

## **SUPPLEMENTARY REPORT TO CPC2016-149- HIGHLAND PARK GOLF COURSE**

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### **EXECUTIVE SUMMARY**

At the 2016 July 04 Combined Meeting of Council, the land use amendment application (CPC2016-149) for the Highland Village Green development was tabled to the 2017 January Combined Meeting of Council. A motion arising directed Administration to work on several items and return to Council with any necessary changes. These items included, in consultation with the Applicant and the community, a review of baseline density for the site; coordination with the Green Line project, Main Streets project and storm water drainage study for the area; urban design guidelines; and the preservation of open space as far as reasonably possible. As a result of meetings and negotiations with the Highland Park Community Association (HPCA), Thorncliffe Greenview Community Association (TGCA) and the Applicant as well as work from the Green Line 40 Avenue N charrette, changes to the proposed development along with new land use bylaws are being brought forward to Council for consideration.

### **ADMINISTRATION RECOMMENDATIONS**

That Council:

1. FILE the Calgary Planning Commission recommendation of CPC2016-149 and ABANDON Bylaws 139D2016, 140D2016, 141D2016, 142D2016, 143D2016 and 144D2016;
2. Hold a Public Hearing on Bylaws 29D2017, 30D2017, 31D2017, 32D2017 and 33D2017 (Attachments 1, 2, 3, 4 and 5);
3. ADOPT the proposed redesignation of 7.76 hectares  $\pm$  (19.17 acres  $\pm$ ) located at 4628 Centre Street NE, 4627 and 4785 Centre Street NW, 271 – 43 Avenue NW, 4444R and 4824R – 4 Street NW, 420 – 44 Avenue NW (NW1/4 Section 34-24-1-5; Portion of Plan 609GU, RW, 24; Portions of Plan 8338HR, Blocks 2, 3 and 5; Plan 8338HR, Block 4, Plan 8153GV, RW, 24) from Special Purpose – Recreation (S-R) District **to** Special Purpose – School, Park and Community Reserve (S-SPR) District, Special Purpose – City and Regional Infrastructure (S-CRI) District, Multi-Residential – Low Profile (M-1) District and DC Direct Control District to accommodate street oriented mixed use development, in accordance with Administration's recommendation;
4. Give three readings to the proposed Bylaw 29D2017 in Attachment 1;
5. ADOPT the proposed redesignation of 0.77 hectares  $\pm$  (1.90 acres  $\pm$ ) located at 4627 Centre Street NW (Portion of Plan 8338HR, Block 3) from Special Purpose – Recreation (S-R) District to DC Direct Control District to accommodate street oriented multi-residential development with opportunity for support commercial, in accordance with Administration's recommendation;
6. Give three readings to the proposed Bylaw 30D2017 in Attachment 2;
7. ADOPT the proposed redesignation of 6.06 hectares  $\pm$  (14.98 acres  $\pm$ ) located at 4627 and 4785 Centre Street NW, 340 and 352 – 40 Avenue NW, 11 Laycock Drive NW, 421 McKnight Boulevard NW and 4824R – 4 Street NW (Portion of Plan 609GU, RW, 24; Portions of Plan 8338HR, Blocks 1, 3, 5 and 6; Plan 5872GT, RW, 24; Plan 5925GT,

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RW, 24) from Special Purpose – Recreation (S-R) District to DC Direct Control District to accommodate street oriented multi-residential development with opportunity for support commercial, in accordance with Administration's recommendation;

