

LAND USE AMENDMENT  
PUMP HILL (WARD 11)  
SOUTHWEST CORNER OF 14 STREET SW AND 90 AVENUE SW  
BYLAW 115D2016

MAP 20S

**EXECUTIVE SUMMARY**

The proposal seeks to create a new Direct Control District to allow for additional uses and capacity and for an expansion of the existing recreational facility.

The new district also prepares the site to better accommodate Transit-Oriented Development.

**PREVIOUS COUNCIL DIRECTION**

None

**ADMINISTRATION RECOMMENDATION(S)**

2016 March 24

That Calgary Planning Commission recommends **APPROVAL** of the proposed Land Use Amendment.

**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION**

That Council hold a Public Hearing on Bylaw 115D2016; and

1. **ADOPT** the proposed redesignation of 5.49 hectares  $\pm$  (13.5 acres  $\pm$ ) located at 1511, 1603 and 1607 – 90 Avenue SW and 1512 – 92 Avenue SW (Plan 7811625, Block 2, Lots 1 and 2; Plan 3179AD, Block 1; SE1/4 Section 20-23-1-5) from DC Direct Control District **to** DC Direct Control District to accommodate expansion of existing facilities for mixed use, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 115D2016.

**REASON(S) FOR RECOMMENDATION:**

The proposal allows a recreational and cultural use with longstanding connections to the surrounding communities to maintain its long-term viability. Further, the proposed modifications to the land use designation, including the additional uses and the modest increase to the intensity of those uses, align it more closely with the principles of Transit-oriented Development.

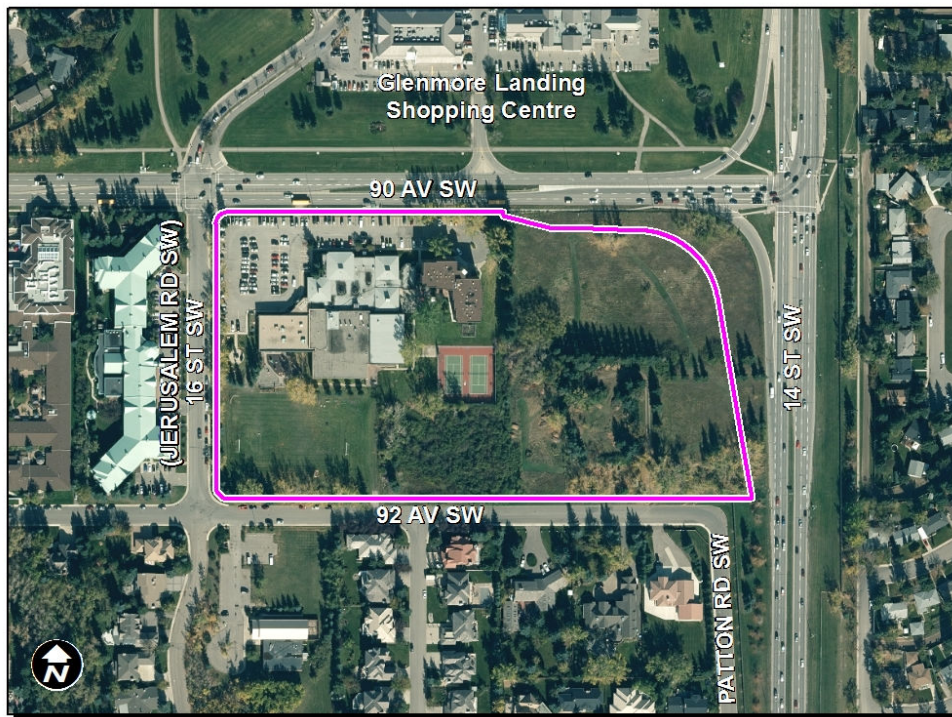
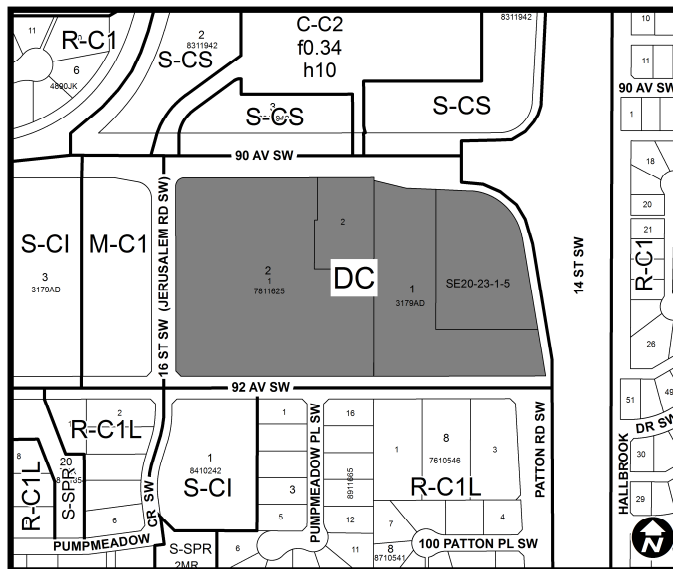
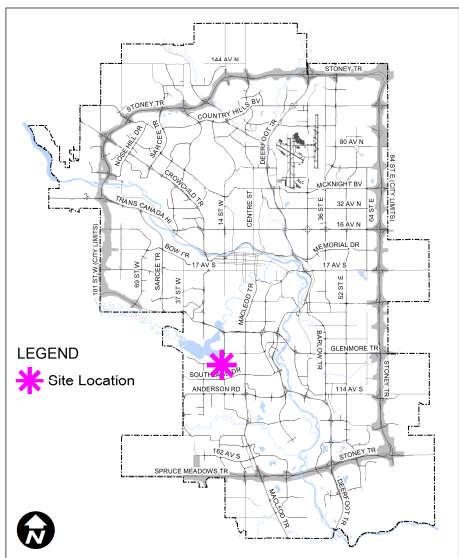
**ATTACHMENTS**

