

New Policy: Chinook Station Area Redevelopment Plan (Wards 9 and 11)

EXECUTIVE SUMMARY

The purpose of this report is for Calgary Planning Commission to receive the *Chinook Station Area Redevelopment Plan (The Plan)*, for information and to have an opportunity to provide formal comments on *The Plan*. Comments provided will be included as an attachment to the report on *The Plan*, to be presented at the 2018 November 5 Standing Policy Committee on Planning and Urban Development. The *Chinook Station Area Redevelopment Plan (The Plan)* is a new statutory policy plan, guiding redevelopment in the Chinook-Manchester area. Policies found within *The Plan* will support transit oriented development (TOD) in the area surrounding the Chinook Primary Transit Hub which consists of the Light Rail Transit (LRT) station and bus hub.

The new *Chinook Station Area Redevelopment Plan* will align the Plan Area boundary with the Major Activity Centre (MAC) boundary identified in the *Municipal Development Plan (MDP)* replacing the non-statutory *Chinook Station Area Plan* (2008) and the statutory *Manchester Area Redevelopment Plan* (2003). *The Plan* is to be read in conjunction with the *Developed Areas Guidebook*, contained in Volume 2, Part 3 of the MDP. The new Plan Area boundary also incorporates land Council directed Administration to investigate incorporating in the Chinook Station Area Plan (CPC2008-067).

Administration is also proposing to bring forward City-initiated land use redesignations following adoption of *The Plan*. These redesignations would allow Administration to pilot a Direct Control District on limited properties within the new Employment – Industrial Flex building block, as standard districts in the Land Use Bylaw (1P2007) do not currently provide opportunities for a mix of residential, industrial and commercial uses in the same development.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission receive this report for information.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2008 June 09, at the Combined Meeting of Council, Council adopted CPC Recommendation 5 contained in Report CPC2008-067, which directed Administration to investigate and consult with land owners on the opportunity to extend the plan boundary to 2 Street SE, adjusting the east boundary to 2 Street SE between 58 Avenue and Glenmore Trail.

BACKGROUND

Land within the proposed *Chinook Station Area Redevelopment Plan* is currently located in the non-statutory *Chinook Station Area Plan* (2008) and the statutory *Manchester Area Redevelopment Plan* (2003). The remainder of land in the proposed Plan Area, located primarily to the east of the freight rail corridor, has no local area plan. A number of land use amendments in this area have already redesignated land from general industrial development to uses with higher intensities such as industrial commercial and office uses.

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Calgary Planning Commission
2018 October 04

