

LAND USE AMENDMENT
HAYSBORO - WARD 11
SOUTH OF HULL AVENUE SW & EAST OF HORTON ROAD SW
BYLAW 31D2014

MAP 21S

EXECUTIVE SUMMARY

This land use amendment proposes a redesignation of the subject site from Industrial – General (I-G) District to Multi-Residential – High Density High Rise (M-H3f6.0h90) District. The application is intended to allow for the redevelopment of the site with a transit-oriented high density multi-residential development with a range of support commercial multi-residential uses.

PREVIOUS COUNCIL DIRECTION

None

ADMINISTRATION RECOMMENDATION(S)

2014 March 13

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

RECOMMENDATION (S) OF THE CALGARY PLANNING COMMISSION

That Council hold a Public Hearing on Bylaw 31D2014; and

1. **ADOPT** the proposed redesignation of 0.56 hectares \pm (1.39 acres \pm) located at 8610 Horton Road SW (Plan 0213832, Block 3, Lot 4) from Industrial – General (I-G) District to Multi-Residential – High Density High Rise (M-H3f6.0h90) District, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 31D2014.

REASONS FOR RECOMMENDATION:

The proposed land use redesignation is in keeping with the goals of the Municipal Development Plan (MDP) to provide for the highest densities and tallest buildings in nodes along Urban Corridors where intersecting with other major transit streets or modes. With a direct pedestrian connection to the Heritage LRT station, the proposal conforms to several policy documents and studies that call for intensification of the surrounding station area. Further, the Multi-Residential – High Density High Rise (M-H3f6.0h90) District allows for a variety of residential built forms and an appropriate set of support commercial multi-residential uses in context to existing surrounding developments.

ATTACHMENT

1. Proposed Bylaw 31D2014
2. **Public Submissions**

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ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.56 hectares \pm (1.39 acres \pm) located at 8610 Horton Road SW (Plan 0213832, Block 3, Lot 4) from Industrial – General (I-G) District **to** Multi-Residential – High Density High Rise (M-H3f6.0h90) District.

Moved by: R. Honsberger

Carried: 8 – 0

Absent: G-C. Carra

Comments from Mr. Battistella:

- I support the application, but there is likely the ability of the site to support higher density than 6 FAR given its proximity to an LRT station. 9 FAR seems possible if no other infrastructure limitation would prevent it.

Comments from Ms. Wade:

- Future consideration for walkways and road improvements for the area as raised by the Community Association should be considered.

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Applicant:

Dallas Development Corporation Inc

Landowner:

Dallas Development Corporation Inc

Planning Evaluation Content	Issue	Page
Density <i>Is a density increase being proposed?</i>	Yes	1
Land Use Districts <i>Are the changes being proposed housekeeping or simple bylaw amendment?</i>	No	3
Legislation and Policy <i>Does the recommendation create capital budget impacts or concerns?</i>	No	4
Transportation <i>Do different or specific mobility considerations impact this site?</i>	No	5
Utilities & Servicing <i>Is the site in an area under current servicing review and/or has major infrastructure (water, sewer and storm) concern?</i>	No	6
Environmental Issues <i>Other considerations eg. sour gas or contaminated sites</i>	No	7
Growth Management <i>Does this site have the appropriate growth management direction?</i>	Yes	7
Public Engagement <i>Were major comments received from the circulation?</i>	No	7

*Issue - Yes, No or Resolved

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PLANNING EVALUATION

SITE CONTEXT

The subject site is located in the community of Haysboro adjacent to the south LRT line and Heritage LRT Station. The site is situated on the southern corner of the intersection between Hull Avenue SW and Horton Road SW. Macleod Trail S is situated in close proximity to the east of the site and Heritage Drive SW to the north of the site.

The subject site currently contains two auto-dealerships with a single storey building and shed with vehicular access from Horton Road SW.

Surrounding uses consist of the high density mixed-use London development adjacent and to the south of the subject site and a large vacant site with a commercial based land use district to the north. Smaller scale auto-related commercial uses are situated on Hull Avenue SW with large scale retail and office developments along Macleod Trail S. The low density residential community of Haysboro is situated across the LRT tracks to the west of the subject site.

Although the subject site is flat, Hull Avenue SW curves with a steep slope around the north and east sides of the site to intersect with Macleod Trail S. The steep slope is contained in a retaining wall along the eastern property line and situated on lands within the Hull Avenue SW right-of-way. The grade differential is such that the site is effectively removed from Macleod Trail S.

