

Planning & Development Report to
Calgary Planning Commission
2020 September 03

ISC: UNRESTRICTED
CPC2020-0942

Policy Amendment and Land Use Amendment in Lincoln Park (Ward 8) at multiple properties, LOC2020-0012

EXECUTIVE SUMMARY

This application has been submitted by O2 Planning + Design on behalf of the landowners ATCO Park LTD and ATCO Investments LTD. This application proposes to change the designation of approximately 10.7 hectares (26.44 acres) of land from a DC Direct Control District based on the I-2 General Light Industrial District (Land Use Bylaw 2P80) and Industrial Business f0.63h32 (I-B f0.63h32) District to DC Direct Control District based on the Community Commercial 2 (C-C2) District in the community of Lincoln Park. The proposal allows for:

- a range of mixed-use, residential, commercial, or light and specialized industrial development;
- a maximum floor area ratio (FAR) of 3.0 (an increase from the current maximum FAR of 0.63);
- a maximum building height of 32 metres, approximately 10 storeys (an increase from the current maximum of 16 metres); and
- the uses listed in the C-C2 District, with the additional uses of Assisted Living, Community Recreation Facility, General Industrial – Light, Health Services Laboratory – Without Clients, and Specialized Industrial.

The overall vision of the proposal is to create a unique mixed-use employment campus that integrates commercial and residential uses with the opportunity to integrate light, medium, and specialized industrial uses in the development of the ATCO campus.

The proposal is in keeping with the intent and existing policies of *the Municipal Development Plan* (MDP) and the *Revised Currie Barracks CFB West Master Plan*, as amended, and is intended to allow for the comprehensive development of the subject site.

A development permit has not been submitted with this application.

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ADMINISTRATION RECOMMENDATION:

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

1. Adopt, by resolution, the proposed amendments to the Revised Currie Barracks CFB West Master Plan (Attachment 1);
2. Adopt, by bylaw, the proposed redesignation of 10.70 hectares (26.44 acres) located at 5130, 5302 and 5302R Forand Street SW and 50 Peacekeepers Drive SW (Plan 1611756, Block 1, Lot 12; Plan 1810073, Block 1, Lots 1 and 2; Plan 1512441, Block 1, Lot 10) from DC Direct Control District and Industrial Business f0.63h32 (I-B f0.63h32) District to DC Direct Control District to accommodate additional residential, service and light-industrial uses, with guidelines (Attachment 2); and
3. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 SEPTEMBER 03:

That Council hold a Public Hearing; and

1. Adopt, by resolution, the proposed amendments to the Revised Currie Barracks CFB West Master Plan (Attachment 1);
2. Adopt, by bylaw, the proposed redesignation of 10.70 hectares (26.44 acres) located at 5130, 5302 and 5302R Forand Street SW and 50 Peacekeepers Drive SW (Plan 1611756, Block 1, Lot 12; Plan 1810073, Block 1, Lots 1 and 2; Plan 1512441, Block 1, Lot 10) from DC Direct Control District and Industrial Business f0.63h32 (I-B f0.63h32) District to DC Direct Control District to accommodate additional residential, service and light-industrial uses, with guidelines (Attachment 2); and
3. Give three readings to **Proposed Bylaw 138D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

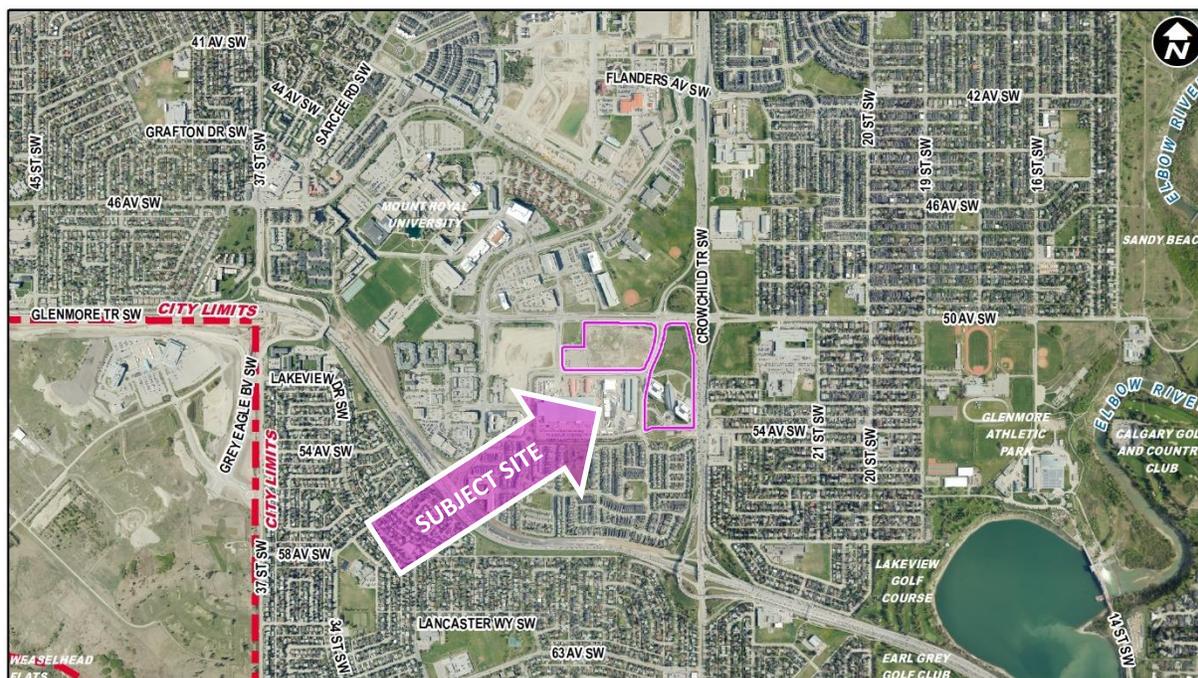
None.