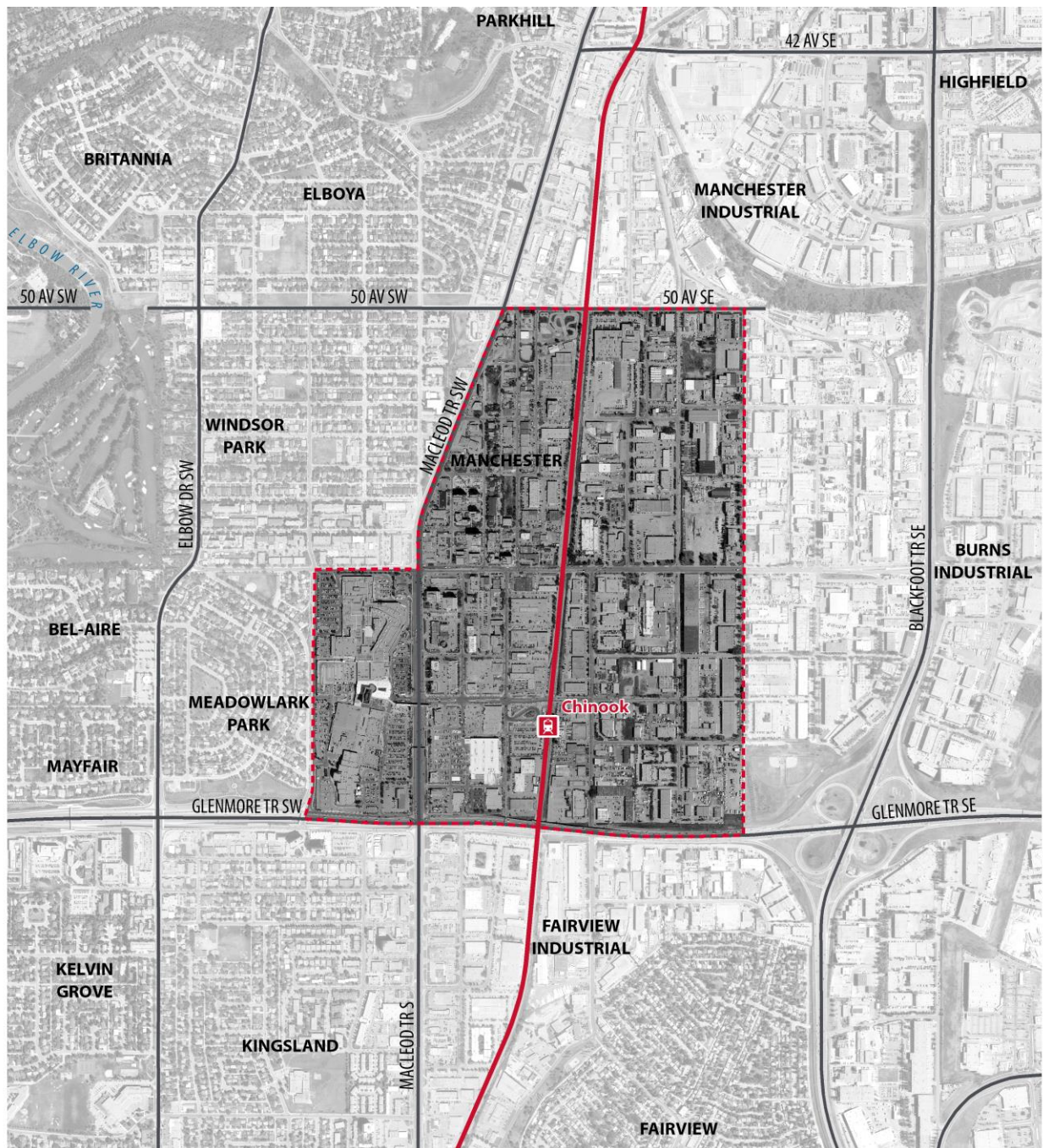
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Limited TOD redevelopment east of Macleod Trail SW has occurred since the *Chinook Station Area Plan* was approved in 2008. The new plan provides concise and clear, yet flexible policy guidance for redevelopment in the Chinook-Manchester area. The *Chinook Station Area Redevelopment Plan* will holistically guide redevelopment within the Major Activity Centre, which is expected to see significant intensification over time. The new Employment – Industrial Flex building block proposed to be added to the *Developed Areas Guidebook* (CPC2018-1002) (PUD2018-1022) will support innovative industrial practices.

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Location Map



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Site Context

The Plan Area, consisting of approximately 183.7 hectares (453.9 acres) of land, is located in south Calgary north of Glenmore Trail S, south of 50 Avenue S, east of 4 Street SW and west of 2 Street SE. It is bisected by Macleod Trail SW. Chinook-Manchester refers to two areas: Chinook is the portion of the Plan Area located to the south of 58 Avenue SW and west of the LRT right-of-way and Macleod Trail SW; Manchester refers to the remainder of the Plan Area. CF Chinook Centre is located within the community of Meadowlark Park; the remainder of the Plan is located within Manchester Industrial. The greater Manchester Industrial area comprises the remainder of the Plan Area and continues to the north and east of the Plan Area. Residential communities of Windsor Park and Kingsland are located to the north and south, respectively. Fairview Industrial is located to the south.

A freight rail corridor and the LRT Red Line run north-south through the Plan Area. The Chinook LRT station and bus loop is located south of 61 Avenue SW.

The Plan Area boundary aligns with the boundary of the Major Activity Centre in the *Municipal Development Plan*. As of 2017, over 16,400 people are employed within the Plan Area and just over 900 people reside within the Plan Area; all residents are located in the Manchester West policy area, to the north of 58 Avenue S and west of the freight corridor.

Plan Area	
Population	920
Jobs	16,477

Source: The City of Calgary 2017 Census

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed policy plan will guide TOD redevelopment in Chinook-Manchester. Further information on how this proposal aligns with applicable policies is found in the Strategic Alignment section of this report.

