

Planning & Development Report to
Calgary Planning Commission
2020 May 07

ISC: UNRESTRICTED
CPC2020-0411

Road Closure and Land Use Amendment in East Village (Ward 7), at multiple addresses, LOC2016-0232

EXECUTIVE SUMMARY

This road closure and land use amendment application was submitted by Gibbs Gage Architects on 2016 September 12 on behalf of the developer and landowner Copez Properties Ltd. The development site, located in East Village between Riverfront Lane SE and 5 Street SE and between 6 Avenue SE and 7 Avenue SE, encompasses an entire block, including the closure of the adjacent public lane. The application proposes to change the designation of approximately 0.88 hectares (2.17 acres) of land, which equates to seven individual parcels. The proposed land use redesignation from Centre City East Village Integrated Residential District (CC-EIR) and Centre City East Village Primarily Residential District (CC-EPR) to a DC Direct Control District based on the CC-EIR District will allow for:

- Mixed use development that integrates residential uses with a broad range of commercial, cultural and/or entertainment uses;
- An increase in the maximum density for the western two-thirds of the site from a floor area ratio (FAR) of 6.65 to 7.0 FAR;
- The option to achieve an additional 1.0 FAR of bonus density over and above the maximum density of 7.0 FAR through the provision of one or more public amenities as outlined in the proposed DC;
- An anticipated 672 dwelling units;
- The uses listed in the CC-EIR District;
- A comprehensive development permit process with specific application and phasing requirements; and
- The closure and redesignation of the public lane through the middle of the block.

The overall vision of the proposal is to create a comprehensive, high density mixed use development over a number of phases centered on a courtyard amenity space that will be an amenity to the public as part of bonus density. The development is well situated in East Village and will add vibrancy to the adjacent Celebration Square, Fifth Street Square and 4 Street SE.

The application aligns with the *East Village Area Redevelopment Plan (ARP)* and the *Municipal Development Plan (MDP)*.

This application will be accompanied by a comprehensive development permit application at the 2020 May 07 Calgary Planning Commission meeting (CPC2020-0412).

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ADMINISTRATION RECOMMENDATION:

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

1. Adopt, by bylaw, the proposed closure of 0.063 hectares \pm (0.156 acres \pm) of road (Plan 1611617, Area 'A') adjacent to 520, 526, 528, 532, 534, 538 - 7 Avenue SE and 555 - 6 Avenue SE, with conditions (Attachment 1);
2. Give three readings to the proposed bylaw;
3. Adopt, by bylaw, the proposed redesignation of 0.82 hectares \pm (2.02 acres \pm) located at 520, 526, 528, 532, 534, 538 - 7 Avenue SE, 555 - 6 Avenue SE and the closed road (Plan 1510969, Block 38, Lot 41; Plan A, Block 38, Lots 7 to 29; Plan 1611617, Area 'A') from Centre City East Village Integrated Residential District (CC-EIR), Centre City East Village Primarily Residential District (CC-EPR) to DC Direct Control District to accommodate mixed use commercial and residential development with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 MAY 07:

That Council:

1. Adopt, by bylaw, the proposed closure of 0.063 hectares \pm (0.156 acres \pm) of road (Plan 1611617, Area 'A') adjacent to 520, 526, 528, 532, 534, 538 - 7 Avenue SE and 555 - 6 Avenue SE, with conditions (Attachment 1);
2. Give three readings to **Proposed Bylaw 6C2020**;
3. Adopt, by bylaw, the proposed redesignation of 0.82 hectares \pm (2.02 acres \pm) located at 520, 526, 528, 532, 534, 538 - 7 Avenue SE, 555 - 6 Avenue SE and the closed road (Plan 1510969, Block 38, Lot 41; Plan A, Block 38, Lots 7 to 29; Plan 1611617, Area 'A') from Centre City East Village Integrated Residential District (CC-EIR), Centre City East Village Primarily Residential District (CC-EPR) to DC Direct Control District to accommodate mixed use commercial and residential development with guidelines (Attachment 2); and
4. Give three readings to **Proposed Bylaw 70D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

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This application was submitted by Gibbs Gage Architects on 2016 September 12 on behalf of the developer and landowner Copez Properties Ltd. The applicant submission can be found in Attachment 3.

A development permit application (DP2015-4974) was submitted by Gibbs Gage Architects on 2015 December 01 on behalf of Copez Properties Ltd. The initial development permit submission only included the north half of the block, with full plan details for a 147 unit, 15 storey residential tower and an 11-storey office building with retail at grade. On 2018 April 26, amended development permit plans were submitted which added the lane and the south half of the block to the development site. The development permit application today is proposing 672 dwellings units across four towers and phases consisting of:

- A 15-storey residential high rise tower consisting of 130 dwelling units (Phase 1);
- A 24-storey residential high rise tower consisting of 226 dwelling units (Phase 2);
- An 11-storey mid-rise office tower with retail and consumer services at grade (Phase 3);
- A 33-storey residential high rise tower consisting of 316 dwelling units with retail and consumer services at grade, (Phase 4); and
- Public open space and public art within a central courtyard in exchange for bonus density.

