

Planning & Development Report to
Calgary Planning Commission
2018 January 24

ISC: UNRESTRICTED
CPC2019-0070

Land Use Amendment in Bridgeland-Riverside (Ward 9) at 950 McPherson Square NE, LOC2016-0193

EXECUTIVE SUMMARY

This land use amendment application was initially submitted on 2016 July 20, by Real Estate & Development Services (RE&DS) of The City of Calgary. An updated land use amendment application was resubmitted on 2018 July 23, by O2 Planning and Design, on behalf of the developer, JEMM Properties, with authorization from the landowner, The City of Calgary. The application proposes to redesignate the subject parcel from DC Direct Control District based on *Land Use Bylaw 2P80* to DC Direct Control District based on the Mixed Use – General (MU-1) District of *Land Use Bylaw 1P2007* to allow for:

- transit supportive mixed-use development;
- a maximum building height of 50.0 metres or approximately 15 storeys (an increase from 26.0 metres or approximately eight storeys);
- a maximum floor area ratio (FAR) of 5.5, where two publicly accessible private open spaces are provided (the existing district has no maximum FAR);
- tiered vehicle parking requirements that account for the site's context; and
- the uses listed in the MU-1 District.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.37 hectares ± (0.92 acres ±) located at 950 McPherson Square NE (Plan 0512930, Block 7, Lot 2) from DC Direct Control District **to** DC Direct Control District to accommodate transit supportive mixed-use development, with guidelines (Attachment 1); and
2. Give three readings to the proposed bylaw.

PREVIOUS COMMITTEE DIRECTION / POLICY

At the 2018 December 13 Calgary Planning Commission meeting, the following motion was brought forward and carried by Calgary Planning Commission:

That with respect to **Corrected** Report CPC2018-1380, the following be approved:
That Calgary Planning Commission refer the report back to Administration, in order to work with the applicant on including Transportation Demand Management (TDM) measures within this DC Direct Control District, and return to the Calgary Planning Commission no later than 2019 January 24.

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BACKGROUND

This land use amendment application was initially submitted on 2016 July 20, by Real Estate & Development Services (RE&DS) of The City of Calgary. An updated land use amendment application was resubmitted on 2018 July 23, by O2 Planning and Design, on behalf of the developer, JEMM Properties, with authorization from the landowner, The City of Calgary.

The updated land use amendment application was brought forward to Calgary Planning Commission with a recommendation of refusal on 2018 December 13. As outlined in CPC2018-1380, while Administration was generally supportive of the anticipated transit supportive mixed-use development outcome in proximity to an existing LRT station, Administration could not support the application based on outstanding issues with the use of a Direct Control District. The previous report is included as Attachment 5 to provide additional background. At the 2018 December 13 Calgary Planning Commission meeting, following a formal presentation and questions, Calgary Planning Commission referred the report back to Administration and provided direction to work with the applicant to develop an updated DC Direct Control District that included TDM measures.

