

Planning & Development Report to
Calgary Planning Commission
2019 November 07

ISC: UNRESTRICTED
CPC2019-1386

Land Use Amendment in Livingston (Ward 3) for multiple proerties, LOC2018-0213

EXECUTIVE SUMMARY

This application has been submitted by B&A Planning Group on behalf of the landowner Carma Ltd (Brookfield). This application proposes the redesignation of approximately 21.58 hectares (53.32 acres) of land in the north community of Livingston. This proposal provides for:

- approximately 13.48 hectares (33.3 acres) of low to medium density mixed-use development consisting of mix of commercial and residential uses in a variety of forms with a building height of 16 metres, or approximately 4 storeys (DC/MU-1);
- approximately 4.0 hectares (9.88 acres) of medium density mixed-use development consisting of mix of commercial and residential uses in a variety of forms with a building height of 24 metres, or approximately 6 storeys (DC/MU-1); and
- a commercial site of approximately 4.10 hectares (10.13 acres) to serve the needs of the local communities (DC/C-C2).

This application is being considered under the policies of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan*, which includes a major amendment covering the area of this application. The ASP amendment (CPC2019-1387) is also on today's agenda. An associated outline plan application was submitted along with this application, however the outline plan will be proceeding to a later Calgary Planning Commission meeting.

A development permit for a multi-residential development has been submitted and is under review.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 17.48 hectares (43.19 acres) located at 200 and 500 – 144 Avenue NW and 300 – 144 Avenue NE (Portion of SE1/4 Section 4-26-1-5; Portion of SW1/4 Section 3-26-1-5) from Special Purpose Future Urban Development (S-FUD) District to DC Direct Control District to accommodate mixed-use development, with guidelines (Attachment 2); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, bylaw, the proposed redesignation of 4.10 hectares (10.13 acres) located at 14224 Centre Street NE (Portion of NW1/4 Section 34-25-1-5) from Special Purpose Future Urban Development (S-FUD) District to DC Direct Control District to accommodate commercial development, with guidelines (Attachment 3); and
4. Give three readings to the proposed bylaw.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

B&A Planning Group on behalf of Carma Ltd. (Brookfield) submitted the application to The City of Calgary on 2018 September 21 and have provided a summary of their proposal in the Applicant's Submission (Attachment 1).

A Development Permit (DP2019-5208) for a multi-residential development (4 buildings, 263 units) for one of the sites was submitted by Suavek Bartosinski on 2019 October 07, and is under review.

The *Keystone Hills Area Structure Plan* (ASP) was approved on 2012 July 16. The ASP includes high level policy framework for a Major Activity Centre (MAC) and Urban Main Street contemplated for a stretch of Centre Street N between Stoney Trail and 160 Avenue N. The ASP requires a special study to inform more detailed ASP policy that would provide additional direction on future transportation connections, parcel configuration, land uses and building form within the future MAC and Main Street.

A special study was completed by Administration with the assistance of consultants and the landowners in 2015. This study considered a number of land use and mobility options. Recommendations contained within the study have been used by Administration to guide the preparation of a major amendment to the *Keystone Hills ASP*. The proposed amendment (CPC2019-1387), also on today's agenda, has been completed by Administration and is coming forward to Calgary Planning Commission along with this land use application.

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Site Context

The subject lands, consisting of five parcels: 200 and 500 – 144 Avenue NW, 300 – 144 Avenue NE and 14224 Centre Street NW, are situated in the north quadrant of the city in the developing community of Livingston. The majority of the area is bound by 144 Avenue N to the south, 1 Street NE to the east, 1 Street NW to the west, and Livingston View NE to the north. The remainder of the area (14224 Centre Street NW) is located south of 144 Avenue NE, north of 142 Avenue NE, east of 1 Street NE and west of Livingston Gate NE. Centre Street runs through the middle of the sites and the Stoney Trail Transportation Utility Corridor is located to the south. The future Green Line LRT runs along Centre Street N, as well with potential stations located just south of 144 Avenue N as well as north of the subject sites. The land is currently vacant and has been stripped and graded in preparation for future development.

Within the *Keystone Hills ASP* and *Municipal Development Plan*, the lands north of 144 Avenue N along Centre Street N are indicated as an Urban Main Street and those lands south of 144 Avenue N as a Major Activity Centre (MAC).

Much of the lands, both east and west of the subject sites, have approved outline plans and are currently being developed. These lands are primarily low density residential with some multi-residential, as well as parks and school sites. An outline plan (LOC2018-0262) is currently under review within the Major Activity Centre, south and west of the subject sites. These lands are owned by the adjacent landowner (Genstar Ltd) and proposed to include commercial and residential development along with a park space near the future LRT station. This outline plan application is anticipated to proceed to Calgary Planning Commission by Q1 2020.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use application, in conjunction with the future outline plan, will facilitate the development of a mixed-use, commercial and residential neighbourhood along an Urban Main Street that will contribute to the growth of the Keystone community as envisioned by the policies of the *Municipal Development Plan* and the proposed amendment to the *Keystone Hills ASP*.

