

Planning & Development Report to
Calgary Planning Commission
2019 December 19

ISC: UNRESTRICTED
CPC2019-1497

Outline Plan in Livingston (Ward 03) for multiple properties, LOC2018-0213(OP)

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on behalf of the landowner Carma Ltd (Brookfield). The outline plan seeks to establish a framework for the future subdivision of approximately 22.32 hectares (55.16 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 a 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).
- the location of future local and major roadways, utilities and services.

The proposed outline plan serves to implement the objectives of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan* by providing a subdivision plan for the future development of the site, in collaboration with the land use amendment (CPC2019-1386), which was heard on a previous Calgary Planning Commission agenda (2019 November 07).

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed outline plan located at 200 and 500 – 144 Avenue NW and 300 – 144 Avenue NE and 14224 Centre Street NE (Portion of SE1/4 Section 4-26-1-5; Portion of SW1/4 Section 3-26-1-5; Portion of NW1/4 Section 34-25-1-5) to subdivide 22.32 hectares ± (55.16 acres ±), with conditions (Attachment 1).

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 2).

Although this outline plan application was accompanied by a land use redesignation, Administration brought forward the land use amendment prior to the outline plan. In this case the applicant wanted to advance the land use amendment for decision, while Administration continued 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 Green Line LRT line. This work has now been completed and incorporated into the proposed outline plan.

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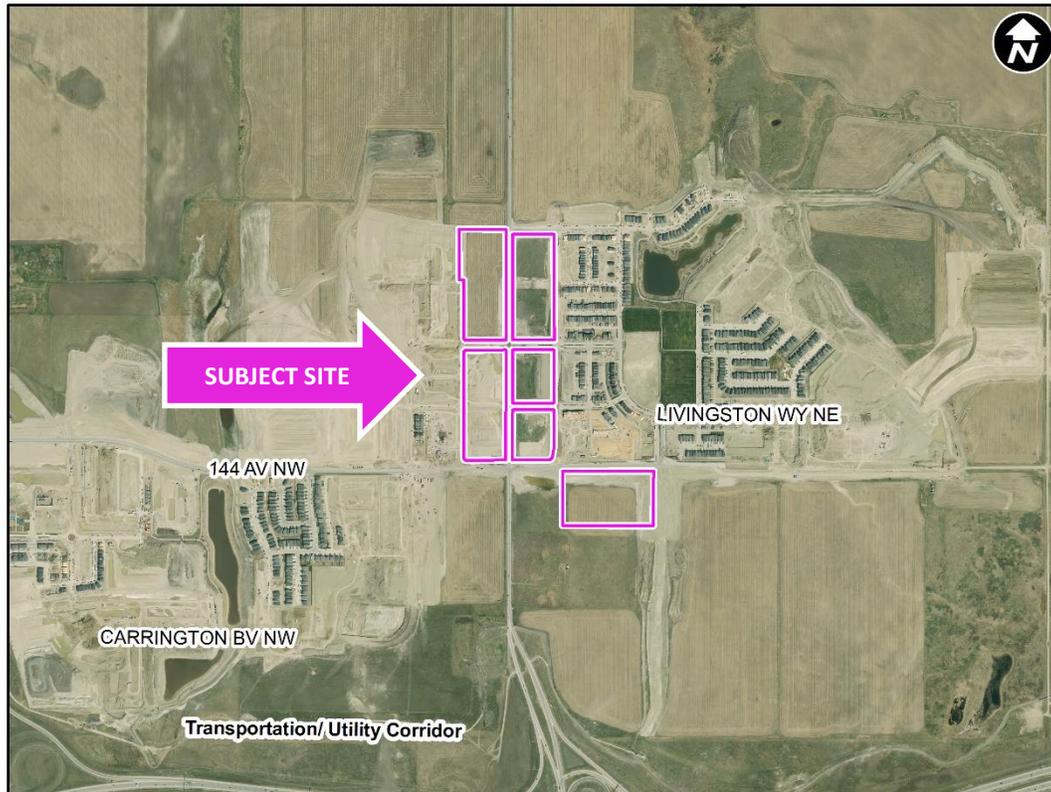
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The land use amendment application for these lands was heard by Calgary Planning Commission on 2019 November 07 and was recommended for approval. The land use redesignation will be forwarded to a Public Hearing of Council on 2019 December 16.

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), has been completed by Administration and was recommended for approval by Calgary Planning Commission on 2019 November 07 and will be heard by City Council at the Public Hearing on 2019 December 16.

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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

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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 outline plan (Attachment 3), in conjunction with the land use amendment application, will facilitate the development of a mixed-use, commercial and residential neighbourhood along an Urban Main Street and within a Major Activity Centre 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*.

Planning Considerations

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

Land Use

The subject lands are currently designated Special Purpose – Future Urban Development (S-FUD) District. To implement the proposed policy within the *Keystone Hills ASP* the following land uses have been 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 DC District allows for a FAR of 4.0 and a maximum building height of 24 metres.

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Subdivision Design

The proposed subdivision design (Attachment 3), which comprises approximately 22.32 hectares (55.16 acres), follows a grid street pattern that allows for a variety of building forms that can be sited so that they front onto streets. The block layout also supports the intensification of the neighbourhood over time by allowing a variety of built forms initially as well as redevelopment of sites in the future. The street network features Centre Street as the focal point, functioning as the transit spine, as well as an active modes and pedestrian corridor, while also providing a localized vehicular access function. The Center Street N corridor is planned to encompass several elements, including sidewalks and pathways, cycling infrastructure, local vehicular access, as well as the future extension of the Green Line LRT.

Bicycle infrastructure is provided throughout, including shared multi-use pathways and bike lanes providing connections within and to the adjacent communities. Accommodation of vehicles within the area is based on separating most of the vehicular traffic to the two adjacent north-south roadways (1 Street NE and NW) and away from Centre Street. The east-west grid network crossing Centre Street allows traffic to circulate around the subject lands, as well as to and from the adjacent neighbourhoods.

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.

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.

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 by 144 Avenue NE to the north, 142 Avenue NE to the south, 1 Street NE to the west and Livingston

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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.

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. Separated transit (BRT) lanes are anticipated along Centre Street subsequent to the future construction of the Green Line. 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 including potential dedicated transit only lanes.

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.

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

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The lands are 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 these lands, 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 outline plan meets the *Municipal Development Plan* policies for both MACs and Urban Main Streets.

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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.

Administration brought forward a major amendment to the ASP to Calgary Planning Commission on 2019 November 7 in response to this direction. This amendment provided 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 outline plan complies with the amended 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 outline plan will 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 Outline Plan serves to implement the objectives of the *Municipal Development Plan*, and more specifically is in accordance with the policies of the *Keystone Hills Area Structure Plan*. The proposed outline plan provides the components to set the framework for a complete community within the Keystone Hills area.

The Conditions of Approval (Attachment 1) effectively implement the technical aspects of the area's future development.

ATTACHMENT(S)

1. Conditions of Approval
2. Applicant's Submission
3. Proposed Outline Plan
4. Subdivision Data Sheet