed Amendment to the Crescent Heights Area Redevelopment Plan