1. Proposed Bylaw 115D2016
2. Public Submissions

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LOCATION MAPS



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**ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION**

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 5.49 hectares  $\pm$  (13.5 acres  $\pm$ ) located at 1511, 1603 and 1607 – 90 Avenue SW and 1512 – 92 Avenue SW (Plan 7811625, Block 2, Lots 1 and 2; Plan 3179AD, Block 1; SE1/4 Section 20-23-1-5) from DC Direct Control District **to** DC Direct Control District to accommodate expansion of existing facilities for mixed use with guidelines (APPENDIX II).

**Moved by: G.-C. Carra**

**Carried: 8 – 0**

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**Applicant:**

Gibbs Gage Architects

**Landowner:**

Calgary Jewish Centre  
Calgary Jewish Community Council

**PLANNING EVALUATION**

**SITE CONTEXT**

The site is on the extreme northeast corner of the community of Pump Hill, at the intersection of 14 Street SW and 90 Avenue SW. The subject site is large and significant portions of it remain undeveloped. The site is surrounded by commercial development to the north, multi-residential development and a senior's facility to the west, and low density residential development and a place of worship to the south. A large vegetated buffer strip exists between the developed part of the site and the low density development to the south.

The site has been home to the Jewish Community Centre recreation complex and several subsidized residential units for approximately the last 35 years.

**LAND USE DISTRICTS**

The proposed district is a DC Direct Control District, chiefly because the combination of uses accommodated on the site cannot be found in any of the stock districts. The intent of the proposed district is to create a campus-like environment that includes not only a recreation facility, but cultural and institutional uses, as well as a limited range of commercial support uses.

Furthermore, the proposed district responds to the proximity of the future Southwest Bus Rapid Transit (BRT) line (to run along 14 Street SW) by incorporating a modestly increased intensity of uses as well as provisions for pedestrian-friendly treatments along the 90 Avenue SW frontage.

Setbacks, floor area ratio and height specifications within the district are designed to allow the modest increase in intensity to fit in to the existing low-density context, including maintaining the previously-established buffer on the south side of the site. This buffer is intended to separate buildings from the adjacent low-density environment, but does not preclude the use of the area as playfields, gardens or for other non-structural treatments.

**LEGISLATION & POLICY**

The site is subject to the Glenmore Design Brief, which specifically recognizes the Jewish Community Centre as the appropriate use on the site. The plan provides for little else in policy direction however.

The Municipal Development Plan (MDP) recognizes the site as an Established Developed

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Residential area. Modest redevelopment in these areas is encouraged (policy 3.5.3.a). While the MDP suggests that redevelopment be directed to Neighbourhood Activity Centres, it does also indicate that other sites may be also deemed appropriate over time. As the proposed land use changes are in fact relatively modest, and the site is located along major traffic arteries served by a Primary Transit Route, the proposal fulfills the tenets of the Municipal Development Plan.