8. Give three readings to the proposed Bylaw 31D2017 in Attachment 3;
9. ADOPT the proposed redesignation of 5.12 hectares ± (12.66 acres ±) located at 4627 and 4785 Centre Street NW and 271 – 43 Avenue NW (Portion of Plan 609GU, RW, 24; Portions of Plan 8338HR, Blocks 2 and 3) from Special Purpose – Recreation (S-R) District to DC Direct Control District to accommodate a variety of street oriented multi-residential development with varying heights and densities, in accordance with Administration's recommendation;
10. Give three readings to the proposed Bylaw 32D2017 in Attachment 4;
11. ADOPT the proposed redesignation of 1.12 hectares ± (2.77 acres ±) located at 4627 and 4785 Centre Street NW (Portion of Plan 609GU, RW, 24; Portion of Plan 8338HR, Block 3) from Special Purpose – Recreation (S-R) District to DC Direct Control District to accommodate street oriented multi-residential development with opportunity for support commercial, in accordance with Administration's recommendation;
12. Give three readings to the proposed Bylaw 33D2017 in Attachment 5; and
13. ADOPT, by resolution, the proposed Highland Village Green Design Guidelines in Attachment 6.

**PREVIOUS COUNCIL DIRECTION / POLICY**

On 2016 July 04, Moved by Mayor Nenshi, Seconded by Councillor Chu, Council tabled Report CPC2016-149 to the 2017 January Combined Meeting of Council.

On 2016 July 04, the following was moved by Council:

MOTION ARISING, AS AMENDED, Moved by Mayor Nenshi, Seconded by Councillor Chu, that with respect to Report CPC2016-149, Council direct Administration to bring to the 2017 January Combined Meeting of Council, a supplementary report concerning Report CPC2016-149, to be presented in conjunction with the tabled Report CPC2016-149 that will have:

1. Amendments to the proposed Bylaws, or if necessary a new Bylaw, in consultation with the Applicant and the community, for consideration and adoption by Council in regard to:
  - a) Acknowledging or affirming a baseline density commensurate with TOD Principles for the Highland Village Green development;
  - b) Ensuring the preservation of open space in the Highland Village Green as far as reasonably possible; and
  - c) Ensuring coordination with the Green Line project, the Main Streets project and the storm water drainage study for the Highland Park area.

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2. Urban design principles and guidelines for the Highland Village Green development to supplement the rules in the Direct Control Bylaws addressing street oriented development and other matters, in consultation with the Applicant and the community.

### **BACKGROUND**

On 2016 May 05, Calgary Planning Commission recommended that Council approve the proposed land use redesignation contained in CPC2016-149. On 2016 July 04 after Council tabled CPC2016-149, Council moved a motion arising directing Administration to consult with the applicant and the community and bring back urban design guidelines and amendments to the proposed bylaws. CPC2016-149 contained six land use bylaws covering the various development sites and open space. All development sites were to be regulated by DC Direct Control Bylaws.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

Administration coordinated with the Green Line team to organize the 40 Avenue North Charrette, which occurred between 2016 October 17 to 22, and to meet with the community on application specific items with regard to the motion arising as outlined in the stakeholder engagement. Through the engagement with stakeholders and the results of the 40 Avenue North charrette, the Applicant has agreed to the proposed new land use bylaws to address the points raised in the motion arising and to community feedback received at the stakeholder meetings.

The following sections summarize key changes to the application and address, in sequential order, items 1(a-c) and 2 of the Council motion arising listed above.

#### Density

Through Item 1(a) of the Council motion arising and results of the engagement with the community, two concerns have been raised regarding density for the proposed development. These are as follows:

1. Affirming a baseline density commensurate with Transit Oriented Development (TOD) principles; and
2. Providing a density cap on the project.

The application proposes a minimum density of approximately 1,000 residential units and a maximum density of 2,070 units. This is equal to a minimum gross density of 48.0 units per hectare (19.4 units per acre) and a maximum density of 99.4 units per hectare (40.2 units per acre). Minimum density is established through the land use districts (Attachments 1-5) while maximum density is addressed through the Highland Village Green Design Guidelines (Attachment 6, page 6, policy 2.1). The anticipated gross density proposed by the Applicant is 99.4 units per hectare (40.2 units per acre). The proposed density range supports transit oriented development and is consistent with the policies of the Municipal Development Plan (MDP). The subject site is partially within 600 metres of a future Light Rail Transit (LRT) station planned at 40 Avenue and Centre Street N. While approximately half of the subject site is outside the 600 metre TOD radius, the entire site is still within a 10-12 minute walking distance

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of the proposed future LRT station. Development is anticipated to intensify closer to the station along the 40 Avenue and Centre Street North corridors.

