

Planning & Development Report to
Calgary Planning Commission
2019 November 07

ISC: UNRESTRICTED
CPC2019-1337

Land Use Amendment in Highland Park (Ward 4) at 4111 - 1 Street NE, LOC2019-0115

EXECUTIVE SUMMARY

This application was submitted by Rick Grol on 2019 July 19 on behalf of the land owner HXCC Calgary Development Corporation. The application proposes to change the land use designation of the subject site from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – High Density Low Rise (M-H1) District to allow for:

- apartment buildings that may have commercial store fronts;
- a maximum building height of 26.0 metres, or approximately 6 to 8 storeys (an increase from the current maximum of 10.0 metres);
- a maximum floor area ratio of 4.0;
- a minimum density of 150 units per hectare; and
- the uses listed in the M-H1 District.

The proposal aligns with the applicable policies of the *Municipal Development Plan* (MDP). No development permit application has 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 0.23 hectares ± (0.58 acres ±) located at 4111 - 1 Street NE (Plan 9212522, Area A) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – High Density Low Rise (M-H1) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None

BACKGROUND

This land use amendment application was submitted by Rick Grol on 2019 July 19 on behalf of the land owner HXCC Calgary Development Corporation. The Applicant's Submission (Attachment 1) indicates their intent to develop a multi-residential building in line with the rules of the Multi-Residential – High Density Low Rise (M-H1) District.

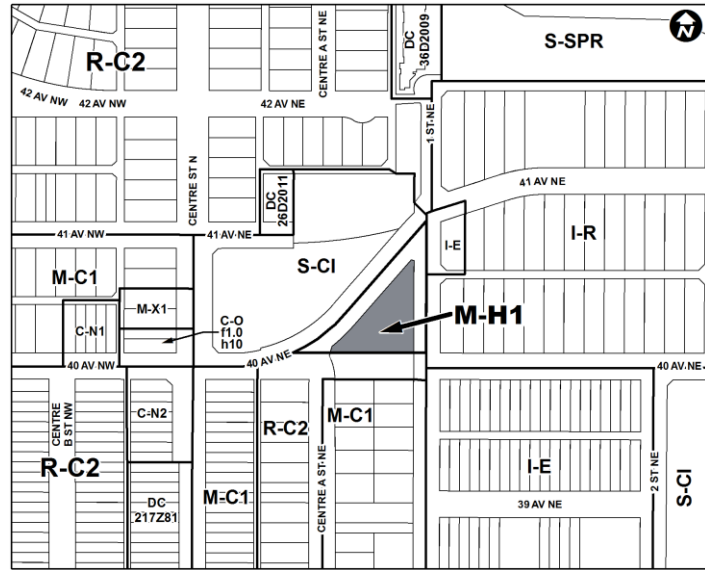
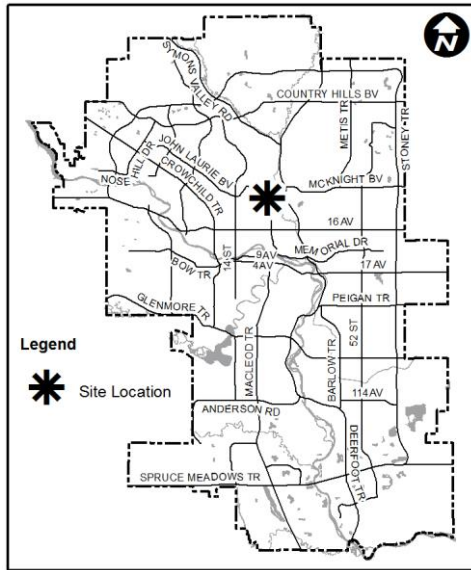
The subject site is vacant and has never been developed. The site is situated in the community of Highland Park which does not currently have a statutory approved local area plan, but the community is currently part of the North Hill Communities Local Growth Planning project as discussed under the Strategic Alignment section of this report.