## **TRANSPORTATION NETWORKS**

A Transportation Impact Assessment was submitted with the application as well as an addendum to provide additional details regarding the following aspects of the site:

- Existing and Future Transit Service including the Southwest Bus Rapid Transit (SWBRT);
- Review of pedestrian and cyclist infrastructure in the vicinity of the site; and
- Discussion of potential Transportation Demand Management (TDM) opportunities for the site.

The TIA included a review of the existing transportation network, and a review of a future condition which assumes the connection of 90 Avenue/Southland Drive to the SW Calgary Ring Road as well as the introduction of the SW BRT service. The TIA concluded that the transportation network can support the proposed land-use amendment for the site based on the existing at-grade intersection of 14 Street and 90 Avenue SW.

The addendum reviewed the existing and future pedestrian and cycling infrastructure in the vicinity of the site, including Transit Oriented Design elements intended to enhance the area surrounding the future BRT station. The addendum suggested that the existing pedestrian and cycling infrastructure in the vicinity of the site is sufficient, but that specific treatments and elements will need to be implemented at the development permit stage to enhance these active modes. The addendum also identified a number of TDM measures which should be considered to decrease the number of vehicular trips to and from the site. These too will be addressed at development permit stage.

## **UTILITIES & SERVICING**

All deep services are available from either 90 Avenue SW or 92 Avenue SW. A Sanitary Servicing Study was submitted with the application. Sanitary upgrades will be required, but the final funding mechanism and extent of upgrade will be determined at the development permit stage.

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**ENVIRONMENTAL ISSUES**

A Phase I Environmental Site Assessment was submitted and reviewed. No concerns were identified.

**GROWTH MANAGEMENT**

The proposed amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

**PUBLIC ENGAGEMENT**

**Community Association Comments**

Comments from the Palliser Bayview Pump Hill Community Association are included in APPENDIX III. The comments were centered on potential traffic and parking impacts of the development. While parking issues will be handled at the Development Permit stage, many of the other aspects (traffic counts, pedestrian movements) were analyzed and assessed through the Transportation Impact Assessment and found to be within typical operating parameters.

**Citizen Comments**

Several letters from adjacent residents were received. The bulk of the concerns expressed related to the potential offsite parking and traffic impacts.

As mentioned previously, a Transportation Impact Assessment (TIA) was submitted and reviewed. No significant offsite impacts from the proposal were identified.

**Public Meetings**

Prior to submission of the application, the applicants met with the Palliser Bayview Pump Hill Community Association on two occasions, and held an open house for the general public. Twenty-eight people attended the open house. No significant issues were raised.

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**APPENDIX I**

**APPLICANT'S SUBMISSION**

On behalf of the Calgary Jewish Community Centre (CJCC), Gibbs Gage Architects is proud to provide the following land use amendment application summary and associated documents for your review and consideration. The intent of the application is rezone the current CJCC lands identified in the attached documentation from the current Direct Control District bylaw 123Z2001 to a new Direct Control district.

The CJCC offers the public a wide range of programs and services for everyone including art classes, aquatic programming/pool, day camp, early childhood education, fitness centre, personal training, special needs programming, sports and wellness programming, swim classes as well as Jewish education/life and learning programming. Its seniors' residence, built and subsidized by the Province of Alberta, offers low-income housing to any and all who qualify based on Alberta Housing guidelines.

No physical development has occurred pursuant to DC Bylaw 123Z2001 because the proposed uses are not consistent with current standards and best practices associated with those uses. In addition, in 2005, the Calgary Jewish Community Centre retained Gibbs Gage Architects to undertake a comprehensive review of the existing facilities and uses in the context of both the existing zoning (DC123Z2001) and the vision of the CJCC at that point. It was concluded that, with changing demographics, a more detailed analysis of infrastructure and user needs as well as a more in-depth market analysis including financial realities, DC Bylaw 123Z2001 was simply out of date.

The new concept for the CJCC enhances and applies the policy direction of the Municipal Development Plan in the areas of sensitive intensification, improved and complimentary use of transit, and densification in an appropriate manner. The most exciting change proposed in the new concept is a rebuilding and repurposing of the recreation facility. With the closure of the Haysboro YMCA the expansion of the CJCC is very important. It enhances the recreational facilities and services provided to the broader community without the need for substantial City of Calgary investment. The facility will be a multi-use facility for social and cultural activities. In addition to the recreational facility, the proposal includes an increased capacity for the daycare and retention of the school and senior's resident land uses.

The proposed facility will house a double gymnasium, a 6 lane 25 m lap pool and leisure pools, and a number of associated activities (i.e Fitness area physiotherapy, and wellness tenants, cafe, community space, a theatre and a licensed daycare).