The second concern, raised primarily by the community through the engagement sessions, is limiting the density on the site. The original application had no maximum density limit; development was regulated by a maximum Floor Area Ratio (FAR). The Applicant has agreed to a density limit of 2,070 units for the overall site to allow flexibility of the movement of dwelling units between parcels within the built form limitations of the direct control land use bylaws. The density cap of 2,070 units is consistent with TOD principles in this location and would be implemented through the design guidelines as discussed below. As stated above, additional density would occur closer to the future LRT station.

### Open Space

In response to Council motion arising item 1(b), as well as in consultation with Administration and the community, the Applicant has proposed changes to open space provision for the site. Under the Municipal Government Act (MGA), The City may require up to 10% of land to be dedicated as Municipal Reserve (MR); the Applicant can voluntarily dedicate any amount of land above 10%. The existing outline plan approved by Calgary Planning Commission 2016 May 05 (CPC2016-149), provided 11.6% or  $\pm 1.99$  ha ( $\pm 4.92$  ac) MR focused primarily in the centre of the plan and in a linear format providing pathway connectivity.

The Applicant, after the stakeholder meetings and the charrette process, reconfigured their development proposal to provide additional, contiguous open space in the centre of the plan. These changes result in a total of 14.8% or  $\pm 2.48$  ha ( $\pm 6.12$  ac) of MR provided of which 4.8% or  $\pm 0.81$  ha ( $\pm 1.99$  ac) is voluntary dedication. This is an increase of 3.2% or  $\pm 0.49$  ha ( $\pm 1.2$  ac) MR dedication compared with the existing approved outline plan. The additional centralized open space provides a greater opportunity to program the site for active uses and is illustrated in the revised plan in Attachment 7. The total publicly accessible open space, including the Public Utility Lot (PUL), is 26.6% or  $\pm 5.55$  ha ( $\pm 13.71$  ac) of the total area. Note that the PUL and MR provided will be integrated and designed to function as a contiguous passive and active open space.

The Highland Park community is currently at 4.8% or  $\pm 6.39$  ha ( $\pm 15.79$  ac) open space, MR from this application would bring the community open space up to 6.7% or  $\pm 8.87$  ha ( $\pm 21.91$  ac). The PUL land would be in addition to the 6.7% open space.

### Coordination with Green Line, Main Streets and Water Resources

Council's direction, through 1(c), is that this report be coordinated with the Green Line project, the Main Streets project and the storm water drainage study for the Highland Park area.

With regards to Water Resources, The City will be starting a regional drainage study in 2017 as part of a program to evaluate and address existing storm water issues in the greater catchment area. The Applicant has worked with Water Resources to provide the option of additional infrastructure within the central spine road of the proposed development if needed. A 26 metre road right-of-way has been provided to accommodate a twinning of the storm pipe if it is deemed necessary. The Applicant will continue to work with Water Resources and other City

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departments as the study progresses to address any timing issues with development to ensure existing storm water issues are not exacerbated.

In 2016 October, the Green Line team hosted a week long transit-oriented development visioning and design charrette focused around the proposed future LRT station at 40 Avenue and Centre Street N. Public engagement sessions for the charrette occurred on 2016 October 17, 18, 20 and 22 and were attended by between 50 to 60 people each night. Each session focused on a specific topic including issues identification, ideas, and concept development. On the final day, the Green Line presented a concept of the TOD area that synthesized the participants' work during the previous sessions.

