

# Background and Planning Evaluation

## Background and Site Context

The subject site is located in the community of Bridgeland-Riverside, and consists of the entire block, bounded by McDougall Road NE on the north, Bow Valley Lane NE on the south, between 11 and 11A Street NE. The site is well served by public transit, as it is situated within 300 metres of the Bridgeland-Memorial LRT Station and is immediately next to a number of transit bus stops. This area is also known as East Riverside, and consists of a variety of subsidized housing units, including affordable senior's housing.

The subject site consists of approximately 2.51 hectares (6.20 acres) out of the total parcel area of approximately 3.47 hectares (8.57 acres). The existing development located south of Bow Valley Lane NE will remain and is not part of this application. As part of their future plan, Silvera for Seniors, will subdivide this entire site into smaller parcels.

The subject site is developed with a four-storey seniors apartment with assisted living, and single storey residential buildings. Vehicle access to the site is currently available on Bow Valley Lane NE, 11 and 11A Street NE. Surrounding development consists of apartment-style seniors' housing and assisted living, health care services, and public city park spaces. Two seniors' housing apartments between four and nine storeys, and the Canadian National Institute for the Blind (CNIB) exist to the east. A four-storey assisted living facility exists to the south. A residential building and McDougall Park exist to the west. A senior health clinic and long term health care facility exists to the north.

The proposed land use and outline plan application is intended to create a complete community that will cater to both the existing residents and future population. The application will outline land use boundaries and will enable transit-oriented development including higher density commercial and residential uses, with a new park and open space, and improved pedestrian connections. An outline plan is required to provide development conditions for the proposed municipal reserves dedication of a park, custom cross-sections for public roadways, and infrastructure servicing.

A subdivision application has been submitted (SB2020-0135, Attachment 12) and is under review. No development permit has been submitted.