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Location Maps



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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. An east-west connection is provided by 41 Avenue NE between Greenview Industrial Park to the east and residential communities to the west. This intersection is developing into a hub in the community and earmarked for the location of the future 40 Avenue Green Line LRT Station. The subject site is situated one block to the south of the Centre Street and 40 Avenue NE intersection.

Surrounding land uses and development consist of the following:

- North – at the moment surface parking with the future potential for a high density assisted living development (Bylaw 182D2019) with a Multi-Residential – High Density Low Rise (M-H1) District and a Multi-Residential – High Density Medium Rise (M-H2) District;
- South – a vacant lot directly adjacent to the subject site with a Residential – Contextual One / Two Dwelling (R-C2) District. Further south, medium density residential development with a Multi-Residential – Contextual Low Profile (M-C1) District;
- West – at the moment a Place of Worship with the future potential for a mixed-use development (Bylaw 182D2019) with a Mixed Use – Active Frontage (MU-2) District; and
- East – industrial development with Industrial – Edge (I-E) and Industrial – Redevelopment (I-R) Districts.

The subject site has a triangular shape, is approximately 0.23 hectare (0.58 acres) large with a street frontage of approximately 70.0 metres on 1 Street NE and has a steep gradient sloping down from the north-western property line on 40 Avenue NE to 1 Street NE.

As identified in *Figure 1*, the community of Highland Park has seen a slight population decline over the last several years. The peak population was reached peak in 1969.

Figure 1: Community Peak Population

| Highland Park | |
|------------------------------------|-------|
| 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*

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Additional demographic and socio-economic information may be obtained online through the **Highland Park** community profile.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for redevelopment of a vacant site in close proximity to a key intersection on Centre Street N. The proposal considers the subject site's proximity to a future LRT station and allows for a transit-oriented development with the potential for limited commercial uses, live/work units and strong pedestrian connections to the City's primary transit network.

Planning Considerations

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

Land Use

The existing Residential – Contextual One / Two Dwelling (R-C2) District allows for a low-density residential development with a maximum of two units with a building height of no more than 10 metres. The proposed Multi-Residential – High Density Low Rise (M-H1) District specifies density in terms of floor area ratio (FAR) with a maximum FAR of 4.0 and a maximum building height of no more than 26 metres (approximately 6 to 8 storeys).

The proposed M-H1 District is designed to be implemented at community nodes and on transit and transportation corridors and contains rules for the development of multi-residential buildings with a minimum density of 150 units per hectare (minimum 34 units). The rules of the district allow for multi-residential development in a variety of forms with the potential for commercial multi-residential uses. A future development permit application will be evaluated against these rules, at the discretion of the Development Authority, to ensure any infill development will be sensitive to the existing context of the site while supporting higher residential densities in a transit-oriented development area.

City Wide Urban Design reviewed the land use amendment application and is in general support of the proposed higher density and height, considering the site's proximity to the future Green Line LRT Station. The proposed development has the ability to offer a transit-oriented development at higher residential densities and create active street interfaces with the surrounding development in the community. City Wide Urban Design will review the future anticipated development permit upon submission.

Environmental

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

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Transportation

A Transportation Impact Assessment was not required for this land use amendment application. At the development permit stage, a parking study may be required based on the proposed density, site layout and potential parking relaxation requested in the application.

Vehicular access to the subject site will only be allowed from 1 Street NE and no access will be allowed from 40 Avenue NE, 41 Avenue NE or Centre A Street NE. At the development permit stage, improvements to the pedestrian realm will be reviewed and may be requested. Improvements may include the following:

- construction of a new sidewalk along 40 Avenue and 41 Avenue NE; and,
- construction of a new pedestrian connection along the southern property line of the subject site with the city owned parcel located at 4055 – 1 Street NE.

The subject site is situated on a corner parcel in proximity to two lines of the Primary Transit Network and provides high connectivity both north-south and east-west. The subject site is located one block east of Centre Street with existing bus and bus rapid transit stops. The site also shares a property line with 40 Avenue NE which provides east-west Primary Transit Network connections with bus transit stops on 40 Avenue NW adjacent to the site. In addition, the subject site is also situated one block east of the future LRT Green Line with a station proposed at Centre Street N and 40 Avenue NW.