A summary of the proposed development permit plans can be found in Attachment 4.

As part of the initial review of the road closure and land use amendment application, Administration had concerns related to density phasing, subdivision, bonusing and site servicing. One of the main components of the plans that Administration did not support at that time was the applicant's proposed method of subdivision (fee simple subdivision) and their proposal in the DC Direct Control District to allow for density to potentially move across legal parcel fee simple titles between the development phases in response to market changes.

Agreement between the applicant and Administration was reached on the land use application in early 2019 for a subdivision by strata approach, however, the applicant's desire was for the development permit application and the road closure and land use amendment application to proceed to Calgary Planning Commission at the same time.

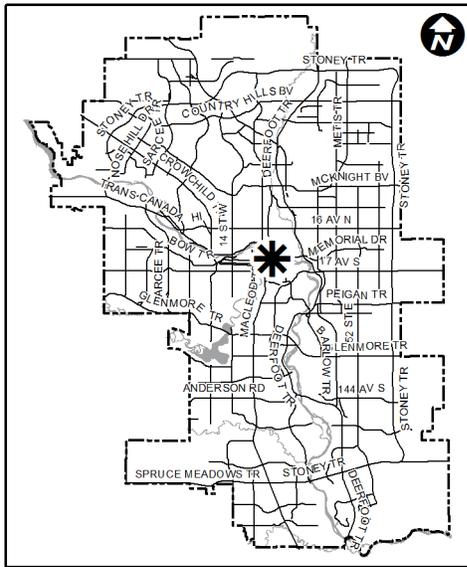
In regard to the development permit application, since the applicant submitted amended plans to add the south half of the block to the plans in April 2018, this resulted in Administration having to treat the development permit proposal as an entirely new application. Administration also had significant concerns with the applicant's proposed bonus earning amenity items in 2018 as part of the development permit, which did not provide public benefit. This led to nearly a year for the applicant to make revisions and submit amended plans for the development permit in September 2019.

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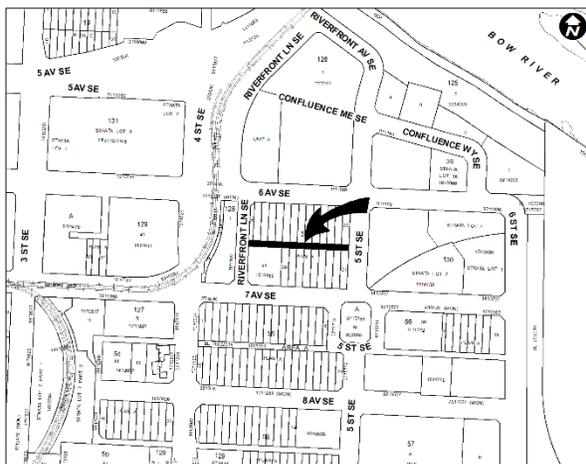
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Location Maps