In 2008, Council directed Administration to investigate and consult with landowners on the opportunity to extend the plan boundary of the *Chinook Station Area Plan* east to 2 Street SE in the area between 58 Avenue SE and Glenmore Trail SE. A number of recent land use redesignations to intensify industrial land to the east of the *Station Area Plan* boundary, lead Administration to determine this was the opportune time to update the *Station Area Plan* policy and plan boundary.

As part of Administration's initial review, it was determined that expanding the boundary of the Station Area Plan to match that of the Major Activity Centre would provide a consistent policy framework for the entire Major Activity Centre, rather than areas with a statutory plan, areas with a non-statutory plan and area in the Major Activity Centre without any local area plan. In 2017 March, landowners were engaged regarding a number of boundary options and supported an expansion of the boundary to match the Major Activity Centre.

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The creation of a new statutory policy to guide redevelopment in Chinook-Manchester will provide a consistent policy framework for the Major Activity Centre that aligns with the *Developed Areas Guidebook*. The proposed plan will also clearly identify existing industrial land within Manchester that is appropriate for intensification.

Administration is also recommending that Council direct Administration bring forward City-initiated land use redesignations for limited properties within the Employment – Industrial Flex building block area of the plan. As no standard district in the Land Use Bylaw (1P2007) would allow for this innovative combination of residential, commercial, and low-impact industrial uses, a Direct Control District would need to be developed to support this building block. City-initiated land uses would allow Administration to work internally as well as with landowners and industry groups to develop a Direct Control District that considers multiple parcels and different contexts within the area. Once established the Direct Control District could eventually be adapted into a new Industrial Flex stock district. Administration will investigate appropriate locations for redesignation and engage with landowners throughout the process.

Planning Considerations

Policy Overview

The Plan Area includes a portion of the Manchester Industrial area, the land around the Chinook Primary Transit Hub and CF Chinook Centre, as such the area is referred to in the policy plan as Chinook-Manchester. Chinook-Manchester will be an employment focused, mixed-use Major Activity Centre anchored by the Chinook Primary Transit Hub. Residents, employees and visitors to Chinook-Manchester will be able to choose to safely walk, bike, take transit or drive within the area. Direct multi-modal connections will ensure mobility choices for individuals to downtown and the rest of Calgary.

Development in Chinook-Manchester will include a broad range of retail, commercial, office, industrial and residential uses at higher intensities supported by the Plan Area's proximity to downtown. The High Street along 61 Avenue SW will have street-oriented buildings with active uses, connecting CF Chinook Centre with the Chinook Primary Transit Hub. Strengthened pedestrian and bicycle connections from Manchester to the Chinook LRT station will enhance active modes connectivity within the Plan Area.

Flexible low-impact industrial development will support innovation and economic growth in emerging sectors. Office industrial and general industrial uses will continue east of the LRT line, continuing to intensify over time.

Policy Areas

Land use policy in *The Plan* is organized geographically by policy areas, unique areas that each contribute to the Major Activity Centre in Chinook-Manchester.

Chinook Hub is the heart of the Major Activity Centre and TOD in Chinook-Manchester. Mixed-use development including retail, residential and office uses will be located in the Hub; the High Street along 61 Avenue SW will provide pedestrians with a vibrant area with active uses, and a direct and convenient link from the LRT station to CF Chinook Centre.

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Manchester West is currently a small residential area with existing low, medium and high density residential that will grow over time as new multi-residential development occurs. The eastern edge of Manchester West will act as a transition area between residential and industrial development, providing opportunities to combine industrial working spaces and living spaces in a low-impact industrial setting. This could include spaces for artists and small-scale industrial fabrication and manufacturing that creates minimal nuisance on neighbouring development. Makerspaces that provide workspace, tools and support for emerging businesses have been successful in cities such as Vancouver, San Francisco and Los Angeles. These makerspaces contribute to the evolution of industrial areas by providing lower-cost opportunities for emerging businesses to develop their ideas and products within a shared space.

The Manchester Employment Area provides opportunities for a variety of industrial and office jobs with supportive commercial and retail uses along Centre Street S. Opportunity for limited residential development is available along 61 Avenue SE and Centre Street S.