The proposed distribution of land uses, which include DC Direct Control Districts based on the Mixed Use - General (MU-1) District and the Commercial – Community 2 (C-C2) District, represent an opportunity to develop a comprehensive commercial and residential area that is strategically located to support future LRT stations, as well as serve adjacent residents and the region.

Planning Considerations

Given the nature of this application, several key factors were considered and are outlined in the following technical analysis.

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Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. To implement the proposed policy within the *Keystone Hills ASP* the following land uses are proposed:

- DC Direct Control District based on the Mixed Use - General (MU-1) District; and
- DC Direct Control District based on the Commercial – Community 2 (C-C2) District.

The MU-1 District is intended for a mix of residential and commercial uses in the same building or in multiple buildings. The District also allows for both residential uses and commercial uses at grade. The proposed DC Direct Control District (Attachment 2) has been used to allow for the inclusion of several additional uses, as well as to vary some of the rules of the base district. While the MU-1 District is intended for Main Street areas, the context of a developing community that will likely transition over time requires the ability for more flexibility in certain rules. The proposed DC District has also been created to work together with the proposed policy for the Keystone Hills Core Area. The DC contains two sites to allow for different density and building heights along the Urban Main Street. The northern portion (proposed DC Site 1), which is closer to the low density residential of the adjacent area, has an FAR of 3.0 and building height of 16 metres. The southern portion (proposed DC Site 2), north of 144 Avenue N has a floor area ratio (FAR) of 4.0 and a building height of 24 metres.

The other proposed DC Direct Control District is based on the C-C2 District and will allow for primarily commercial development within the Major Activity Centre. The proposed DC District (Attachment 3) has been used to again include for additional discretionary uses and to provide greater flexibility by allowing for the potential for dwelling units on the ground floor of buildings. The proposed DC District allows for a FAR of 4.0 and a maximum building height of 24 metres.

Although this land use redesignation application was accompanied by an outline plan, Administration is only bringing forward the land use amendment at this time. In this case the applicant wanted to advance the land use amendment for decision, while Administration continues to investigate options for the cross-sections of both 144 Avenue N and Centre Street N and in particular the design of Centre Street prior to the construction of the future LRT line. These options will have no impact on the land use or land use boundaries and therefore Administration considered it appropriate to bring the land use amendment forward prior to the outline plan, with the outline plan likely proceed to Calgary Planning Commission in December 2019.

Density and Intensity

The *Municipal Development Plan* requires that both Urban Main Streets and MACs achieve a minimum intensity threshold of 200 people and jobs per gross developable hectare. Based on the proposed land use districts the subject sites anticipate a minimum intensity of approximately 245 people and jobs per hectare. The subject sites anticipate approximately 3,600 jobs and potentially as many as 4,400 jobs depending on employment intensity.

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The anticipated residential density is approximately 855 dwelling units with an increase to a density as high as 3,400 units. The exact number of dwelling units will be determined through future development permit applications in the future.

Development and Site Design

A development permit for a multi-residential development (DP2019-5208) has been submitted by Suavek Bartosinski on 2019 October 07 and is currently under review by Administration. The development permit is located on a site just north of 144 Avenue N and west of Centre Street N. The proposal is for four multi-residential buildings, two of which are five storeys and two of which are six storeys. The development permit will be reviewed against the proposed policy for this area as well as the proposed DC District. Specific considerations will include:

- Building location and massing;
- Building orientation and relationship to the streets;
- Building entrances on the ground floor; and
- The location and design of surface parking.

Environmental

A Biophysical Impact Assessment was submitted in support of this application. No waterbodies or other environmentally significant areas were identified within the plan area. Municipal Reserve will be deferred to a future phase within the Livingston community. The associated ASP amendment includes a policy requiring Municipal Reserve within close proximity to the northern LRT station.

Transportation

Streets and Access

The northern site is bounded by 144 Avenue NE to the south, 1 Street NE to the east, 1 Street NW to the west, and Livingston View N to the north. The southern site is bounded 144 Avenue NE to the north, 142 Avenue NE to the south, 1 Street NE to the west and Livingston Gate NE to the east. Vehicular access to the sites was primarily determined through the earlier functional work and is dependent on the nature of the adjacent streets. No vehicular access is allowed for the sites from 144 Avenue N.

The subject area is well-connected to the regional transportation network and is in close proximity to both Stoney Trail N and Deerfoot Trail N/QEII Highway. Centre Street N will directly connect to the planned Stoney Trail N interchange.

