

Planning & Development Report to
Calgary Planning Commission
2020 May 21

ISC: UNRESTRICTED
CPC2020-0413

Land Use Amendment in Livingston (Ward 3) for 14121 Centre Street NW, LOC2018-0262

EXECUTIVE SUMMARY

This application has been submitted by B&A Planning Group on behalf of the landowner Genstar Titleco Limited. This application proposes the redesignation of approximately 10.2 hectares (25.20 acres) of land in the north community of Livingston. This proposal provides for:

- a number of land uses to accommodate commercial and residential development that provides the components to set the framework for a complete community within the Keystone Hills area;
- approximately 2.3 hectares (5.68 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 30 metres, or approximately 10 storeys (DC/MU-1);
- approximately 2.56 hectares (6.33 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 35 metres, or approximately 10 storeys (DC/MU-1);
- a commercial site of approximately 1.54 hectares (3.81 acres) to serve the needs of the local communities (DC/C-C1);
- approximately 1.11 hectares (2.74 acres) of medium density multi-residential development in a variety of forms with a building height of 14 metres, or approximately 4 storeys (M-1);
- approximately 2.33 hectares (5.76 acres) of low density multi-residential development in a townhouse form with a building height of 13 metres, or approximately 3 storeys (M-G); and
- approximately 0.36 hectares (0.89 acres) of Municipal Reserve (MR), in the form of public open space (S-SPR).

This application has been applied for with the support of a related outline plan application (CPC2020-0414) to provide the future subdivision layout for the site's development. Conditions have been incorporated into the outline plan to effectively address the site's development. This application is being considered under the policies of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan*, which recently included a major amendment covering the area of this application. The proposed application has been developed in accordance with the Keystone Hills Core Area policies specified in the *Keystone Hills Area Structure Plan*.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 8.66 hectares \pm (21.4 acres \pm) located at 14121 Centre Street NW (Portion of NE1/4 Section 33-25-1-5) from Special Purpose – Future Urban Development (S-FUD) District **to** Multi-Residential – Low Profile (M-1) District, Multi-Residential – At Grade Housing (M-G) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and DC Direct Control District to accommodate mixed-use development, with guidelines (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, bylaw, the proposed redesignation of 1.54 hectares \pm (3.81 acres \pm) located 14121 Centre Street NW (Portion of NE1/4 Section 33-25-1-5) from Special Purpose – Future Urban Development (S-FUD) District **to** DC Direct Control District to accommodate commercial development, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 MAY 21:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed redesignation of 8.66 hectares \pm (21.4 acres \pm) located at 14121 Centre Street NW (Portion of NE1/4 Section 33-25-1-5) from Special Purpose – Future Urban Development (S-FUD) District to Multi-Residential – Low Profile (M-1) District, Multi-Residential – At Grade Housing (M-G) District, Special Purpose – School, Park and Community Reserve (S-SPR) District and DC Direct Control District to accommodate mixed-use development, with guidelines (Attachment 1); and
2. Give three readings to the **Proposed Bylaw 80D2020**.
3. Adopt, bylaw, the proposed redesignation of 1.54 hectares \pm (3.81 acres \pm) located 14121 Centre Street NW (Portion of NE1/4 Section 33-25-1-5) from Special Purpose – Future Urban Development (S-FUD) District to DC Direct Control District to accommodate commercial development, with guidelines (Attachment 2); and
4. Give three readings to the **Proposed Bylaw 81D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

B&A Planning Group on behalf of Genstar Titleco Limited 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 3).

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 required 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.