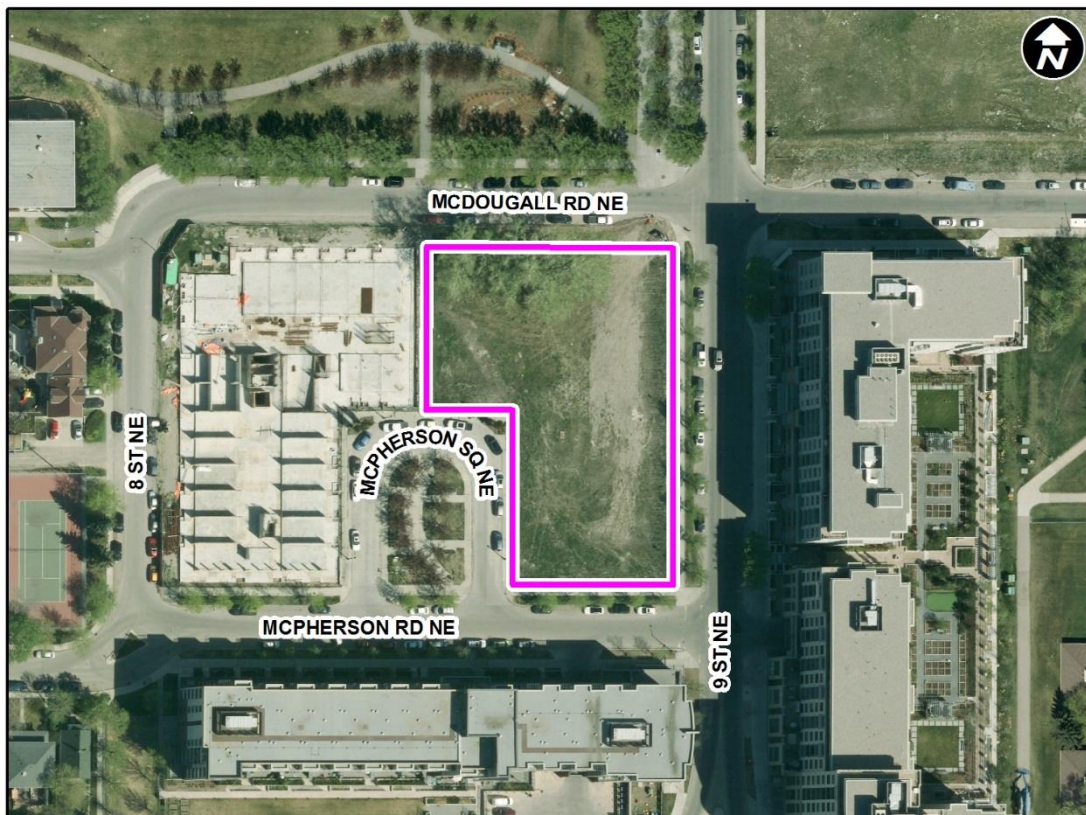
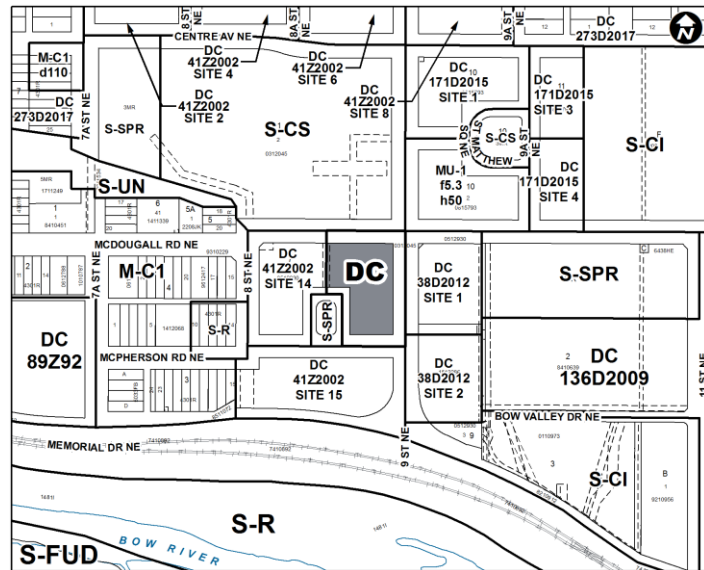
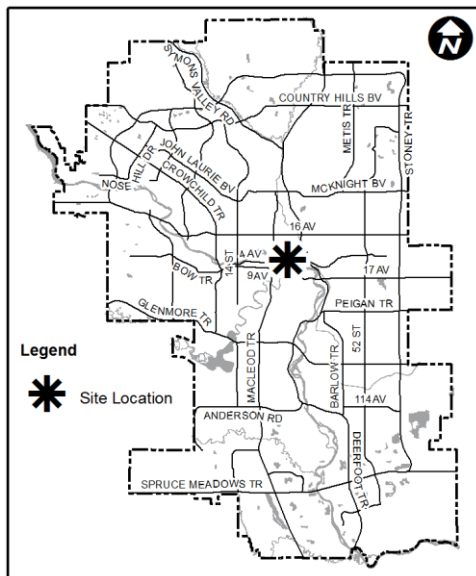
With this referral and direction provided by Calgary Planning Commission, Administration proceeded to work collaboratively with the applicant in 2018 December and 2019 January, as outlined in the applicant's submission (Attachment 2), to develop a mutually acceptable proposed DC Direct Control District for the site.

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Location Maps



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Site Context

The subject site is located in the northeast community of Bridgeland-Riverside. Following the demolition of the Calgary General Hospital in 1998, the subject site and adjacent City owned lands were part of a City initiated policy plan known as The Bridges. The overall area of The Bridges is 14.9 hectares and is comprised of 16 sites, envisioned to be developed over three phases. Since the approval of The Bridges plan in 2002, a significant amount of redevelopment has occurred, both in terms of private residential and commercial development, as well as development of public parks and community facilities. The Bridges plan is near completion with the exception of four undeveloped sites in Phase 3, including the subject site.

Presently vacant, the parcel encompasses an area of 0.37 hectares \pm (0.92 acres \pm). The subject site is located within a 200 metre radius of the Bridgeland-Memorial LRT Station, walking distance to local commercial services, significant park spaces, and with easy access to the downtown core.