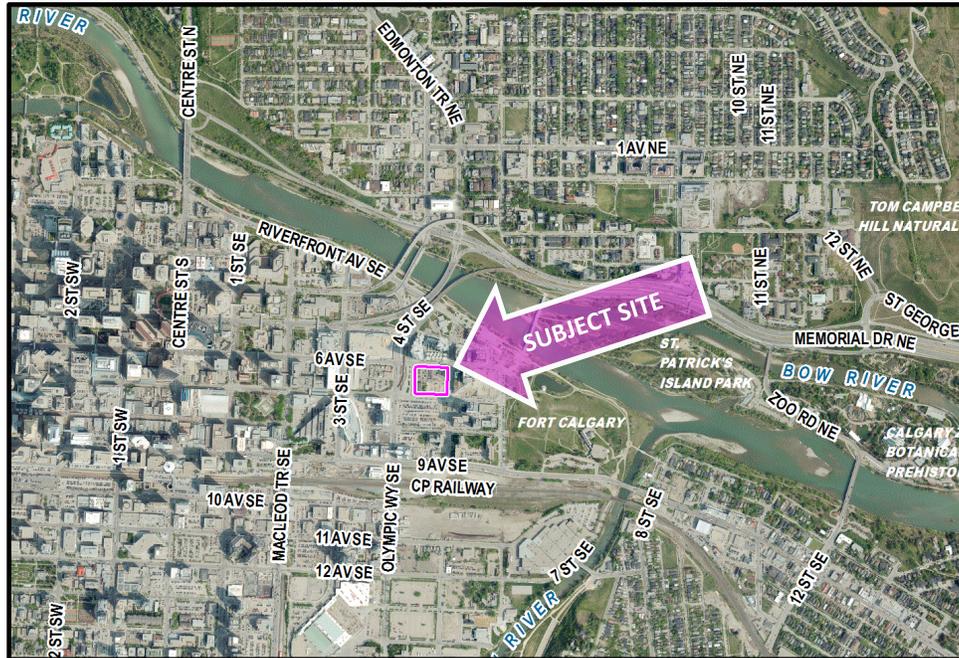


Road Closure Map

Proposed Land Use Map



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Site Context

The site encompasses an entire block and is located in East Village between 6 Avenue SE and 7 Avenue SE and between Riverfront Lane SE and 5 Street SE. A public lane owned by The City of Calgary with an area of approximately 0.06 hectares (0.16 acres) exists through the middle of the site. The applicant has applied to close and purchase this lane as part of this application to join the lane with the rest of the site as one cohesive parcel.

The northern parcel, which is roughly half of the site, is approximately 0.41 hectares (1.01 acres) in size. This northern parcel is currently developed as a surface gravel parking lot which is open to the public as user pay. The south half of the site is divided into six parcels totalling an approximate area of 0.47 hectares (1.16 acres). The eastern five parcels form part of the gravel parking lot mentioned above and the western parcel is currently developed with a two storey building which is the home of the HI Calgary City Centre Hostel. The parking lot is currently accessed from both Riverfront Lane SE and 5 Street SE. The total area of the site including the lane is approximately 0.88 hectares (2.17 acres). The dimensions of the site for the whole block include approximately 103 metres running east-west and approximately 85 metres running north-south.

The subject site is immediately surrounded by the following:

- To the north, across 6 Avenue SE, is Evolution by Bosa, a 32 storey, 474 unit multi-residential development;

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- To the northeast, First by FRAM + Slokker, a 18 storey, 197 unit multi-residential development;
- To the east, Verve by FRAM + Slokker, a 25 storey, 288 unit multi-residential development;
- To the southeast, Hat at East Village by Cidex, a 28 storey, 221 unit multi-residential development;
- To the south, across 7 Avenue SE is a surface gravel parking lot; and
- To the west, across Riverfront Lane is Celebration Square SE.

For the greater context, the site is close to the following amenities:

- The Bow River riverfront and river pathway is a two minute walk (150 metres) to the north;
- The National Music Centre is a three minute walk (220 metres) to the south along 4 Street SE;
- The 4 Street SE cycle track is located adjacent the site along Riverfront Lane SE;
- Calgary's Central Library is a three minute walk (250 metres) to the west along 7 Avenue SE; and
- The City Hall LRT Station is a three minute walk (250 metres) to the west along 7 Avenue SE.

As identified in Figure 1, the community of East Village has seen population growth over the last several years reaching its population peak in 2019.

Figure 1: Community Peak Population

East Village	
Peak Population Year	2019
Peak Population	3,893
2019 Current Population	3,893
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2019 Civic Census

Additional demographic and socio-economic information may be obtained on the [East Village Community Profile](#) online page.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a range of uses that are compatible with and complement existing residential and commercial uses in the area. The proposal is consistent with applicable policies, as discussed in the Strategic Alignment section of this report.

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Planning Considerations

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

Road Closure

The proposed road closure includes the 0.06 hectares (0.16 acres) lane that runs through the middle of the block. The purpose of the road closure is to create a comprehensive development that does not require this public lane for access. The proposed road closure conditions can be found in Attachment 1 and the registered road closure plan can be found in Attachment 5.

Land Use

The existing land use on the site consists of Centre City East Village Integrated Residential District (CC-EIR) on the western one-third and Centre City East Village Primarily Residential District (CC-EPR) on the eastern two-thirds of the site. The CC-EIR District is intended for high density mixed use commercial and residential uses with a maximum density of 7.0 FAR and the CC-EPR District is intended as a mainly high density residential area with support commercial uses with a maximum density of 6.65 FAR.

This application proposes to redesignate the site to a DC Direct Control District based on the CC-EIR District. This amendment to CC-EIR would give the entire site a maximum density of 7.0 FAR. The proposed DC District (Attachment 2) is intended to:

- allow for a comprehensive development permit process with specific development permit application and phasing requirements; and
- allow for consideration of a density bonus over and above the base density to achieve public benefit and amenities within the East Village.

The comprehensive development permit process requirements proposed in the DC allow for a reduced level of plan detail for the levels above the main floor as part of the initial development permit application (see Attachment 4 for a summary of the development permit). A full detailed site plan, landscape plan, parking plan, main floor plan, proposed uses and dwelling units are still required for the initial comprehensive development permit application. The initial DP ensures certainty of use, number of dwelling units and density. Subsequent development permit applications with full plan details for each tower phase will be required following the initial development permit approval, prior to any construction being able to commence.