## Community Peak Population Table

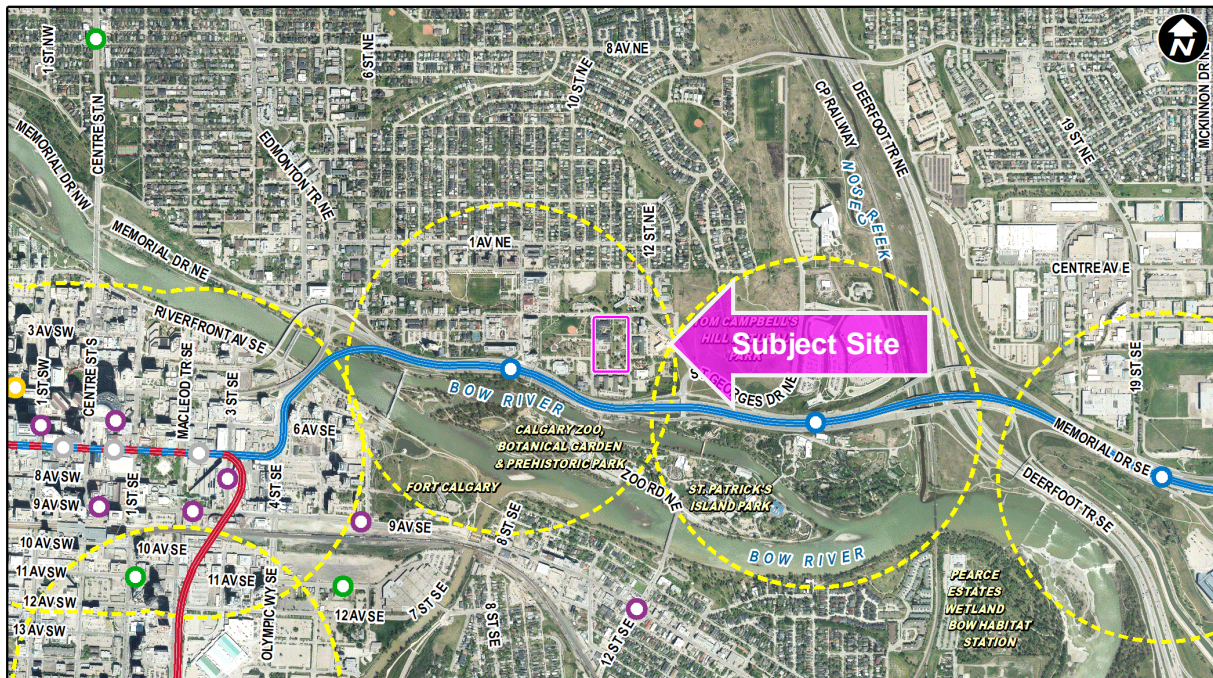
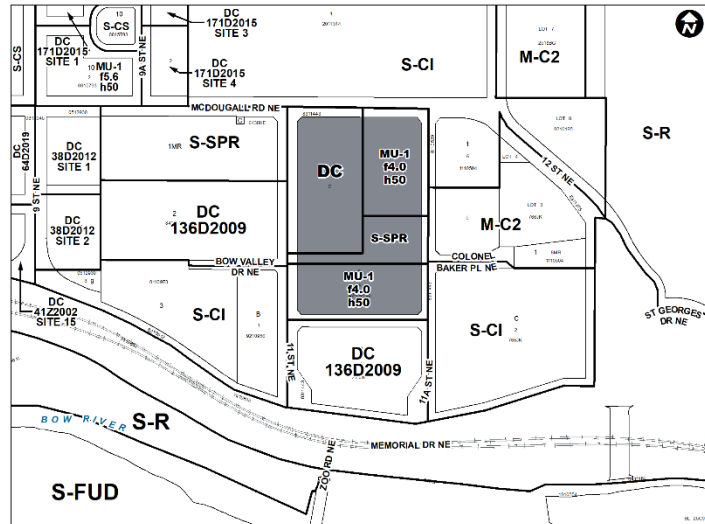
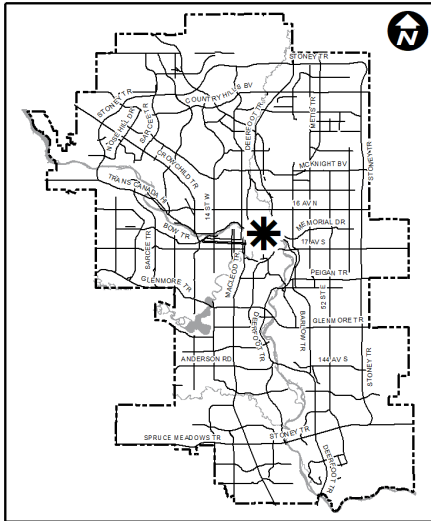
The community of Bridgeland/Riverside reached its peak population in 2019.

<b>Bridgeland/Riverside</b>	
Peak Population Year	2019
Peak Population	6,835
2019 Current Population	6,835
Difference in Population (Number)	0
Difference in Population (Percent)	0%