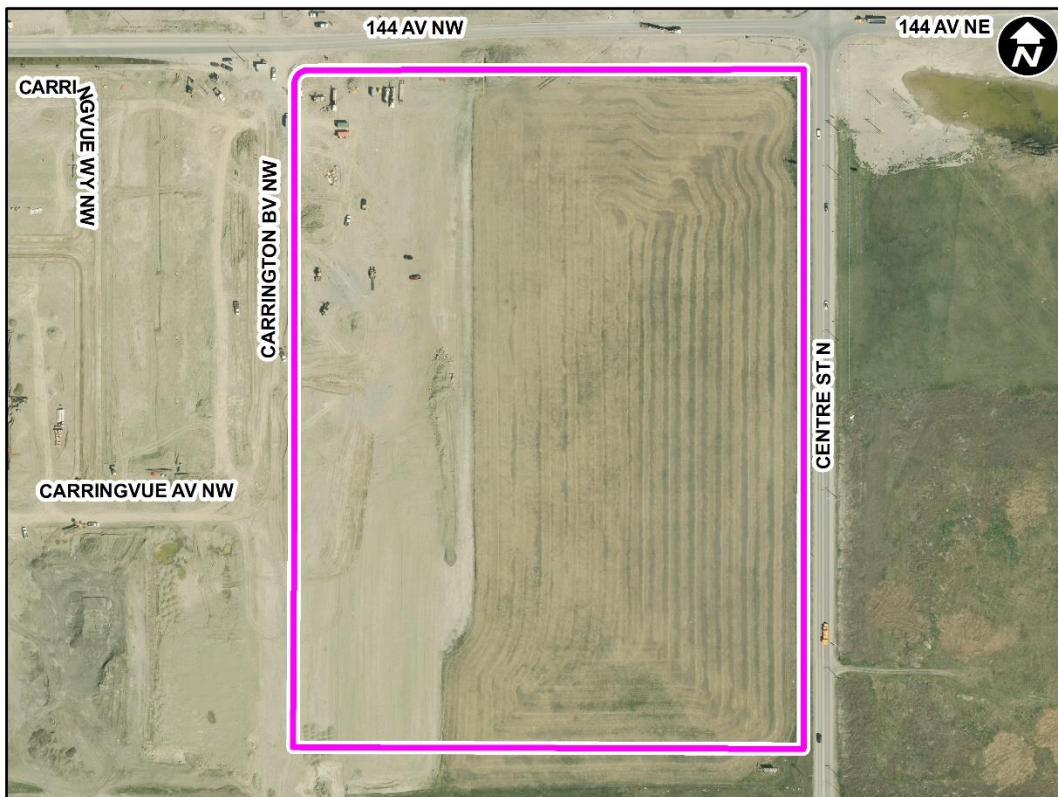
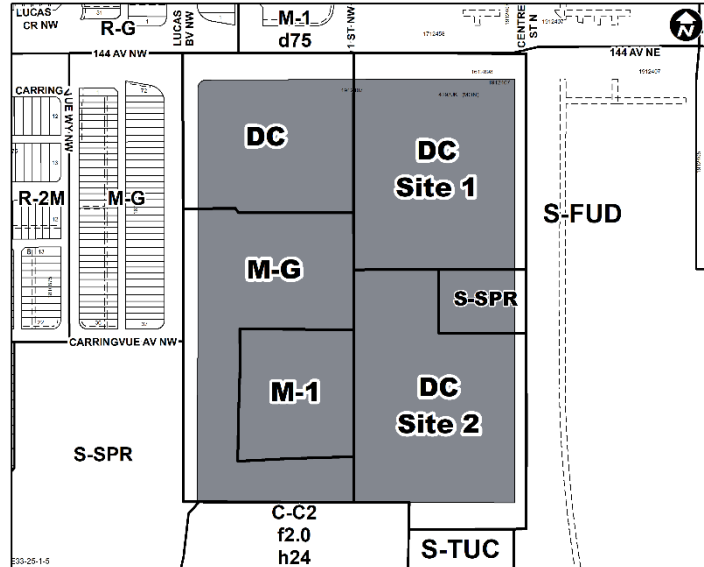
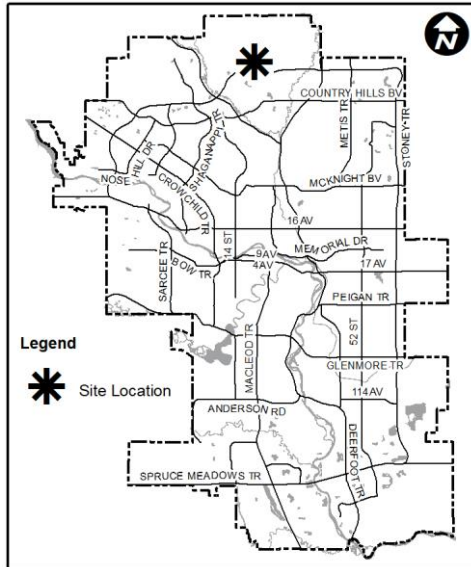
A special study was completed by Administration with the assistance of consultants and the landowners in 2015. This study considered a number of land use and mobility options. Recommendations contained within the study have been used by Administration to guide the preparation of a major amendment to the *Keystone Hills ASP*. The proposed amendment (CPC2019-1387) was adopted by City Council at the Public Hearing on 2019 December 16.