A Direct Control form of land use district is required given that there is no existing land use that can accommodate and harmonize the proposed mix of uses.

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APPENDIX II

PROPOSED DIRECT CONTROL GUIDELINES

**Purpose**

- 1 This Direct Control District is intended to:
- (a) provide for a mixed-use campus of **buildings** that includes recreational, cultural and institutional **uses**, and a limited number of complementary and supportive commercial **uses**;
  - (b) provide **uses** for a wide variety of demographic profiles including but not limited to **Child Care Services; Indoor Recreation Facilities** and **Assisted Living** or **Residential Care** facilities;
  - (c) be sensitive to the context of the adjacent residential area through setback and **density** rules; and
  - (d) locate **uses** within the site to maximize current and future Transit-Oriented Development principles.

**Compliance with Bylaw 1P2007**

- 2 Unless otherwise specified, the rules and provisions of Parts 1, 2, 3 and 4 of Bylaw 1P2007 apply to this Direct Control District.

**Reference to Bylaw 1P2007**

- 3 Within this Direct Control District, a reference to a section of Bylaw 1P2007 is deemed to be a reference to the section as amended from time to time.

**Permitted Uses**

- 4 The **permitted uses** of the Special Purpose – Community Institution (S-CI) District of Bylaw 1P2007 are the **permitted uses** in this Direct Control District:

**Discretionary Uses**

- 5 (1) The following **uses** are the **discretionary uses** in this Direct Control District:
- (a) **Assisted Living;**
  - (b) **Child Care Service;**
  - (c) **Community Recreation Facility;**
  - (d) **Conference and Event Facility;**
  - (e) **Drinking Establishment – Medium;**
  - (f) **Drinking Establishment – Small;**
  - (g) **Dwelling Unit;**
  - (h) **Food Kiosk;**



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- (i) Home Occupation – Class 2;
- (j) Indoor Recreation Facility;
- (k) Library;
- (l) Multi-Residential Development;
- (m) Museum;
- (n) Performing Arts Centre;
- (o) Place of Worship – Medium;
- (p) Place of Worship – Small;
- (q) Residential Care;
- (r) Restaurant: Food Service Only – Medium;
- (s) Restaurant: Food Service Only – Small;
- (t) Restaurant: Licensed – Medium;
- (u) Restaurant: Licensed – Small;
- (v) Retail and Consumer Service;
- (w) School – Private;
- (x) Service Organization;
- (y) Sign – Class C;
- (z) Sign – Class D;
- (aa) Sign – Class E;
- (bb) Social Organization; and
- (cc) Utility Building.

- (2) The following **uses** are additional **discretionary uses** in this Direct Control District when they are located in a **building** containing **Assisted Living**:

- (a) **Medical Clinic.**

**Bylaw 1P2007 District Rules**

- 6 Unless otherwise specified, the Special Purpose – Community Institution (S-CI) District of Bylaw 1P2007 apply in this Direct Control District.

**Floor Area Ratio**

- 7 (1) The maximum **floor area ratio** for all **buildings** in the Direct Control District is 0.75.
- (2) Notwithstanding subsection (1), an increase in the maximum **floor area ratio** to 0.95 may be considered by the **Development Authority** through a **Development Permit** application. No application for additional **floor area ratio** will be considered without an accompanying Transportation Impact Assessment.

**Density**

- 8 (1) The maximum **density** for the Direct Control District is 15 **units** per hectare.

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- (2) Notwithstanding subsection (1), an increase in the maximum **density** to 30 **units** per hectare may be considered by the **Development Authority** through a **Development Permit** application. No application for additional **density** will be considered without an accompanying Transportation Impact Assessment.

Height

- 9 The maximum **building height** is 25.0 metres.

Setback Area

- 10 (1) For new **buildings** or additions to existing **buildings**, where the **parcel** shares a **property line** with 90 Avenue SW, 16 Street SW or 14 Street SW, the **setback area** from the shared **property line** must have a minimum depth of 3.0 metres.
- (2) Where the **parcel** shares a **property line** with 92 Avenue SW, the **setback area** from the shared **property line** must have a minimum depth of 30.0 metres.

Use Rules

- 11 (1) The maximum combine number of **Assisted Living** or **Residential Care units** is 200.
- (2) Notwithstanding subsection (1), an increase in the maximum combine number of **Assisted Living** or **Residential Care units** to a total of 400 **units** combined may be considered by the **Development Authority** through a **Development Permit** application. No application for additional **units** will be considered without an accompanying Transportation Impact Assessment.
- (3) The maximum number of children for **Child Care Service** is 160.
- (4) The maximum number of students for **School – Private** is 440.