A new pedestrian bridge is currently under construction over the LRT and CP Rail tracks with an anticipated completion date in summer 2014. The bridge lands on the west side of the subject site adjacent to Horton Road SW and curves around the northern property line to end on Hull Avenue SW.

In 2007, the existing owner applied for a land use redesignation with the same residential density and building height as the current application. Calgary Planning Commission recommended approval of the land use amendment, but Council abandoned the application after deliberations on the Heritage Drive / Macleod Trail proposed interchange.

LAND USE DISTRICTS

The proposed land use is the Multi-Residential – High Density High Rise (M-H3f6.0h90) District with a floor area ratio of 6.0 and a height of 90 metres. The purpose of the M-H3 District is to allow for the development of high density multi-residential buildings on selected strategic parcels such as the subject site adjacent to a LRT station and on an Urban Corridor.

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The purpose of the land use amendment application is to redesignate the subject site from a low intensity industrial based district to a high intensity residential district. The proposal is in context to the existing surrounding developments and situated between two major transportation corridors; the south LRT Line and Macleod Trail S.

The proposed land use district, M-H3f6.0h90, is a suitable designation to meet these objectives. It allows for a variety of multi-residential built forms as well as a range of support commercial multi-residential uses at a total floor area ratio of 6.0. The support commercial multi-residential uses are restricted in size but with limited restriction on location within buildings.

The M-H3 District also requires a minimum density of 300 units per hectare and would result in a minimum of 168 units on the subject site. There is no maximum density specified in the M-H3 District, thereby allowing for greater flexibility in the number and size of residential units.

To achieve a higher residential density on the subject site, the proposed 90.0 metre building height is considered appropriate in context to the subject site's location and existing surrounding uses and built forms.

LEGISLATION & POLICY

Municipal Development Plan

The Urban Structure Map of the Municipal Development Plan (MDP) identified the land use typology of the subject site as *Urban Corridor*. This designation is due to the subject site's close proximity to Macleod Trail S, also classified as an *Urban Boulevard* in the Calgary Transportation Plan. Urban Corridors are streets providing for a high level of residential intensification along an Urban Boulevard Street type.

The MDP also calls for a minimum population density of 200 people per hectare, which is in keeping with the proposed M-H3f6.0h90 land use district proposed in this application.

Other Policy Documents (Non-Statutory)

Several studies have been conducted over time and a number of relevant policy documents apply to the Heritage LRT Station, which include the following:

- LRT South Corridor Land Use Study;
- Transit Oriented Development Policy Guidelines;
- Heritage Station TOD Station Area Master Plan; and,
- Office Feasibility Study for Calgary Transit – Heritage Station Bus Loop.

The abovementioned studies and policies identified the subject site as part of the Heritage LRT Station Area and earmarked the site for high density multi-residential development. The subject parcel has been identified as a site earmarked for Transit Oriented Development (TOD).

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To assist in the review of this land use redesignation application, Administration conducted an overview TOD assessment of the Heritage LRT Station Area. The assessment specifically focused on the feasibility of the density proposed in this application.

Due to the subject site's close proximity and direct pedestrian connection to the LRT Station, the proposed density and building height is appropriate in this core station area as well as in relation to the site's surrounding context.

TRANSPORTATION

Transportation Networks

There are several aspects from a Transportation Network perspective that impact the subject site positively and support the proposal for a high density multi-residential land use district. These aspects are the following:

- **Primary Transit Hub**

The Heritage LRT Station has been identified as a *Primary Transit Hub* in terms of the Calgary Transportation Plan (CTP). *Primary Transit Hubs* are major transfer centres between intersecting *Primary Transit Lines* and accommodates larger passenger volumes.

This land use amendment proposal is supported by the Transportation Goals of the CTP and more specifically the goal to increase public transit, cycling and walking as a preferred mobility choice through transit oriented land uses. A key direction of the CTP is also to direct land use change within a framework of nodes and corridors such as the Heritage Station Area, increasing population density and jobs within a 400 metres walking distance.

- **Primary Transit Network**

Both Macleod Trail and Heritage Drive SW are included in the City of Calgary's *Primary Transit Network*, where transit and land use decisions must be coordinated to provide for the appropriate intensification of uses.