BACKGROUND

This application has been submitted by O2 Planning + Design on behalf of the landowners ATCO Park LTD and ATCO Investments LTD. This submission proposes the redesignation of approximately 10.7 hectares (26.44 acres) of land in the community of Lincoln Park.

The subject site is designated DC Direct Control District ([Bylaw 46Z2004](#)) which is based on the I-2 General Light Industrial District from Bylaw 2P80. A small portion of the site, which bounds 50 Peacekeepers Drive SW, is designated Industrial – Business. The intention of this application is to redesignate the entire site to a new DC based on Commercial – Community 2 (C-C2) District with the maximum building height of 32 metres and a maximum density of 3.0 FAR. A DC is required to accommodate the additional uses not currently allowed within C-C2, including light and specialized industrial uses.

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Site Context

The subject lands, consisting of three parcels: at 5130 Forand Street SW, 5302 Forand Street SW, 5302R Forand Street SW and 50 Peacekeepers Drive SW, are situated in the southwest quadrant of the city in the developing community of Lincoln Park. The site is bound to the east by Crowchild Trail SW, to the north by Mount Royal Gate SW, to the west by Peacekeepers Gate SW, and to the south by the community of Garrison Green. Directly adjacent to the west, is a proposed development that contemplates a mix of residential and commercial uses following Direct Control guidelines based on the Mixed Use – General (MU-1) District. To the north of the site is the WestMount Corporate Campus and approximately 450 metres northwest of the site is Mount Royal University.

The site has a number of characteristics that would contribute to a successful development. Proximity to Mount Royal University, the emerging Currie Barracks community, surrounding established communities of Marda Loop, Altadore, Garrison Green, and North Glenmore and transportation infrastructure including Crowchild Trail SW and Glenmore Trail SW make this an important location for established community development.

The site presents the opportunity to establish an innovative employment and education hub conveniently located near WestMount Corporate Campus and Mount Royal University.

The subject site is currently vacant except for the new two four-storey ATCO office buildings and a community building in between.

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As identified in *Figure 1*, the community of Lincoln Park reached its peak population in 2015.

Figure 1: Community Peak Population

Lincoln Park	
Peak Population Year	2015
Peak Population	2,726
2019 Current Population	2400
Difference in Population (Number)	-326
Difference in Population (Percent)	-12%

Source: The City of Calgary 2019 Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use application will facilitate the development of a mixed-use, commercial, light industrial and residential neighbourhood as envisioned by the policies of the *Municipal Development Plan*.

Land Use

The intention is to redesignate the site to a new Direct Control District based on the C-C2 District with a maximum density of 3.0 FAR and a maximum building height of 32 metres. A DC is required to accommodate the unique attributes of the site's history, location, and the future development, specifically, a mix of uses not included in the current Land Use Bylaw stock districts. Additional discretionary uses that this proposal seek to include are listed below:

- Assisted Living;
- Community Recreation Facility
- General Industrial – Light; and
- Specialized Industrial.

The additional uses will enable the development to potentially have a unique mixed use community that combines residential, commercial, and light/specialized industrial uses to establish a new benchmark for innovative employment areas.

The applicant provided a general development concept for the site, however the ultimate development may change based on market readiness and will be determined at the development permit stage.

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Within the proposed DC the following additional adjustments to the base C-C2 District have been included:

- Use Area: The DC removes the 6,000 square metre use area maximum. This is to provide the flexibility to accommodate industrial uses of varying scales. The use area maximums will still apply for Supermarket and Catering Service – Minor.
- Location of Uses within Buildings: The DC enables Assisted Living, Dwelling Units, Live Work Units, and Residential Care to locate on the ground floor of buildings. Given the size of this site, ATCO requires the flexibility to accommodate ground floor residential/live work uses.
- Setback Areas: The DC removes minimum setback requirements. This allows development to shift closer to the street and enable a more compact, urban, and walkable built form.
- Landscaping Areas: The DC enables either hard surfaced, or soft surfaced, or a combination of both landscaping in setback areas. This is to provide the flexibility to respond to proposed uses at the development permit stage.
- Screening: The DC removes the requirement for screening. This is to enable improved connectivity and public realm throughout the site and between the subject site and surrounding parcels.