Building Articulation

- 12 All **buildings** with a façade facing 90 Avenue SW shall incorporate the following:
- (a) façade articulation;
  - (b) entries at **grade**;
  - (c) use of varied **building** materials; and
  - (d) exterior walls at **grade** that are clear glazed or consist primarily of windows, except where the walls abut another **parcel** and where they contain structural elements of the **building**.

Site Access

- 13 There must be no direct access from 92 Avenue SW, except for emergency vehicles.

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**APPENDIX III**

**LETTERS SUBMITTED**

The following are updated comments of the **Palliser-Bayview-Pumphill Community Association** relative to File LOC2015-0030, an Application for Land Use Designation for the Calgary Jewish Community Campus at 90<sup>th</sup> Avenue and 14<sup>th</sup> Street SW.

1. The Application is to replace, with modifications and expansions, the existing Direct Control zoning which was approved in 2001 but with no subsequent development undertaken. The undeveloped parcels are unsightly and not maintained, so appropriate development would be welcomed.
2. The Community is generally supportive of additional recreational and cultural facilities in the area if they are appropriately sited and designed, are available to the public and are economically viable so they can be operated and maintained into the future.
3. The classification of 90<sup>th</sup> Avenue SW is a Parkway where walking and cycling modes are to be given the highest priority. The AM peak traffic volumes eastbound on 90<sup>th</sup> Avenue are currently problematic and were recorded at 1335 vehicles per hour in 2014. The prediction by City Transportation that these rates will decrease by 35% as a result of connecting the dead-end 90<sup>th</sup> Avenue directly to the SWRR freeway is highly suspect and should be carefully examined as it has a major impact on our community with respect to this project, the SWRR connection design and the potential BRT impacts.
4. The Stantec TIA does not appear to increase the pedestrian and bicycle traffic at the 90<sup>th</sup> and 16<sup>th</sup> intersection as a result of the proposed development. Pedestrian overpasses may have to be considered at this location for safety and free traffic flow considerations.
5. The ISL Traffic Impact Assessment for this application predicts marginal overloading of traffic on 90<sup>th</sup> Avenue using the decreased AM peak volumes.
6. A Bus Rapid Transit station is being proposed for the northwest corner of 90<sup>th</sup> and 14<sup>th</sup> however due to an absence of high density residential and no provision for BRT parking, traffic congestion and illegal parking at the CJCC site, 92<sup>nd</sup> Avenue and Patton Road may result. Otherwise, public transit has and will have little impact on the CJCC development.

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7. Parking is currently an issue along 92<sup>nd</sup> Avenue west of the CJCC site, believed due to the excessive lot coverage and limited parking provided during expansion of the Beverly Center Glenmore at 1729 – 90<sup>th</sup> Avenue. Spill-over parking from the CJCC would not be well received by the neighbors.

8. The proposed DC has not carried forward the maximum 425 parking stalls from the current DC. It is presumed this indicates a willingness to exceed 425 if the actual uses so require.

9. The southern boundary of the site faces low-density, single-family residential and appropriate setbacks and landscape buffers (with berms?) are required. The conceptual drawing is somewhat confusing as to what is proposed in this regard.

10. The Applicant's Submission portends to enhance and apply the direction of the MDP with regard to intensification and densification except that this is not a strategic location at which to target such objectives.

11. In the History of the Site, the Applicant references closure of the Haysboro YMCA in 2010 which is some 1.7 kilometers away but fails to mention competition from the much larger Southland Leisure Center which is only 1.2 kilometers in the other direction.

12. A cursory inspection of nearby school properties on Google Earth shows that the three nearby school yards in our community are of a similar order of magnitude in area to the entire CJCC property. The site requirements for a 400 student CJCC school need to be carefully assessed together with the other development proposed for the site.

13. The provision of right turns from 90<sup>th</sup> Avenue in and out of the proposed CJCC facility should be reviewed for their impact on 90<sup>th</sup> Avenue traffic.

14. We presume the 'bubbles' on the Proposed Land Use drawing are illustrative of approximate location only as the bubble for the Community Recreation Facility is approximately the same size as the existing facility which is planned to be doubled in size.

The above comments are to provide local community perspectives for use by the City of Calgary professional planners in reviewing and recommending the subject application.

Allan F. Kiernan  
Civic Affairs Director  
February 26, 2016

D. Civitarese