A density bonus system for designated areas west of the LRT and freight corridor has been included to balance higher density development with the provision of appropriate public benefits and amenities. Density can be voluntarily increased through the provision of publicly accessible private open space, contributions to a Community Enhancement Fund (Attachment 2), the provision of Affordable Housing Units, or the provision of Community Amenity Space. Without the use of the bonusing provisions, land within the Plan Area can be developed economically and meet the MDP target for a Major Activity Centre without the necessity of bonusing.

Land Use

Development in Chinook-Manchester will include a variety of building types and vertical and horizontal mixed uses. Buildings blocks found within *The Plan* are based on those established in the *Developed Areas Guidebook*. Each building block has a range of land use districts that can be applied at the land use amendment stage, depending on site context, attributes and development desires. Policies within *The Plan* provide direction as to appropriate land use and built form.

The following building blocks are found in *The Plan*:

Community – Centre: allows for development from six to 10 storeys with opportunities for horizontally and vertically mixed-use. Development above 10 storeys is possible where allowed in a Direct Control District at the time of approval of *the Plan* or in accordance with density bonusing found in the plan.

Community – High Density: allows a wide range of uses including residential, retail, office and hotel of 10 or more storeys.

Community – Centre / Community – High Density: this area allows for a combination of the two building blocks, with development ranging from six to greater than 15 storeys. Development above 15 storeys can be accommodated at the discretion of the Approving Authority.

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Employment – Intensive: this building block will contribute to the intensification of the Plan Area through retail jobs at CF Chinook Centre and office and industrial jobs to the east of the LRT line.

Employment – Industrial / Employment – Intensive: this area allows for a combination of the two building blocks, allowing for general industrial and office uses that will intensify over a longer timeframe.

Employment – Industrial Flex: provides opportunities for industrial working spaces and residential in a low-impact industrial setting.

Transportation Networks

Safe and accessible mobility choices in Chinook-Manchester will support a thriving Major Activity Centre. Goods movement will be maintained, while providing pedestrians and cyclists with direct and accessible connections within and beyond Chinook-Manchester.

The Chinook LRT Station and bus hub together form the Chinook Primary Transit Hub, a major transfer point between two modes of transit. Direct and convenient access to light rail and busses will support residents, employees and employers in the area. The High Street along 61 Avenue SW has recently been upgraded; future pedestrian-oriented development will be supported by wider sidewalks and landscaping along that street.

Parking policies aim to provide adequate parking for residents, employees and visitors to Chinook-Manchester in a form that minimize negative streetscape impacts for pedestrians.

Transportation modelling was completed as part of the development of *The Plan*.

Utilities and Servicing

Policies regarding utility infrastructure can be found in the *Developed Areas Guidebook*.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, landowners were circulated information about the policy project when the process started. A project page for *The Plan*, located on The City's Engage Portal throughout the planning process.

Landowners and residents of Chinook-Manchester along with internal and external stakeholders were engaged through pop up events, meetings, an open house and online engagement throughout the project.

In March 2017, two pop-up, in-person events were held: one at CF Chinook Centre and one at the Chinook LRT station. An open house and a landowner meeting were also held in March 2017 to inform the plan vision and boundary. Online engagement was conducted in November 2018 to solicit feedback on the draft vision, and in April/May 2018 to gather input on the draft plan.

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Public engagement response has been minimal, with the exception of the pop-up events. Various advertising methods were used to make landowners and residents aware of engagement events including mail drops, social media advertisements, bold signs, targeted advertising at Calgary Housing complexes and communication with the area Councillor.

Additional engagement included meetings with Calgary Economic Development, researchers and students from the Faculty of Environmental Design at the University of Calgary, and the Industrial Working Group which is comprised of members of industry and Administration. Meetings with individual landowners were held upon request to discuss the draft policy and its implications to their land. Please see Attachment 3 for a summary of the engagement that occurred during the planning process.

Calgary Planning Commission's recommendation and the date of the Public hearing will be advertised.

Strategic Alignment

The *Chinook Station Area Redevelopment Plan* is to be read in conjunction with the *MDP* Volume 1 and the *MDP* Volume 2, Part 3: *Developed Areas Guidebook*, the *Calgary Transportation Plan*, the *South Saskatchewan Regional Plan* and other City of Calgary policy and guiding documents.