The existing buildings and uses on-site conform to the rules of the proposed DC District.

Development and Site Design

A development permit application has not been submitted at this time. The rules of the proposed DC District and site-specific policy will regulate development on the site including appropriate building mass, orientation, building height, landscaping and parking. At the development permit stage, key factors will be considered, including but not limited to:

- improved pedestrian and vehicular access and connectivity;
- quality and building design measures;
- building mass and orientation that minimize any potential shadow, visual and privacy impacts;
- enhanced landscaping and amenity spaces well integrated with the surrounding open spaces;
- climate resiliency considerations; and
- integration of uses.

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Transportation

The subject site is well connected, both to its immediate surroundings and to the rest of Calgary. These connections are provided by a variety of modes, including vehicle access, public transit, cycling, and walking. The site's proximity to Crowchild Trail SW and Glenmore Trail SW which are two of Calgary's most important roadways provide efficient access to and from Calgary's street network. Internally, the proposed development strives to make use of the strong existing street network, to the greatest extent possible.

Cyclists and pedestrians are provided great access to the site by way of a regional pathway along either side of Mount Royal Gate SW. Another regional pathway runs further south, separating the community of Garrison Green from the southern boundary of the ATCO Structures and Logistics facility. East of Crowchild Trail SW, on 50 Avenue SW, a signed bikeway connects cyclists to the Great Trail which provides a scenic and efficient ride along the Elbow River, with many opportunities to connect to Calgary's vast cycle network. Additionally, the new pedestrian overpass over Crowchild Trail SW provides direct access between ATCO Park and residential communities to the east. The new overpass also provides safe and direct access to the MAX Teal and MAX Yellow station on Crowchild Trail SW.

Transit

The site is very well served by public transit. In particular, the MAX Teal and MAX Yellow BRT routes stop within a short walk from the site and provide fast, efficient, and reliable access to Calgary's broader public transportation network.

Utilities and Servicing

Water, sanitary, and storm mains are available to service the subject site. Site servicing details will be reviewed the development permit stage.

Climate Resilience

ATCO is exploring all potential green infrastructure and green building possibilities. It is anticipated that the development will include green roofs, sustainable materials, an integrated stormwater management system that features constructed wetlands, rain gardens, and bioswales, and the use of native and adaptive vegetation. Opportunities to service the development with low-carbon and renewable energy will be explored at the development permit stage.

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.

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In addition, the applicant developed and led an outreach program to inform and gather comments from the surrounding community. The Applicant Outreach Summary (Attachment 3) provides a summary of the process, community feedback (“what we heard) and applicant’s response.

Through the original circulation, Administration received an email from the Rutland Park Community Association on 2020 April 15 (Attachment 4) outlining their concerns and general support of the application.

Administration also received five emails in total regarding this proposal. Three in support of the new mixed use concept and two letters of objection with issues regarding perceived increased crime and reduction of green space for wildlife.

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.

Strategic Alignment

This application is being considered under the policies of the *Municipal Development Plan* which identifies the subject site and surrounding area as a Major Activity Centre (MAC). A MAC is intended to enable high job and population growth in strategic areas central to larger residential and business catchment areas.

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](#) which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

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.

Municipal Development Plan (Statutory – 2009)

The subject site is identified within the Major Activity Centre on [Map 1 - Urban Structure](#) of the [Municipal Development Plan](#). Although the document makes no specific reference to the site, the proposed land use amendment aligns with a number of overarching MDP policies while still achieving some uses that the current land use has in place today.

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Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. This application does not include any specific actions that address objectives of this plan. The opportunities to deliver a climate resilience development will be explored at subsequent development approval stages.

Revised Currie Barracks CFB West Master Plan (Non-Statutory – 2015)

The subject site is indicated as Business/Office on the Figure 4 General Development Concept map within the [Revised Currie Barracks CFB West Master Plan](#). This policy area is identified as providing for the transformation of the area into a comprehensively designed, high quality office park. As the proposed DC Direct Control District does not align with the Business/Office policy area, amendments are being proposed to indicate the site as being within the Mixed Use Commercial area.

Social, Environmental, Economic (External)

The proposal will allow for a comprehensive mixed-use development that will increase the viability of the Major Activity Centre (MAC) and South Crosstown Bus Rapid Transit (BRT) Max Teal Station. This will be achieved by providing a combination of residential and commercial uses and assisting in maintaining a complete community where transportation connectivity and a focus on the public realm will provide for long term sustainability.

Financial Capacity

Current and future operating budget

There is no impact to the current operating budget as a result of this report.

Current and future capital budget

There is no impact to the current capital budget as a result of this report.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment serves to implement the objectives of *the Municipal Development 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 community of Lincoln Park.

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ATTACHMENT(S)

1. Proposed Amendments to Revised Currie Barracks CFB West Master Plan
2. **Proposed Bylaw 138D2020**
3. Applicant Outreach Summary
4. Community Association Response