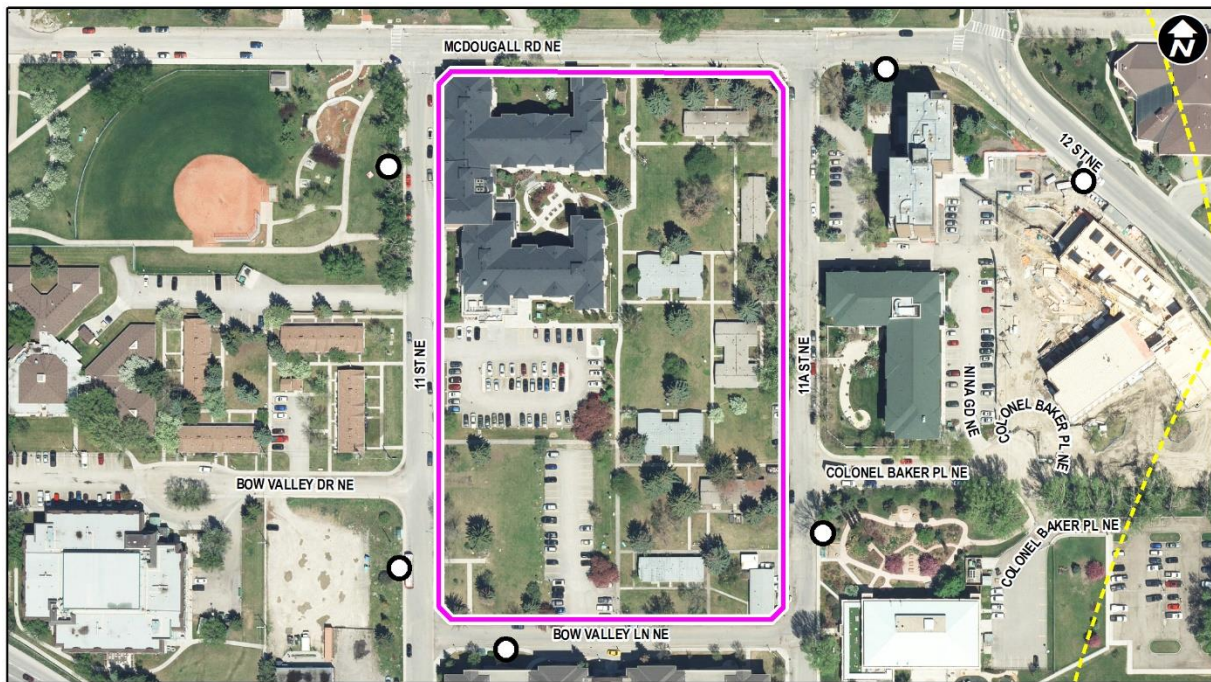
Source: *The City of Calgary 2019 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Bridgeland-Riverside Community Profile](#).

## Location Maps







## Previous Council Direction

None.

## Planning Evaluation

### Land Use

The site is currently designated as a DC District ([Bylaw 136D2009](#)). The DC District is based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District and is intended to allow multi-residential development with some support commercial uses, restrict the location of commercial multi-residential uses, and increase the maximum use area for office. The existing DC District allows a maximum building height of 16.0 metres (approximately 4 storeys), a floor area ratio (FAR) of 3.0, and maximum density of 315 units per hectare.

As per the proposed land use district map in Attachment 2, this application proposes the following three new land uses:

- Mixed Use - General (MU-1f4.0h50) District;
- DC District based on the Mixed Use - General (MU-1) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) District.

The proposed MU-1 District allows for a mix of residential and commercial uses in the same building or in multiple buildings throughout an area. The District allows for a greater range of commercial uses, flexibility with use rules, and allows the opportunity for at-grade commercial uses to promote activity at the street. The proposed MU-1f4.0h50 District, located at the northeast and southern portions of the site, has a maximum floor area ratio (FAR) of 4.0 and a height modifier of 50 metres (approximately 15 storeys). The proposed 4.0 FAR is specifically

intended to facilitate a podium tower style development to reduce building massing, and limit impact on the adjacent developments including the new municipal reserve park space.

The proposed DC District (Attachment 3), based the MU-1 District, is located at the northwest portion of the site, has a maximum FAR of 4.0 and a height modifier of 35 metres (approximately 10 storeys), an increase of 1.0 FAR and 19 metres (approximately 5 storeys). A four-storey seniors' apartment building with a surface parking lot currently exists on this site and will remain. The proposed DC District establishes site-specific requirements for motor vehicle parking for the existing seniors housing. The DC District also accommodates the additional use of Restaurant: Food Service Only - Large, and Restaurant: Licensed – Large. These uses are not listed in the MU-1 District, and Silvera for Seniors intends to expand the existing restaurant to draw residents of the broader community to increase interaction for the local residents.