Land within *The Plan* will be aligned with the Established Area Growth and Change Strategy and Industrial Initiative of the Industry/City Work Plan.

South Saskatchewan Regional Plan (Statutory, 2014)

The sites are located within the 'City, Town' area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. While the SSRP makes no specific reference to these sites, the proposal is consistent with policies on Land Use Patterns.

Municipal Development Plan (Statutory, 2009)

The Plan Area is identified as a Major Activity Centre on Map 1: Urban Structure in the *MDP*. Major Activity Centres provide a major mixed-use destination centre and are located along the Primary Transit Network. Major Activity Centres will have the highest density and building heights outside of the Centre City, with the broadest range of land uses, to achieve a minimum intensity threshold of 200 jobs and people per gross developable hectare. Major Activity Centres should be developed to provide opportunities for people to work, live, shop, recreate, be entertained and meet their daily needs. Development must create a high-quality environment with amenities for a comfortable street environment.

Chinook Station Area Plan (Non-statutory, 2008)

If Council were to approve Recommendation 1 of this report, the *Chinook Station Area Plan* will be rescinded and replaced with the *Chinook Station Area Redevelopment Plan*.

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Manchester Area Redevelopment Plan (Statutory, 2003)

If Council were to approve Recommendation 2 of this report, the *Manchester Area Redevelopment Plan* will be rescinded and replaced with the *Chinook Station Area Redevelopment Plan*.

Social, Environmental, Economic (External)

The proposed plan will guide development in the Chinook-Manchester area towards the creation of a thriving Major Activity Centre.

Social

The Plan aims to create a thriving Major Activity Centre with opportunities to live, work and play. The policy will better connect residents of Manchester with the Chinook LRT Station, providing more social cohesion for current and future residents of the area.

Economic

Chinook-Manchester is an employment focused Major Activity Centre in close proximity to downtown, providing opportunities for economic development through intensification. The new Employment – Industrial Flex building block will allow for a combination of industrial working spaces and living space in a low-impact industrial setting. Opportunities for artesian and small-scale industrial fabrication and manufacturing will support emerging technology and local start-up business.

Environmental

Energy policies in *The Plan* provide opportunities to achieve policy objectives of the *MDP* to expand renewable and low carbon energy generated in Calgary. Policy speaks to opportunities for low carbon energy technologies including solar energy and district energy opportunities. The southeast portion of the Plan Area is located within the setback for The City of Calgary's non-operating Springbank Landfill. The Subdivision and Development Regulation prohibits certain uses (residences, food establishments, schools and hospitals) from being located within 300 metres of the parcel boundary from a landfill site without a variance to the setback. Where a variance to the SDR is requested by an applicant, the request will undergo a review by Administration to determine if it is appropriate to apply to the Province for consent to vary the setback.

The City has developed a setback variance protocol to guide the review and processing of applications that propose restricted uses with legislated setbacks. The setback variance process helps to assess the actual risks of a potential development.

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Financial Capacity

Current and Future Operating Budget:

There are no known impacts to the current and future operating budget at this time.

Current and Future Capital Budget:

The proposed plan does not trigger capital infrastructure investment at this time.

Risk Assessment

The Chinook Station Area Redevelopment Plan should not be approved until updates to the *Developed Areas Guidebook* related to the Employment – Industrial Flex building block are approved. A delay or lack of support of the Employment – Industrial Flex building block would require a deferral of the Chinook Station Area Redevelopment Plan. The updates to the *Developed Areas Guidebook* were presented at Calgary Planning Commission (CPC2018-1002) on 2018 September 20 for information and at the Standing Policy Committee for Planning and Urban Development on 2018 October 1 (PUD2018-1022) with a recommendation of approval.

REASON(S) FOR RECOMMENDATION(S):

Administration recommends that Calgary Planning Commission receive this report for information as an opportunity for consultation. Input provided from Calgary Planning Commission will be included as an attachment to the *Chinook Station Area Redevelopment Plan* report to be presented to the Standing Policy Committee on Planning and Urban Development on 2018 November 05.

ATTACHMENT(S)

1. Proposed Chinook Station Area Redevelopment Plan
2. Chinook-Manchester Community Enhancement Fund Terms of Reference
3. Engagement Summary Report