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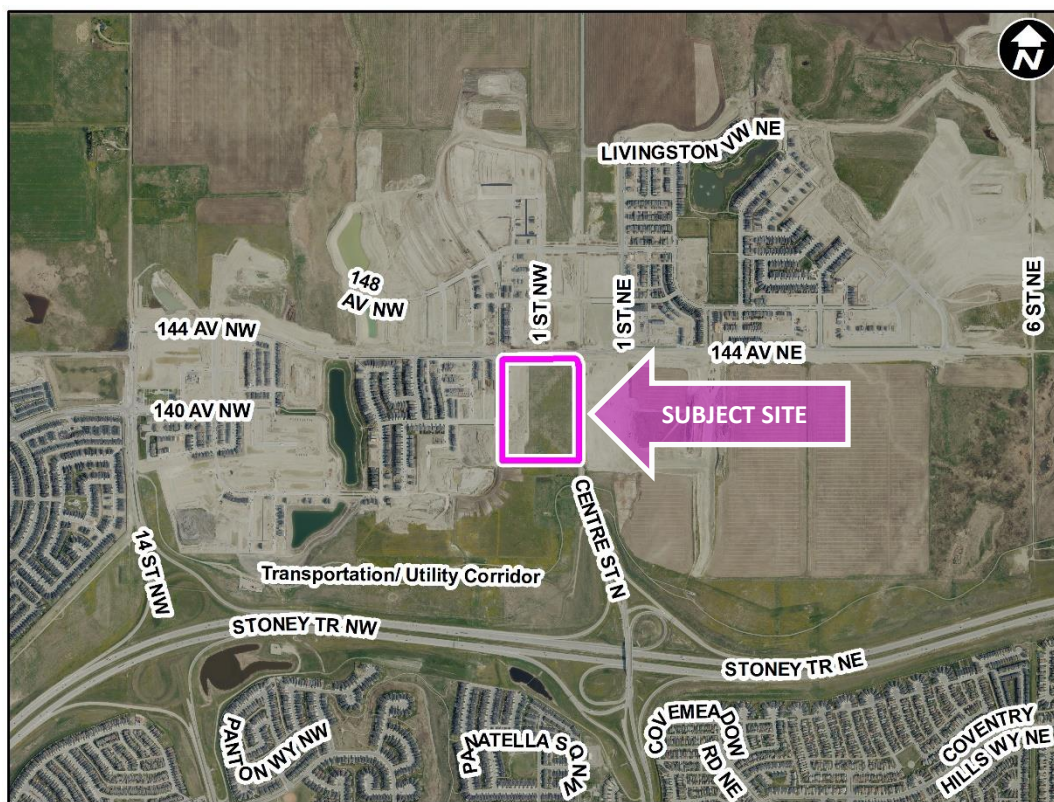
Location Maps



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Site Context

The subject lands are situated in the north quadrant of the city in the developing community of Livingston. The lands are bound by 144 Avenue N to the north, Centre Street N to the east, Carrington Boulevard NW to the west, and Carrington Gate NW to the south. The Stoney Trail Transportation Utility Corridor is located to the south of the site. The future Green Line LRT runs along Centre Street N, with a potential station located adjacent to the subject site. 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*, a portion of the lands south of 144 Avenue N along Centre Street N are indicated as a Major Activity Centre (MAC).

Much of the lands, both north 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 of varying intensity located in close proximity. To the south west of the lands is a site designated for a school along with a small commercial site directly south. The lands to the east of the site are intended for mixed-use development within the *Keystone Hills ASP*, although a land use and outline plan have not currently been applied for.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use application, in conjunction with the associated outline plan, will facilitate the development of a mixed-use, commercial and residential neighbourhood 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 *Keystone Hills ASP*.

The proposed distribution of land uses represent an opportunity to develop a comprehensive commercial and residential area that is strategically located to support a future LRT station, as well as serve adjacent residents and the region.

Land Use

The subject site is currently designated Special Purpose – Future Urban Development (S-FUD) District. To implement the policy within the *Keystone Hills ASP* the following land uses are proposed:

- DC Direct Control District based on the Mixed Use - General (MU-1) District;
- DC Direct Control District based on the Commercial - Community 2 (C-C2) District;
- Multi-Residential – Low Profile (M-1) District;
- Multi-Residential – At Grade Housing (M-G) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) 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 1) 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 Centre Street. The northern portion (proposed DC Site 1), which is further from the future LRT station, has a floor area ratio (FAR) of 3.5 and building height of 30 metres. The southern portion (proposed DC Site 2), directly adjacent to the future LRT station, has a FAR of 4.0 and a building height of 35 metres.