The proposed S-SPR District is intended to provide for parks and open space and will be applied to the land dedicated as Municipal Reserve (MR) pursuant to the Municipal Government Act. The MR land will be used to create a public park for the subject site and broader Bridgeland-Riverside community and to create an east-west green corridor providing direct connection for pedestrians and cyclists through the plan area from 11 Street NE to 11A Street NE. A shadow study was provided to evaluate the impact of the proposed development concept on the surrounding area, as shown on the proposed outline plan in Attachment 9. The study indicates some shadow casting onto adjacent properties, however the proposed policy amendment to the *Bridgeland-Riverside Area Redevelopment Plan (ARP)* provides guidance to mitigate shadow impacts of new buildings to adjacent developments at the development permit stage.

### **Development and Site Design**

If approved by Council, the rules of the proposed land use districts along with the proposed policies in the ARP will guide future development. The proposed policy amendment (Attachment 4) includes provisions regarding building height and massing, at-grade building interfaces, mobility, and interface with park space. Additional items that will be considered through the development permit process include, but are not limited to:

- ensuring an engaging building interface with the streets and the park;
- improving pedestrian connections within the site;
- mitigation of shadowing and massing impacts on adjacent development and the park; and
- creating a welcoming, safe, and pedestrian friendly environment.

### **Urban Design Review Panel**

The comprehensive development concept was presented to the Urban Design Review Panel (UDRP) on 2021 April 21. The proposed land use, outline plan, and development concept was supported by UDRP, as this proposal will assist in the build out of the East Riverside area as a complete community. Additional comments were provided to vary the building heights on corner towers, improve north-south connectivity, provide pedestrian safety along the active green corridor, and create courtyard space to better integrate with the new park space. The comments from UDRP are noted in Attachment 8. The proposed amendment to the ARP has been refined to capture the intent of the comments within the policies.

## **Subdivision Design**

The proposed outline plan (Attachment 9) is approximately 2.51 hectares (6.20 acres). The subdivision plan features four development sites which will include three mixed-use districts and one special purpose district for a new park space. The park space was strategically situated to facilitate an east-west connection access through the site and provide a central public gathering space for residents. The existing street networks will remain the same, and the public realm street conditions will be improved with 2.0 metres wide sidewalk along its edge.

The proposed DC parcel, located in the northwest portion of the site (0.92 hectare or 2.28 acres), is intended to accommodate the future Silvera mixed-use building and the existing four-storey seniors' apartment. This transit-oriented development site will provide an activity node near 11 Street NE and Bow Valley Drive NE and will allow for mixed-use development up to 10 storeys with at grade commercial uses to create an active interface with the street and the adjacent park.

The proposed MU-1f4.0h50 parcels, located at the northeast (0.58 hectare or 1.42 acres) and southern portions (0.62 hectare or 1.54 acres) of the site, are intended to accommodate high density multi-residential development, up to 15 storeys, with the opportunity for commercial uses at grade. These street-oriented developments will enable more street activity and vibrancy in the area and will be designed with appropriate building massing to minimize shadow impact to the public park and adjacent developments. Relevant policies to minimize shadowing impact are reflected in the proposed policy amendment to the ARP.

The proposed S-SPR parcel (0.36 hectares or 0.88 acres) will provide a public park space for area residents and visitors, and will establish an east-west pedestrian and cycling connection through the site, between the LRT station and Colonel Baker Place NE. The S-SPR parcel is to be dedicated as Municipal Reserve (MR). Currently the subject site consists of one entire titled parcel (3.47 hectares or 8.57 acres) and it has not been subdivided. The S-SPR parcel meets the 10 percent MR dedication requirement of developable land, which equates to 0.35 hectares (0.86 acres) of credit MR and 0.01 hectares (0.02 acres) of non-credit MR. The proposed public park (Attachment 9) will include seating areas, plantings, pathway connections, as well as several open lawn areas that will provide the opportunity for potential future programming in this park.

A breakdown of the statistics for the outline plan can be found in the Proposed Outline Plan Data Sheet (Attachment 11).

## **Density and Intensity**

Upon full build out, the site is anticipated to accommodate approximately 878 residential units, 1,307 square metres of commercial space, and a total of approximately 1,611 people and 100 jobs. The proposal is anticipated to achieve a density of 350 units per hectare and intensity of 681 people and jobs per hectare.