Following the charrette, the Green Line team further refined the concept which considers both TOD principles as well as the Main Street project. A sub-report detailing the results of the charrette is included in Attachment 8. A full Green Line N Charrette Report will be presented to Council in 2017 June once the charrettes for the other proposed stations have been completed. There is one additional charrette to be held for the north line to be completed in quarter one 2017.

The charrette concept plan included in Attachment 8 was intended to support Administration's work as it related to the Council motion arising. It should be noted there are important development considerations for this concept, including that it proposes an amount of open space well above the 10% MR dedication that The City may require. This concept was shared with the applicant who revised their plan to address design elements that arose through the charrette process. Some of the main themes of the charrette process were reduced building heights, larger contiguous park space in the central area of the plan and scaling down or eliminating portions of Highland Drive NW.

As described in the "Changes to the proposed land use districts" section below, following the charrette the Applicant revised their plan to provide additional open space in a central, consolidated configuration, reduced the maximum height on parcel 10 to eight stories and committed to look at potential design options to narrow the amount of pavement and hard surfacing on Highland Drive NW. The right-of-way width of Highland Drive is currently necessary to provide the adequate space for underground utilities, including a potential twinning of the storm pipe. The design guidelines (Attachment 6) also provide policies around the relationship of building heights and step backs to the existing low density residential development.

A visual plan showing adjacent site considerations including the preliminary results of the charrette, input from the Main Street Project, and possible McKnight Boulevard NW widening is included as Attachment 9.

### **Highland Village Green Design Principles and Guidelines**

In response to Item 2 of the Council motion arising and in consultation with the Applicant and the community, Administration drafted design guidelines (Attachment 6) to supplement the proposed land use district rules in the absence of local area policy. These guidelines are intended to provide policy direction to support a high quality development for Highland Village

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Green. Street oriented development and the interface with existing low density residential development are two central directions addressed throughout the design guidelines.

An excerpt (Attachment 6, page 5) from the guidelines states, “The Guidelines provide clear direction for designers, developers, builders, property owners and community members for new development in Highland Village Green. Although the Guidelines are non-statutory, they are to be used by City staff and other decision makers in the review of new development proposals.”

The purpose of the Highland Village Green Design Guidelines is to:

1. Support the Land Use Districts in the absence of a local area plan for these lands.
2. Provide an appropriate interface and massing with adjacent low-density residential areas of Highland Park.
3. Support quality new development on the Highland Village Green lands.
4. Support Highland Village Green as a Transit-oriented Development and Urban Corridor.

Specific topics addressed in the design guidelines include built form, building massing, street-level interfaces, building facades, and amenity spaces. In response to concerns raised during the stakeholder consultation meetings, the following additional items have been included in the guidelines:

- A density maximum of 2,070 units (99.4 units per hectare/40.2 units per acre) for the overall development to be implemented through the development permit application process (Attachment 6, page 6, policy 2.1);
- Fifty percent of required parking for each site is to be located underground or within a parking structure (Attachment 6, page 12, policy 5.0[d]); and
- On mixed-use sites, the first floor must be constructed with a 4.5 metre floor to ceiling height to allow potential commercial conversion in the future (Attachment 6, page 4.1[f]).

The design guidelines are included in Attachment 6, and are recommended for approval by Council.

### Changes to the proposed land use districts

As a result of consultation with Administration, the community and the outcome of the 40 Avenue N charrette, the Applicant agreed to several changes in the proposed land use bylaws. As a result of the changes, new land use bylaws are required because of boundary changes to the original land use districts. Therefore Administration recommends Council file Calgary Planning Commission’s recommendation contained in Report CPC2016-149 and that Council abandon the original land use bylaws contained in Report CPC2016-149. The new land use bylaws were advertised on 2016 December 22 and 29 and are included in Attachments 1-5. These changes are summarized as follows:

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1. In the section Additional Landscaping Requirements in the applicable direct control bylaws, the tree planting requirement has been changed from two trees to one tree planted for every 25 square metres. This change was made to allow mature tree growth for larger tree species by providing less crowding (Attachments 2-4).
2. In the section Relaxation in the applicable direct control bylaws, the relaxations that were only applicable to building setbacks and height are now capped at 10%. The 10% relaxation provides greater certainty on the maximum building setback and height rules for the community while still allowing flexibility for the developer (Attachment 1-5).
3. The proposed bylaw for parcel six (6) along 40 Avenue NW previously did not allow for commercial uses. The new bylaw proposed for this parcel has Multi-Residential High Density Low Rise (M-H1) District as a base district which allows for commercial uses on the ground floor (Attachment 3). This change affords both parcel six (6) and seven (7) the opportunity for commercial uses along Highland Drive and 40 Avenue NW.
4. Parcel ten (10) in the tabled bylaws has a maximum height of 65 metres or approximately 18 stories. The new height of parcel ten (10) is now 26 metres or approximately eight stories (Attachment 3).
5. A new multi-residential site has been introduced along Highland Drive south of parcel ten (10). This parcel is proposed as a Multi-Residential Low Profile (M-1) District that could accommodate townhouses or low profile apartment building (Attachment 1).

A summary of Attachments 1-5 is provided as follows, and refers to development sites on the revised concept in Attachment 7:

1. Proposed Bylaw 29D2017 (Attachment 1) includes parcel one (1) on the east side of Centre Street N, parcel eleven (11) the M-1 site, and all open space and PUL lands. This bylaw would redesignate the lands to accommodate a mixed use multi-residential building, townhouses, park space and utilities.
2. Proposed Bylaw 30D2017 (Attachment 2) includes parcel two (2) on the west side of Centre Street N. This bylaw would redesignate the lands to accommodate a high-rise multi-residential development with the opportunity for ground floor retail.
3. Proposed Bylaw 31D2017 (Attachment 3) includes parcels three (3), six (6), ten (10), twelve (12) and thirteen (13). This bylaw would redesignate the land to accommodate mid-rise multi-residential development with the opportunity for ground floor retail.
4. Proposed Bylaw 32D2017 (Attachment 4) includes parcels four (4), five (5), eight (8) and nine (9). This bylaw would redesignate the land to accommodate low to mid-rise multi-residential development.

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5. Proposed Bylaw 33D2017 (Attachment 5) includes parcel seven (7). This bylaw would redesignate the land to accommodate a mid to high rise multi-residential development with the opportunity for ground floor retail.

Included in Attachment 10 is a development site summary to provide a quick comparison of the land use rules for the different development sites.

**Stakeholder Engagement, Research and Communication**

Administration met with members of the Highland Park Community Association (HPCA), Thorncliffe Greenview Community Association (TGCA) and the Applicant on a number of occasions following Council’s 2016 July 04 tabling of this application. The respective community associations were represented by approximately five to eight members at each of the meetings. This included meetings with both Administration’s application team and the Green Line team. In addition, Administration sent weekly updates to the Community Associations that provided summaries of the meetings, answers to their questions as well as updates on the progress of the application review. The following table summarizes the stakeholder meetings.

<b>Dates</b>	<b>Event</b>	<b>Attendees</b>
2016 August 16 2016 August 31	<p><b>Coordination Meetings</b></p> <ul style="list-style-type: none"> <li>• Discussed coordination for the Green Line 40 Avenue charrette, motion arising, next steps for the application, and Council deliverables</li> </ul>	Administration (application and Green Line teams)  HPCA
2016 September 28 2016 October 12 2016 November 02 2016 November 09	<p><b>Engagement Plan Working Sessions</b></p> <ul style="list-style-type: none"> <li>• Four working sessions each focusing on specific topic area to discuss and inform Council deliverables and changes to the proposed plan.</li> <li>• Topics included:                             <ul style="list-style-type: none"> <li>○ Direct control districts</li> <li>○ Ddesign guidelines</li> <li>○ Rrevised concept</li> <li>○ CPAG question &amp; answer</li> </ul> </li> </ul>	Administration (application team)  HPCA  TGCA  Applicant