Lands to the north comprise of Murdoch Park, which houses the Bridgeland-Riverside Community Association building, community gardens, a playground, playfields, multi-use pathways, and a surface parking lot. To the east, a mixed-use development consisting of one seven-storey and one 11-storey building exists. To the south, a six-storey mixed-use development exists. Lands to the west are partially developed and were intended for a six-storey multi-residential development. Directly northeast of the subject site, a land use amendment application, CPC2018-0968 (LOC2018-0059), to redesignate the site from DC Direct Control District to the MU-1f5.3h50 District was recently approved by Council in 2018 December.

As identified in *Figure 1*, Bridgeland-Riverside's peak population was in 2017, reaching 6,332 residents.

Figure 1: Community Peak Population

Bridgeland-Riverside	
Peak Population Year	2017
Peak Population	6,332
2017 Current Population	6,332
Difference in Population (Number)	0
Difference in Population (Percentage)	0

Source: *The City of Calgary 2017 Civic Census*

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

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration.

Land Use

Existing Land Use

The subject site is identified as 'Site 13' in the existing DC Direct Control District (Bylaw 41Z2002). The existing DC Direct Control District from 2002 was intended to implement The Bridges redevelopment in accordance with the *Bow Valley Centre Concept Plan*. In addition to allowing for multi-residential development, the provisions of this DC District include:

- a range of minimum yard depths specific to adjacent street interfaces;
- a maximum building height of eight storeys, not exceeding an overall building height of 26.0 metres;
- a maximum density of 321 units per hectare (130 units per acre);
- specific guidelines for building orientation and design;
- a parking ratio of 0.9 stalls per Dwelling Unit, as per *Land Use Bylaw 2P80*;
- a parking ratio of 2.0 stalls per Live Work Unit; and
- no vehicular access from 9 Street NE or McPherson Square NE.

Proposed Land Use

To facilitate a transit supportive mixed-use development, this application proposes to redesignate the site from the existing DC Direct Control District to a proposed DC Direct Control District based on the Mixed Use – General (MU-1) District of *Land Use Bylaw 1P2007* (Attachment 1). The proposed DC District is intended to allow for:

- transit supportive mixed-use development;
- a maximum building height of 50.0 metres;
- a maximum floor area ratio of 5.3, that can be increased to 5.5, where two publicly accessible private open spaces no less than 100 square metres each, are provided;
- tiered vehicle parking requirements that account for the site's context; and
- the uses listed in the MU-1 District.

Parking Requirements in the Proposed DC District

The tiered vehicle parking requirements at the centre of this proposed DC District connect specific Transportation Demand Management (TDM) measures to specific parking requirement reductions. The minimum number of motor vehicle parking stalls for Dwelling Units and Live Work Units begins at 0.575 stalls per unit at the highest tier. However, as additional TDM

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measures and requirements are implemented, the required minimum motor vehicle parking for these specific residential uses is incrementally reduced to the lowest tiered rate of 0.25 stalls per unit. The proposed tiered vehicle parking requirements for these residential uses find common ground between Administration and the applicant by minimizing risks, connecting actual TDM measures to specific reductions to parking requirements, and allowing additional discretion to be exercised at the development permit stage by the Development Authority.

Within the proposed DC District, visitor motor vehicle parking requirements are proposed at a rate of 0.05 stalls per unit. Visitor motor vehicle parking requirements can be further reduced in conjunction with parking stalls for commercial uses, where a parking study that addresses on-site, shared-use commercial and visitor parking stalls is provided at the development permit stage and the recommendations of that report are implemented. Certain commercial uses outlined in the proposed DC District do not require a minimum number of vehicle parking stalls. For all other uses, and given the site's proximity to an existing LRT station, a 25.0 per cent reduction is applied to the minimum requirements referenced in Part 4 of *Land Use Bylaw 1P2007*. This parallels the existing reductions in place in the base M-U1 District when uses are located in a building within 600.0 metres of an existing or approved capital funded LRT platform or within 150.0 metres of frequent bus service to encourage transit supportive development. An additional 25.0 per cent reduction to these minimum requirements for all other uses can be applied when angled parking is provided along the western side of 9 Street NE between McDougall Road NE and McPherson Road NE or alternative TDM measures are provided at the development permit stage to the satisfaction of the Development Authority.