The projected intensity will bring more population diversity into this part of the community, support the community's local commercial services, and support public transit ridership and create a more efficient use of city infrastructure. Preliminary transportation, utilities, and servicing was reviewed for the proposal and will be further determined at the development permit stage.

There are no specific density and intensity targets for this area from the MDP or *Bridgeland-Riverside ARP*; however, the site exceeds the MDP's minimum intensity threshold of 100 people and/or jobs per gross developable hectare for areas meant to support the Primary Transit Network. The proposal provides opportunities for higher density residential development, contributes to creating a vibrant complete community, and promotes mobility choices such as public transit.

## **Transportation**

### ***Transit***

The site is within a 300 metre radius (less than 5 minutes walking distance) of the Bridgeland-Memorial LRT Station. The Calgary Zoo LRT Station is located approximately 700 metres from the site. The area is served by Calgary Transit Route 90 Bridgeland / University of Calgary. There are Route 90 bus stops located directly adjacent to the site on 11 Street NE, Bow Valley Lane NE and 11A street NE. Route 90 provides transit service every 30 minutes during the peak hours.

### ***Active Transportation Network***

Pedestrian and vehicular access to the site is available via McDougall Road NE, 11 Street NE, 11A Street NE and Bow Valley Lane NE. The outline plan provides a new east-west multi-modal connection through the new park space, connecting the Bridgeland-Memorial LRT Station to the East Riverside area. A north-south pathway provides a through connection between McDougall Road NE and Bow Valley NE. The new east-west connection will improve pedestrian and cyclist connectivity within the area.

### ***Street Network***

On-street parking adjacent to the site is currently restricted to 3-hour parking on Bow Valley Lane NE and 2 hour parking on 11A Street NE and McDougall Road NE. Parking on 11 Street NE is unrestricted, with the exception of a no parking sign near Bow Valley Lane NE.

A Transportation Impact Assessment (TIA) was submitted in support of the proposal to determine likely changes to transportation patterns in the area as a result of this development. The TIA has determined that several transportation improvements are required to support the proposed development including; road widening for public realm enhancements on 11 Street NE, 11A Street NE and Bow Valley Lane NE. Other transportation improvements include curb extensions at the midblock MR pedestrian crossings and at the corner of McDougall Road NE and 11 Street NE.

A parking study was not required in support of the application as the parking is to be supplied on site as per the rules of the MU-1 District for all sites including the proposed DC District. Information associated with parking demands and transportation demand management will be requested and considered at the development permit stage.

## **Environmental Site Considerations**

At this time, there are no known outstanding environmental concerns associated with the subject site and/or proposed scope.

## **Utilities and Servicing**

Development servicing requirements for the proposed lots will be further determined at the time of development, to the satisfaction of Administration.

### **Stormwater Servicing**

The developer is required to extend an existing 200mm watermain, which is located within a portion of 11 Street NE, to connect to an existing 200mm watermain located within a portion of Bow Valley Lane NE. This will create a looped public system and will accommodate the density anticipated for future development. An existing 200mm public watermain currently runs through the north-east portion of the subject plan area. The developer is proposing to relocate said watermain from the existing private lands to within the adjacent public right-of-way on 11A Street NE.

### **Sanitary Servicing**

Public sanitary utilities exist within McDougall Road NE, within the plan area, immediately adjacent to the existing 11A Street NE right-of-way, and portions of Bow Valley Lane NE. The developer is proposing to extend the existing 250mm public sanitary main, located within Bow Valley Lane NE, to the west, and then north, within 11 Street NE and terminating adjacent to the southern portion of the DC site. This extension is anticipated to help facilitate future development of the adjacent proposed lots as per the subdivision plan (SB2020-0135).

### **Water Servicing**

Public storm utilities exist within McDougall Road NE, 11A Street NE and Bow Valley Lane NE.

## **Legislation and Policy**

### **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](#) (IGP). The proposal builds on the principles of the IGP by promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

### **Calgary International Airport Vicinity Protection Area (2009)**

A portion of the site is located within the 25-30 Noise Exposure Forecast (NEF) Contour, and the proposed land use district is compatible and does not have any prohibited uses within the 25-30 NEF contour.