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<p>2016 October 17                  2016 October 18                  2016 October 20                  2016 October 22</p>	<p><b>Green Line 40 Avenue Charrette</b></p> <ul style="list-style-type: none"> <li>• Four-day community design charrette focused on future 40 Avenue LRT station</li> <li>• Topics each night included:                         <ul style="list-style-type: none"> <li>○ issues identification</li> <li>○ ideas generation</li> <li>○ concept development (board game)</li> <li>○ preliminary TOD concept presentation</li> </ul> </li> <li>• Resulted in TOD concept vision for the future 40 Avenue station area.</li> </ul>	<p>Administration (Green Line and application teams)                  HPCA                  TGCA                  Applicant                  General public</p>
<p>2016 December 08</p>	<p><b>Highland Village Green Information Session</b></p> <ul style="list-style-type: none"> <li>• Public information session to inform community of changes and revisions to application</li> </ul>	<p>Administration (application and Green Line teams)                  HPCA                  TGCA                  Applicant                  General public</p>

**Strategic Alignment**

The information in this report has considered the relevant Council approved policies in effect, including, but not limited to the Municipal Development Plan (MDP), Calgary Transportation Plan (CTP), and Transit Oriented Development Policy Guidelines. Administration worked with Main Streets, Transportation Planning and the Green Line team to align the recommendations with all known future projects such as the main streets of 4 Street NW and Centre Street N, the Green Line and charrette processes and the McKnight Boulevard widening. Overall, the proposed plan will contribute to achieving the goals and objectives of the relevant Council approved policies.

**Social, Environmental, Economic (External)**

The proposed development by the developer would result in additional public green space and neighbourhood amenities such as more commercial shops for the community of Highland Park. The Community Associations and Applicant have invested a substantial amount of their time in the proposed development application and additional engagement since the 2016 July 04 Council meeting.

**Financial Capacity**

**Current and Future Operating Budget:**

In response to regional storm water issues, Water Resources has scheduled and budgeted in 2017 to begin a Regional Drainage Study in this catchment area of the city.

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### **Current and Future Capital Budget:**

Once the Regional Drainage Study is completed there may be capital budget implications in the future for Water Resources for additional storm water infrastructure.

### **Risk Assessment**

Should this report's recommendations not be approved, there is a risk that this development, which furthers MDP and CTP goals, would be delayed or not proceed. Should the recommendations be approved, Administration believes, through measures like the guidelines and approval of future development permits by Calgary Planning Commission, issues of concern to the community are being addressed.

### **REASON(S) FOR RECOMMENDATION(S):**

This report provides a summary of the consultation and work that has occurred since Report CPC2016-149 was presented at the 2016 July 04 Council meeting. As a result of the changes to the development application as agreed to by the Applicant, new land use bylaws were required to reflect the application changes. This has resulted in the need to file the recommendations in Report CPC2016-149 and abandon the original land use bylaws (Recommendation 1).

The proposed land use bylaws and design guidelines attached to this report address Council's direction and provide more central open space and greater integration with the existing low density residential development. Recommendations 2-13 furthers MDP and CTP goals and addresses issues of concern to the community.

### **ATTACHMENTS**

1. Proposed Bylaw 29D2017
2. Proposed Bylaw 30D2017
3. Proposed Bylaw 31D2017
4. Proposed Bylaw 32D2017
5. Proposed Bylaw 33D2017
6. Highland Village Green Design Guidelines
7. Development Concept
8. Green Line North LRT Corridor Functional Planning Study: 40 Av N Preliminary Sub Report
9. Visual Plan
10. Development Site Summary
11. Public Submissions