- **Urban Boulevard**

Macleod Trail S is classified as an *Urban Boulevard*, which forms the backbone of higher density corridors and nodes. It supports the *Urban Corridor* land use typology for the highest level of intensification.

- **Arterial Street**

Heritage Drive SW is classified as an *Arterial Street* and provides vehicular access to the Heritage LRT Station and the Heritage Bus Loop. *Arterial Streets* are to provide a high quality environment for all modes of transportation.

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- **Primary Pedestrian Route**
Hull Avenue SW is identified as a *Primary Pedestrian Route* providing direct and easy access for pedestrians from the uses along Macleod Trail S to the Heritage LRT Station. This pedestrian route runs along the northern property line of the subject site and will be used extensively once the pedestrian overpass has been completed.
- **Pedestrian Bridge**
A new pedestrian bridge over the LRT and Canadian Pacific Rail (CPR) tracks is currently under construction and will provide a much needed and shortened pedestrian route to the LRT station.
- **Transit Oriented Development Node**
The subject site is situated in the area enclosed by the LRT / CPR tracks and Heritage Station to the west, Macleod Trail S to the east and Heritage Drive SW in close proximity to the north. This area has been identified as the Heritage Station *TOD Node* and calls for transit oriented land use development supported by the MDP and other studies/policies.

Transportation Impact Assessment (TIA)

During the review of the 2007 land use amendment application, a Transportation Impact Assessment was required and accepted by Administration.

For the current land use amendment application, a new TIA was not required at the land use stage. Administration, however requested a Transportation Consideration Letter and a current review of the initial TIA, which provided satisfactory details for the land use redesignation to proceed to Council.

Under a future development permit application when more details of the proposed density are available, a Traffic Impact Assessment will be required for review and acceptance by Transportation Planning.

Parking

A Parking Study was not required for this land use redesignation and will be determined at the time of a development permit application.

Access

Vehicular access to the subject site will be provided from Horton Road SW. The steep grade along Hull Avenue SW precludes any direct vehicular access.

Pedestrian Bridge

Developer contribution to the pedestrian overpass will be determined at the time of a development permit application.

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UTILITIES & SERVICING

All required services are available for the proposed land use redesignation. Due to the proposed increase in population density, a sanitary servicing study and fire flow test are required at the development permit stage. Any costs associated with the upgrading of site servicing will be at the expense of the Developer.

A storm sewer extension is required to service the site and will be completed during the development permit stage at the expense of the Developer.

ENVIRONMENTAL ISSUES

During the review of the 2007 land use amendment application, a Phase I and II Environmental Site Assessment was required and accepted by Administration.

For the current land use amendment application, a Letter of Commitment is required from the Applicant at the development permit stage to undertake the site remedial recommendations contained in the Remedial Action Plan #51497B prior to any stripping or grading of the subject site.

ENVIRONMENTAL SUSTAINABILITY

Not applicable

GROWTH MANAGEMENT

There are no Growth Management issues identified in the community of Haysboro.

PUBLIC ENGAGEMENT

Community Association Comments

The Community Association provided comments which are attached in APPENDIX II. The Association is in general support of this application, but has concerns with the larger area surrounding Horton Road SW and the LRT Station. Their concerns include comments on the inadequacy of existing road infrastructure, sidewalks and parking.

Citizen Comments

Several comments in support and against the application were received. Comments against the redesignation proposal were received mainly from the occupants of the London development situated directly to the south of the subject site. The comments received can be summarized as follows:

- A lack of and poor quality of sidewalks with unsafe pedestrian road-crossings;
- Insufficient road infrastructure with increasing traffic and a shortage of parking;

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- A saturated condominium market in the area due to the scale of the London development; and,
- The height of the building will obstruct views towards downtown Calgary.

Public Meetings

No public meetings occurred for this application.

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APPENDIX I

APPLICANT'S SUBMISSION

The subject site is located at 8610 Horton Road SW on the west side of Macleod Trail SW, south of Hull Avenue and east of Horton Road. The south branch of the LRT is just west of Horton Road with the Heritage LRT station almost directly west of the site, within walking distance. The proposed land use change is to allow for a mixed use development of a single high rise building with commercial/retail at grade and apartment above.

Currently the site is zoned I-2 under bylaw 2P80 and it is desired to change the zoning to M-H3 under new land use bylaw 1P2007. The balance of the submission presents arguments supporting this change.