The [Calgary International Airport Vicinity Protection Area](#) (AVPA) Regulation is intended to ensure compatible development around the Airport and Mitigate the impacts of Aircraft Noise through the prohibition of land uses. Buildings constructed on land in the Protection Area must comply with the acoustical requirements set out in the Alberta Building Code that are in force at the time the development permit relating to the building is issued.

### **Municipal Development Plan (Statutory – 2020)**

The subject site is located within the Residential - Developed - Inner City area as identified on Map 1: Urban Structure of the [Municipal Development Plan](#) (MDP). Policies for this area support appropriate transitions between adjacent areas, a variety of multi-residential housing types, and maximize front door access to the street and other public areas. Site within the Inner City Area may intensify particular in transition zones for higher density and local commercial



developments (3.5.2). The MDP supports a broader range of housing choices for all ages, income groups, family types and lifestyles (2.3.1)

The MDP encourages transit-supportive densities and uses in proximity to the Primary Transit Network by targeting residential and employment intensities within 400 metres of transit stops. A minimum threshold of 100 people or jobs per gross developable hectare are needed within walking distance of a transit network, approximately 400 metres or 5 minutes' walk, to support frequent transit service.

The proposal aligns with the MDP goal of encouraging a transit-supportive land use framework by locating population growth within walking distance of the Primary Transit Network. The proposal exceeds the minimum density target in the MDP, creates a pedestrian environment and contributes to a complete community. The proposal aligns with applicable city-wide policies and achieves a more compact city by accommodating a broader mix of housing and residents and by facilitating a more efficient use of existing infrastructure.

#### **Transit Oriented Development Policy Guidelines (Non-Statutory - 2004)**

The [Transit Oriented Development](#) (TOD) Policy Guidelines guides development of areas within 600 metres of an LRT or BRT station with walkable, mixed-use, transit-supportive land uses. The TOD area is intended to be characterized by a mix of uses, with medium density residential development as the predominant use. Commercial development in the area is intended to provide local access to retail shopping needs and contribute to the vibrancy, activity, and pedestrian connections to the surrounding area.

The proposal aligns with the TOD policy guidelines, and will contain mixed-use development that can be supported by transit. The proposed plan offers direct and easy-to-navigate pathway connections to the station and provides the opportunity to support a range of commercial uses that can provide daily services for the local residents.

#### **Climate Resilience Strategy (2018)**

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. This application proposes measures to support low or zero-emissions transportation modes by increasing density close to the LRT Station, in line with Program 5.6: Enable transit-oriented development along the Green, Red and Blue LRT lines. Further opportunities to align development of this site with applicable climate resilience strategies may be explored and encouraged at subsequent development approval stages.

#### **Bridgeland-Riverside Area Redevelopment Plan (Statutory – 1980)**

The subject site is defined as Non Family Oriented Development in the [Bridgeland-Riverside Area Redevelopment Plan](#) (ARP). The ARP has policies to ensure that proposed intensity would depend on the community context, and that the transportation network can accommodate the increased traffic. The ARP also includes policies stating that the safety of special needs groups in the community should be given consideration in any discussions on the need and location of crosswalks, signs, pedestrian corridors or corner bulbs on these streets.

The proposed policy amendments (Attachment 4) are crafted specifically to guide future development for this site. The proposed policy amendment includes provision on land uses, building height and massing, at-grade building interfaces, mobility, and interface with park space.



### **East Riverside Master Plan (2017)**

The [East Riverside Master Plan](#) provides a vision, core ideas, and urban design principles to guide developments. The site allows for development greater than ten storeys, with specific requirements for those developments to ensure that they are sensitive to surrounding development.

The proposal aligns with the Master Plan and achieves the key ideas, such as creating defined gateways and a strong neighborhood node, retrofitting existing streetscapes and new connections, providing park design and programming for all age groups, and providing higher density development and creating a distinctive place.