The DC also allows for the ability to achieve 1.0 FAR (8,798 square metres of floor area) of additional density above the maximum base density of 7.0 FAR in exchange for the provision of public amenity items outlined in the proposed DC. The associated development permit on today's agenda proposes to utilize 0.95 FAR of bonus density in exchange for the provision of public open space and public art.

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Development and Site Design

The rules of the proposed DC Direct Control District, based on the CC-EIR District, provide guidance for the future development of the site including appropriate uses, height, building massing, landscaping and parking. The proposed vision of the site includes a phased development of four towers with a central courtyard in the interior of the site. This courtyard and with public art, is intended as publicly accessible private open space in exchange for bonus density as per the proposed DC.

Environmental

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

Transportation

The subject site has high connectivity via active modes of transportation (walking and cycling) and is well serviced by Transit. Specifically, the site is:

- Directly adjacent to the cycle track network via the 4 Street SE cycle track (which is located along Riverfront Lane SE at this location). The 4 Street SE cycle tracks provides connections north to the Riverfront pathway and south to the 12 Avenue cycle track.
- Within walking distance to many amenities and employment centres (Downtown and the Beltline).
- 410 metres from the City Hall Blue & Red Line LRT Stations on 7 Avenue SE.
- Near future Green Line LRT Stations.
- 90 metres from the Eastbound Route 101 Inglewood bus route stop, and directly across the street from the Westbound stop. Phase 2 of the proposed development will require the construction of a new Eastbound bus stop for this route.

Vehicular access is available to the site from 6 Avenue SE and 7 Avenue SE.

A Transportation Impact Assessment was submitted to evaluate impacts to the transportation system in the immediate area, including the intersections of 7 Avenue SE / 4 Street SE and 6 Avenue SE / 4 Street SE, both of which have at-grade LRT crossings. Post-development, intersections within the study area continue to function within acceptable levels of service.

Utilities and Servicing

Water, sanitary and storm sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time. Individual servicing connections as well as appropriate stormwater management will be considered and reviewed at development permit stage.

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Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to external stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

The application was circulated to the East Village Neighbourhood Association in October 2016 but Administration did not receive a response. Administration also reached out to the East Village Neighbourhood Association on 2020 April 26 to circulate the plans and inform them of the dates the application would be heading to Calgary Planning Commission and Council Public Hearing. Administration received no letters from the public regarding the application. The applicant met with the East Village Neighbourhood Association in 2016.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The design compatibility will be reviewed at the development permit stage.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, 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 the policy direction of the [South Saskatchewan Regional Plan \(SSRP\)](#) which directs population growth in the region to Cities and Towns, which promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the [Interim Growth Plan](#). The proposed ARP amendment and land use amendments 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 Activity Centres – Centre City area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). The applicable MDP policies encourage developing high density residential and support services that support the Centre City as the business and cultural heart of the city. The proposal is in keeping with relevant MDP policies.

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East Village Area Redevelopment Plan (Statutory – 2017)

The subject site is located within Density Area B, as identified on Map 8: Density Areas of the [East Village Area Redevelopment Plan](#) (ARP), which aligns with the neighbourhood centre. This area accommodates a greater proportion of non-residential development than Area A and is intended to support a level of commercial intensity that generates daytime and evening activity at the heart of the neighbourhood. Density Area B in the ARP allows for a maximum base density of 7.0 FAR with the option to achieve an additional 1.0 FAR of bonus density in exchange for the provision of public amenities. The ARP states that in order to achieve the 1.0 FAR of bonus density, a land use amendment with a DC Direct Control District would be required. The proposed redesignation to a DC District based on CC-EIR with a maximum base density of 7.0 FAR and option to achieve 1.0 FAR of bonus density is therefore in full alignment with the ARP.

Social, Environmental, Economic (External)

Development enabled by this application has the potential to allow more Calgarians to choose to live in a location well served by existing infrastructure and in close proximity to services, employment, community amenities and transit. Mixed-use development of the subject site has the potential to allow for population growth that will support local services and help create a livable, diverse and high density urban community.

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 amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment and road closure will contribute positively to the community of East Village by bringing additional population and vibrancy to the area and the adjacent public realm. The application is in alignment with the *Municipal Development Plan* and *East Village Area Redevelopment Plan* by supporting high-density mixed-use development and intensification within the Centre City.

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ATTACHMENT(S)

1. Proposed Road Closure Conditions
2. **Proposed Bylaw 70D2020**
3. Applicant Submission
4. Development Permit (DP2015-4974) Summary
5. Registered Road Closure Plan
6. **Proposed Bylaw 6C2020**
7. **Public Submission**