Legislation and Policy

The proposal is in keeping with policies from several policy documents that relate to the Heritage/Horton vicinity. A major goal of the Calgary Plan is to increase mobility options for Calgarians, reduce their reliance on the automobile and increase transit use and locate new jobs closer to where people live and provide opportunities for housing located closer to employment. With the new Opus Campus located directly to the north of the subject site an opportunity is being created to locate people in close proximity and employment. Providing housing at higher densities close to the LRT stations is key to meeting this goal. In addition, the Employment Centre Strategy identifies the Heritage C-train station area as a secondary employment centre.

The Light Rail transit South Corridor Study identifies the subject site for high density residential. In February of 1980 the subject site had an approved FAR of 4, and was zoned for residential use. This study is almost 30 years old and since that time Calgary has experienced dramatic growth. As a comparison the new Beltline ARP had minimum base densities of 5 FAR in primarily residential areas and 8 in the mixed use corridor between 12 Avenue and CPR tracks.

The Transit Oriented Development Guidelines adopted by council in 2004 are intended to provide direction for the development of areas typically within 600 metres of Transit Stations. TOD creates a higher density area in order to optimize the use of existing transit infrastructure and to create mobility options for Calgarians. Key policy objectives include:

1. Ensuring transit supportive land uses
2. Increasing density around transit stations
3. Creating pedestrian oriented design
4. Making each station area a place
5. Managing parking, bus and vehicular traffic
6. Planning in context with local communities.

The proposed development in general is keeping with the TOD policy guidelines for this area.

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APPENDIX I

Site Context

The general area is characterized by older industrial use along Horton Road and low intensity commercial development along Macleod Trail. East of Macleod is extensive commercial/office development. Adjacent uses to the south a major mixed use development (London) that continues with low intensity commercial on Macleod and has 4 residential towers directly to the south of the subject site. To the north is small car wash, which is then adjacent to the approved Opus Campus. The Opus Campus is a 400,000 square foot commercial campus that will provide significant local employment opportunities for subject site. Directly to the west of the site area are a single storey bottle depot and then the tracks for the CPR and the LRT. It is being proposed that the future LRT bridge connect directly to the subject site, providing exceptional access to the Heritage LRT station from the subject site.

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APPENDIX II

Community Association Comments

From: "" <milos.holub@shaw.ca>
To: "" <cpag.circ@calgary.ca>
CC: "" <president@haysboro.org>, "" <maxine@betterdigs.ca>, "" <info@ward11calgary.ca>
Sent: July 31, 2012 10:05 PM
Subject: File Number: LOC2012-0050

Regarding the application for land use amendment from industrial to multi-residential for 8610 Horton RD SW:

The Haysboro Community Association is endorsing the application with the condition that the city will address the inadequacy of existing roads for the growing traffic as a result of the ongoing development in the area.

The concern for the community association is broader than just this particular location and has to do with the transition that is slowly taking place on Horton road. In particular, there is little to no sidewalk on Horton road despite expanding residential development: London towers, an approval for the new Opus Campus located directly north of the subject site, and now the present subject site requesting to change to multi-residential. The existing roads are not designed to accommodate TOD and will quickly become dangerous for walkers, cyclists, and ultimately drivers. Although the intent is to do TOD there are already signs that the volume of cars is impacting safety from traffic at intersections, and by the volume of parking on the curb of the road.

Can you please provide me with any information that the City has regarding planned upgrades to the impacted roadways and intersections. This would put the community association at ease prior to giving full endorsement on future developments in the area.

Regards,
Milos Holub
403.808.3356

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APPENDIX III

Transportation Consideration Letter



#310, 3016 - 5 Avenue NE
Calgary, Alberta T2A 6K4
T 403.273.9001
F 403.273.3440
www.wattconsultinggroup.com

The City of Calgary
Transportation Development Services, Transportation Planning
800 Macleod Trail SE
Calgary, Alberta
T2P 2M5