The other proposed DC Direct Control District is based on the C-C1 District and will allow for primarily commercial development. The proposed DC District (Attachment 2) has been used to again include additional discretionary uses and to provide greater flexibility by allowing for the potential for dwelling units on the ground floor of buildings. The proposed DC District allows for a FAR of 2.0 and a maximum building height of 16 metres.

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The M-1 District is intended to provide for multi-residential development in a variety of low height and medium density forms and is intended to be in close proximity or adjacent to low density residential development. The anticipated form of the development for this site would be apartment style development. The M-G District is intended to provide for multi-residential development of a low height and density where all units have direct access to grade and will likely be in the form of townhouses.

The S-SPR District is intended to provide for schools, parks, open space, and recreation facilities of various sizes and use intensities. The proposed S-SPR is intended to be a public park on land dedicated as a Municipal Reserve (MR). The proposed MR is approximately 0.36 hectares (0.89 acres) in total. Less the amount of land required for road dedication, the developable park space within the outline plan amounts to 0.2 hectares (0.5 acres), which accounts for 1.9% of the developable area. The MR has been located near the future LRT station in alignment with the policies of the Keystone Hills ASP.

The remainder of the 10 percent MR dedication has been allocated within other parts of Carrington and in the community of Lewisburg in order to better utilize the park space within the greater Keystone Hills area. This specific area is intended to be more urban in nature given the location adjacent to a future LRT station. There is also a large MR parcel directly to the west of the subject lands. Within Carrington, 0.58 hectares/1.44 acres of the MR owing was previously dedicated with the approval of LOC2013-0037, which provides MR adjacent to the subject outline plan area. The remaining MR owing (0.25 hectares/0.61 acres) was transferred to Lewisburg to facilitate the development of a joint-use school site as part of LOC2016-0311.

Subdivision Design

The proposed subdivision design (Attachment 4), comprises approximately 10.30 hectares (25.44 acres) including area portion of land which will remain unchanged and thus is not included in the total land use redesignation area. The subdivision 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 splitting the primary vehicular traffic movements between the two adjacent north-south primary collector roadways (1 Street NE and NW). Centre Street is intended to provide local access for residents. 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.

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Density and Intensity

The *Municipal Development Plan* requires that a Major Activity Centre (MAC) achieve a minimum intensity threshold of 200 people and jobs per gross developable hectare. The eastern portion of the lands fall within the MAC, while the western portion is located just outside. Based on the proposed land use districts, the subject sites within the MAC anticipate a minimum intensity of approximately 216 people and jobs per hectare. The subject sites anticipate approximately 126 jobs and the anticipated residential density is approximately 434 dwelling units or 87 units per hectare.

The western sites anticipate an intensity of approximately 126 people and jobs per hectare. The subject sites anticipate approximately 398 jobs and the anticipated residential density is approximately 123 dwelling units or 23 units per hectare. The exact number of people and jobs will be determined through future development permit applications in the future.

Transportation

Streets and Access

The subject lands are bound by 144 Avenue NW to the north, Centre Street N to the east, Carrington Boulevard NW to the west, and Carrington Gate NW to the south. The transportation network proposed within and along the plan boundaries was established during earlier functional work, which included consideration for the LRT, the regional road infrastructure, and the active transportation network. Development on these lands will be part of a Transit Oriented Development area, adjacent to the future LRT station. A reduced right of way for 144 Avenue was negotiated with the City for much of the road length, as opposed to the typical standard.

Direct vehicular access is restricted along 144 Avenue NW, as this corridor includes a regional pathway and has been identified as a Primary Transit corridor. Rear lanes have been provided adjacent to the proposed M-G sites to allow for rear garages and reduce the number vehicular crossings of sidewalks, pathways and bike lanes.

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. 1 Street NW connects directly to the Centre Street/Stoney Trail interchange. In support of the New Community Growth Strategy, the City of Calgary is advancing the twinning of this interchange. In conjunction with this project, construction of 1 Street NW will be undertaken by the Developer to service the community, thereby realizing the value of the infrastructure investment made by the City in support of the *Keystone Hills Area Structure Plan*.

Transit

This area is currently serviced by Route 124, which provides service to the North Pointe transit station area. North Pointe is the current terminus for BRT Route 301, which provides fast and efficient service to the centre city. North Pointe is also a future Green Line LRT Station.

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Enhancement to the public transit service will be implanted 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 extensions to North Pointe and 144 Avenue and cross-town bus rapid transit services.