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Transit

This area is currently not served by any existing transit routes. Public transit is anticipated to be introduced in phases over time and is expected to include several bus routes running through the *Keystone Hills ASP* area, providing local and regional service and later phased to support the future Green Line extension and cross-town bus rapid transit services. As noted previously, the future Green Line is intended to run adjacent to the subject sites with two future stations in close proximity and well connected by streets and pathways. Transit service introduction to new communities is balanced with service increases in existing communities with ridership growth, including potential introduction of evening and weekend service. Construction of 144 Avenue N by the developer and by the neighbouring developers will enable the introduction and eventual enhancement of transit service as the community builds out.

Utilities and Servicing

Water, sanitary, and storm servicing options are available to service the subject site. Sanitary and water main extensions will be required along Centre Street and/or Lucas Parade in accordance with the approved sanitary servicing studies, water network plan, and the Livingston Phase 11 onsite and offsite construction drawings and design. Under the ultimate condition, stormwater main extensions will also be required to service the plan area and will need to be consistent with the Livingston Phase 11 construction drawings. Further water, sanitary, and storm details will be resolved via the tentative plan, construction drawing, and development permit stages.

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.

Rocky View County was circulated in accordance with the *Rocky View/Calgary Intermunicipal Development Plan*. A response was received indicating they had no comments or concerns with the application.

There is currently no community association for the subject area and no letters from adjacent landowners were received.

No public meetings were conducted by the applicant or Administration in direct relation to this land use application.

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

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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 application builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Rocky View/Calgary Intermunicipal Development Plan (Statutory – 2012)

These lands are subject to the *Rocky View/Calgary Intermunicipal Development Plan* (IDP) and as such the application was circulated to Rocky View County for comment in accordance with the requirements of the IDP. A response was received indicating they had no comments or concerns with the application.

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan* (MDP), Map 1: Urban Structure, identifies the subject lands as Urban Main Street and Major Activity Centre (MAC). Major Activity Centres (MAC) are located strategically across the city to provide a major mixed-use destination central to larger residential or business catchment areas. MACs should be developed to function as an “urban centre” for a sub-region of the city and provide opportunities for people to work, live, shop, recreate, be entertained and meet their daily needs.

Urban Main Streets provide for a high level of residential and employment intensification along an Urban Boulevard street type. Urban Main Streets emphasize a walkable pedestrian environment fronted by a broad range of employment, commercial and retail uses as well as housing to accommodate a diverse range of the population.

The proposed land use districts meet the *Municipal Development Plan* policies for both MACs and Urban Main Streets.

Keystone Hills Area Structure Plan (Statutory – 2012)

The *Keystone Hills ASP* indicates the subject lands as within a MAC and Urban Main Street. The ASP also provides direction to undertake amendments to the Plan to refine the boundary of these areas and provide more specific direction and detailed policies and guidelines for development in these areas.

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Administration is bringing forward a major amendment to the ASP in response to this direction. This amendment, also on this agenda, provides comprehensive policy for what is referred to as the Keystone Hills Core Area. These policies are intended to provide for the vision of this area as a mixed-use employment hub, while also allowing flexibility as the area will take time to achieve the ultimate build out.

The proposed land use districts comply with the proposed Keystone Hills Core Area policies by providing for the potential for high intensity development with a broad range of uses that is also respectful of the adjacent residential development.

Social, Environmental, Economic (External)

The proposed land use designations enable the continuation of development in the community of Livingston and provide a future framework for a mix of housing types and services to support a broad cross section of the population. The development of these lands will enable a more efficient use of land and infrastructure, including the future LRT Stations, supporting surrounding uses and amenities while introducing additional amenities to the area.

Financial Capacity

Current and Future Operating Budget

There is no impact to the current operating budget as a result of this report. As development proceeds in this area and additional services come online, operating costs will be incurred related to services such as roads, parks, and transit. These anticipated costs for Livingston have been incorporated into the One Calgary 2019-2022 service plans and budgets.

Current and Future Capital Budget

There is no impact to the current capital budget as a result of this report. The capital investment required to construct and upgrade the required local infrastructure will be funded entirely by the developer. The City's capital investment contribution required for the construction of the Centre Street N / Stoney Trail interchange upgrade has been included in the One Calgary 2019-2022 service plans and budgets.

Risk Assessment

There are no significant risks associated with this proposal.

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REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment serves to implement the objectives of the *Municipal Development Plan*, and more specifically is in accordance with the policies of the proposed amendment to the *Keystone Hills Area Structure Plan*. The proposed land uses and their distribution facilitate the development of commercial and residential land uses and provides the components to set the framework for a complete community within the Keystone Hills area

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed DC Direct Control Guidelines (MU-1)
3. Proposed DC Direct Control Guidelines (C-C2)