Green Line

The Corporate Planning Applications Group (CPAG) - Green Line Team reviewed the land use amendment application and is in general support of the proposal.

The subject site is within 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, sanitary and storm sewer mains are available to service the site. The specific servicing arrangements and stormwater management will be reviewed and evaluated in detail as part of the development permit process.

A Sanitary Servicing Study may be required at the development permit stage if the proposed density is over 55 persons per hectare or the sanitary flow is above 1 liter/second. In addition, a Slope Stability Report will be required with the future development permit application.

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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 public outreach on the land use amendment application with an open house in September 2019.

Administration circulated the application to the Highland Park Community Association. The comprehensive public outreach by the land owner and applicant resulted in a letter of support from the Highland Park Community Association. The letter of support is included in Attachment 2. In addition, Administration received five (5) letters of support for the application

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

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, although not situated directly on Centre Street N, 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 parcels within this typology 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 NE and 41 Avenue NE. The subject site is situated in this Highland Park

Land Use Amendment in Highland Park (Ward 4) at 4111 - 1 Street NE, LOC2019-0115

neighbourhood node, directly adjacent to the future Wing Kei Development approved by Council in 2019 September.

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 is anticipated to exceed the MDP targets for development intensity.

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

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

The proposal is in keeping with relevant MDP policies as the rules of the Multi-Residential – High Density Low Rise (M-H1) District 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 M-H1 land use district also allows for the potential of mixed-use development in the form of commercial and multi-residential uses contained within the same building.

North Hill Communities Local Growth Planning

Administration is currently undertaking the North Hill Communities Local Growth Planning initiative. The multi-community planning process does not prohibit applications from being submitted. A full update to the local area plan is anticipated by end of Q1 2020.

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 to the east within approximately 100 metres of 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 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 District has minimum densities of 150 units per hectare.

Furthermore, as described in Section 3.0 (*Transit Oriented 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

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- 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.

The subject site is located in close proximity to the 40 Avenue Green Line LRT Station, and as such, the proposed development satisfies the conditions which are outlined by *Transit Oriented Development Policy Guidelines*. The current multi-residential proposal will provide residential and potential support commercial and live/work uses which will increase overall activity around the station area.

Location Criteria for Multi-Residential Infill (Non-Statutory – 2016)

The proposed land use amendment is generally aligned with the *Location Criteria for Multi-Residential Infill*, and meets the following guidelines:

- the subject site is situated on a corner parcel;
- the subject site is situated within 50 metres of transit stops along Centre Street and 41 Avenue NE;
- is situated on two primary transit routes (Centre Street and 41 Avenue NE) within 50 metres of transit stops;
- the site is adjacent to several parcels to the east designated for industrial purposes (I-R and I-E);
- the site is situated adjacent to an existing open space although not developable as a park or recreational space; and,
- the site is in close proximity to both Centre Street and Edmonton Trail designated a transit and transportation corridor.

While these criteria are not used as a checklist, they do provide a framework in which we evaluate a parcel's appropriateness for intensification. These criteria together indicate that the subject site is an appropriate location for sensitive residential intensification.

Social, Environmental, Economic (External)

This proposal will allow for additional residential density in close proximity to Centre Street N as well as Edmonton Trail NE. The proposal will facilitate a more compact urban form that makes efficient use of land and existing infrastructure and provide residential housing adjacent to the Greenvue Industrial Park.

The proposed land use district allows for a wider range of housing densities and types and as such, the proposed changes may better accommodate the housing 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 at this time.

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 District is designed to be implemented at community nodes and transit and transportation corridors. The proposed land use district also supports the vision for future development intensification in close proximity to Centre Street N and specifically for transit-oriented development at the future 40 Avenue LRT Station.

ATTACHMENTS

1. Applicant's Submission
2. Community Association Letter