Environmental Site Considerations

A Biophysical Impact Assessment was submitted in support of this application. No waterbodies or other environmentally significant areas were identified within the plan area. A portion of the required MR has been provided within the outline plan area. The remaining portion of MR has been previously allocated in other parts of Carrington and within the community of Lewisburg. Within Carrington, the MR will provide parks and open spaces to residents, while the MR in Lewisburg will be put toward a joint-use elementary school site.

Utilities and Servicing

Only developer-funded main extensions are required for this development. Water servicing will be provided through the extension of existing 400mm water infrastructure from Carrington Boulevard NW and 144 Avenue NW.

Sanitary connection is available at 142 Avenue NW via the 250mm sanitary infrastructure. This connection will service the parcels north of 142 Avenue NW. Parcels south of 142 Avenue NW will require the construction of sanitary infrastructure along 1 Street NW and Carrington Gate and Carrington Boulevard NW south of the outline plan area.

Storm servicing will require construction of storm infrastructure in 1 Street NW, Carrington Gate NW, and Carrington Boulevard NW south of the plan area. Stormwater will be discharged into an existing pond. Further water, sanitary, and storm details will be resolved via the tentative plan, construction drawing, and development permit stages.

Climate Resilience

Earthworks and design engineering were completed in cooperation with two adjacent landowners to maximize efficiency of the overall area. Design includes a shared stormwater facility utilizing an outlet south of Stoney Trail, resulting in approximately 300,000 cubic metres less material being required to balance earthworks. Organic materials have also been used on the site, preventing 4,900 truckloads of materials being hauled off site. Rock excavated on site (approximately 15,000 cubic metres) was utilized for landscaping the Carrington pond, preventing 1,500 truckloads of rock hauled off site. Within the MAC lands, grading adjustments were made to keep 8,700 cubic metres of additional materials on site, as well as coordination with adjacent landowners to avoid 2,900 cubic metres of material needing to be hauled off site, preventing approximately 1160 truckloads from burning diesel and adding wear and tear to surrounding roadways.

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Further opportunities to align future development on this site with applicable climate resilience strategies may be explored and/or implemented at the development permit and building 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 regarding the application.

There is currently no community association for the subject area and no letters from adjacent landowners were received.

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

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

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 Calgary Metropolitan Region Board's [*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.

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Municipal Development Plan (Statutory – 2009)

The [Municipal Development Plan](#) (MDP), [Map 1: Urban Structure](#), identifies a portion of the subject lands as part of a Major Activity Centre (MAC). In this case the lands closest to Centre Street have been considered as part of the MAC. MACs 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.

The western portion of the lands would be considered to be part of the the Residential – Developing – Future Greenfield area. The applicable MDP policies encourage diversity of housing types, parks to be situated within walkable proximities to residences, and the creation of connected, multi-modal street networks. The proposed land use districts meet the *Municipal Development Plan* policies.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) contains the Climate Mitigation Action Plan (CMAP) and the Climate Adaptation Action Plan (CAAP). This application includes pedestrian and cycling infrastructure and the site is located close to high quality transit, which supports CMAP Program 5: Low or Zero-Emissions Transportation Modes. It also employs several strategies to reuse materials on site that will reduce the amount of material being hauled off site that meets the intent of CMAP Program 7: Consumption and Waste Reduction.

Keystone Hills Area Structure Plan (Statutory – 2012)

The [Keystone Hills ASP](#) indicates the subject lands as within the Keystone Hills Core Area. Administration brought forward a major amendment to the ASP, which was adopted by Council 2019 December 16, to provide comprehensive policy for this specific 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.

Within the Core Area the subject lands fall within the Flex Zone and the Station Area Zone. The western sites are within the Flex Zone, which is intended for a wide variety of uses including multi-residential, as well as a range of institutional, retail, services, and office uses. The lands to the east are located within the Station Area Zone area and are intended to ultimately accommodate higher density development with a mix of uses, including multi-residential, office and retail/commercial.

The proposed land use and outline plan complies with the 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.

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Social, Environmental, Economic (External)

The proposed land use 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.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use amendment 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 land uses and their distribution allow for high density development adjacent to a future LRT station in a greenfield area, facilitate the development of a mix of uses, and provide the components to set the framework for a complete community within the Keystone Hills area.

ATTACHMENT(S)

1. **Proposed Bylaw 80D2020**
2. **Proposed Bylaw 81D2020**
3. Applicant's Submission
4. Proposed Outline Plan
5. **Public Submissions**