October 17, 2013
Our File: 3089.T01
Your File: LOC 2012-0050

Attention: Zoran Carkic, P.Eng.
Senior Transportation Engineer

Dear Zoran,

RE: 8610 HORTON ROAD LAND USE REDESIGNATION – TRANSPORTATION CONSIDERATIONS

In 2008, Watt Consulting Group (under the D.A. Watt Consulting name at that time) prepared a Transportation Impact Assessment (TIA) for Battistella Developments (the applicant on behalf of the owner, Dallas Developments) in support of a Land Use Redesignation application (LOC 2007-0125) of the property located at 8610 Horton Road SW (southeast corner of the Horton Road / Hull Avenue intersection). The TIA was approved by Transportation Development Services and the project had support from the Calgary Planning Commission before going to City Council. Unfortunately, the Land Use Redesignation was narrowly defeated at Council in October 2008. Dallas Developments has since resubmitted its Land Use Redesignation application to the City and it has been circulating through the City for the past 15 months. Watt Consulting Group (Watt) has been retained by Dallas Developments to provide transportation consulting services in support of the proposed land use redesignation (LOC 2012-0050) of the same property.

Since the proposed development is exactly the same as in the 2008 application, the City provided the developer with the options of either providing a letter from a professional transportation engineer certifying the validity of the site traffic generation of the 2008 TIA (with the understanding that a new TIA will be required at DP stage), or providing a new TIA at Land Use stage (with the understanding that a new TIA will not be required at DP stage). Given the uncertain timing for a development permit application, the developer has decided to proceed with the first option. The purpose of this submission is to provide the City with the noted letter to confirm the validity of the 2008 TIA.

2008 TIA

The 2008 TIA assessed background (or pre-development) and post-development operating conditions

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To: Zoran Carkic, The City of Calgary

October 17, 2013

Re: 8610 Horton Road Land Use Redesignation – Transportation Considerations

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at the intersections of Horton Road / Hull Avenue and Macleod Trail / Hull Avenue for the 2011 time horizon. The background traffic included 2008 traffic volumes, as well as full buildout traffic from the then already approved London at Heritage Station and Heritage Station Corporate Campus (referred to as Opus Campus at Heritage Station in 2008) developments. The site traffic in the 2008 TIA was based on the development intensities of 325 multi-family residential units and 10,000 ft² of commercial retail space. This translated to a total of approximately 125 trips in the a.m. peak hour and 155 trips in the p.m. peak hour. The multi-family residential trip generation rates used in the 2008 TIA are the same as the current City-approved multi-family TOD rates. Traffic from the proposed site was superimposed on the background traffic to establish the post-development traffic volumes. The post-development operating conditions indicated that the studied intersections will not be significantly impacted by the proposed development, as there are only slight increases in delays when compared to the pre-development scenario. The TIA also reviewed transit service and active modes in the vicinity of the site.

OPINION

A review of the most recent traffic volumes available from the City at the Horton Road / Hull Avenue (2011 City count) and the Macleod Trail / Hull Avenue (2010 City count) intersections confirmed that the traffic volumes on Hull Avenue are actually significantly lower than the 2011 background traffic volumes used in the 2008 TIA. This can be attributed to the partial development of London at Heritage Station and the yet to be developed Heritage Station Corporate Campus site. Nevertheless, we believe that the background traffic volumes used in the 2008 TIA are still applicable if the London and Corporate Campus developments were to be developed to their approved intensities. Since 2008, improvements have been made to Hull Avenue between Horton Road and Macleod Trail, which includes the widening of Hull Avenue west of Macleod Trail. In addition, a pedestrian link between the proposed site and the Heritage LRT Station is currently being constructed to aid pedestrian/cyclist connectivity across the tracks.

Watt Consulting Group has verified with Dallas Developments that the application currently in circulation has the same development intensities as the 2008 TIA. Hence, **the trip generation levels established in the 2008 TIA are still valid for the current application.** As noted earlier, **the proposed development will not significantly impact the area intersections** due to its low expected traffic generation. Therefore, **we concur that a new TIA is not required for the Land Use Redesignation application (LOC 2012-0050) currently before the City, with the understanding that a new TIA will be required for the development at DP stage.**

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To: Zoran Carkic, The City of Calgary

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Re: 8610 Horton Road Land Use Redesignation – Transportation Considerations

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We trust that this letter satisfactorily summarized our opinion. Please contact the undersigned or Simon Kong of our office if you need clarification on any aspect of this letter.

Sincerely,
Watt Consulting Group



Nick Finn, M.Sc., P.Eng.
Principal
Transportation

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Project Manager
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skong@wattconsultinggroup.com

Copy: Gary Miller, Dallas Developments



October 17, 2013