Active Transportation Provisions in the Proposed DC District

To ensure that future development at this subject site also supports active modes of travel, where a minimum of 50.0 per cent of required class 1 bicycle parking stalls are provided as bicycle lockers, certain areas of a building are excluded from the calculation of gross floor area for a building to a cumulative maximum of 0.5 FAR. The intent of this provision is to incentivize providing a higher standard and more secure form of bicycle parking stalls – class 1 than are typically provided in mixed-use developments. It also accounts for the reality that the provision of lockers will increase the overall area required for class 1 bicycle facilities in a development. The proposed DC District also outlines a specific provision to ensure class 1 bicycle facilities are provided for the exclusive use of commercial tenants of the building to support active modes of travel to and from future commercial uses on site. The proposed DC District as part of its tiered approach to incrementally reduced vehicle parking requirements, also outlines the provision of a higher rate of class 1 bicycle parking stalls (a minimum of 1.25 class 1 bicycle stalls per unit) than the base M-U1 District, and the provision of a bicycle repair facility as part of future development.

Given the provisions contained in the proposed DC District, it now meets the intent of section 20(2) of the *Land Use Bylaw 1P2007* and is supported by Administration.

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Development and Site Design

Given the site's central location along a key north-south corridor in the community of Bridgeland-Riverside, future mixed-use development will need to account for and address 9 Street NE with active commercial uses and/or active building design. The unique parcel shape will also require that design considerations ensure that all building edges enhance the public realm and address adjacent streets and park spaces. Any future development permit will require detailed shadow studies to understand and minimize their shadowing of the adjacent Murdoch Park's active use areas.

Transportation

Pedestrian access to the site is available from 9 Street NE, McPherson Square NE, McPherson Road NE, and McDougall Road NE. Vehicular access to the site should not be taken from 9 Street NE. The subject site is located approximately 100 metres to the Calgary Transit bus route 90 on 9 Street NE. The walking distance to the Bridgeland-Memorial LRT station platform is approximately 200 metres from the southeast corner of the site.

A Traffic Impact Assessment (TIA) was not submitted, as a previous TIA that included this site was submitted and reviewed recently for the site directly NE of the subject site as part of CPC2018-0968 (LOC2018-0059). A parking rationalization letter was submitted to support this application through outlining general trends and concepts in parking requirements.

The proposed DC District is intended to implement a tiered approach to incrementally reduce motor vehicle parking requirements in conjunction with TDM measures. Similar to the assessments that would be completed at the development permit stage, this proposal provides a level of certainty to both Administration and the applicant. The proposed DC District provides tiered vehicle parking requirements separately for residential, visitor, and all other uses. Through connecting specific TDM measures and requirements to individual parking reduction tiers, the proposed DC District supports reduced parking requirements that can be realized at the development permit stage. TDM measures and requirements proposed include higher rates of bicycle parking stalls – class 1, the provision of bicycle lockers and a bicycle repair facility, an upgrade to the existing pedestrian crossing at 9 Street NE and McPherson Road NE in conjunction with a Rectangular Rapid Flashing Beacon (RRFB), and the dedication of stalls for car-sharing services, among other measures.

The proposed tiered vehicle parking requirements identifies the opportunity to provide angled parking along the western portion of 9 Street NE between McDougall Road NE and McPherson Road NE to support future at-grade commercial businesses and provide additional parking opportunities for the community. The structure of the proposed DC District also enables discretion by the Development Authority at the development permit stage to evaluate the parking requirements for the specific proposed uses in conjunction with the development permit-level details provided.

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Utilities and Servicing

Sanitary sewers are available to service the development. At the development permit stage, a sanitary servicing study must be submitted by the applicant to determine whether off-site upgrades are required.

Water mains are available to service the development. At the development permit stage, a fire flow calculation letter must be submitted by the applicant to determine whether off-site upgrades are required. Storm sewers are available to service the proposed development.

Stakeholder Engagement, Research and Communication

Communications

In keeping with Administration's standard practices, the application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent land owners and the application was advertised online through Planning and Development Map (PDMaP).

Following the 2019 January 24 Calgary Planning Commission meeting, notifications for the Public hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

Applicant-led engagement

The applicant led their own engagement program, which included three meetings with the Bridgeland-Riverside Community Association (BRCA) in 2018 July, 2018 August and 2018 October respectively, and one information session in 2018 November. The applicant delivered postcards to adjacent residents in advance of the information session, provided posters for nearby businesses, installed a bold sign at the BRCA hall, and developed a project website. Administration attended one of the meetings, and the information session to share information of the planning review process and answer questions. Comments heard during these engagements paralleled key themes received directly by Administration as a result of notice posting and circulation that are summarized below.

The applicant has also provided a summary of their engagement efforts, which can be found in Attachment 3.

City-led engagement

Administration assessed the application and it was deemed that additional City-led engagement was not required. Administration received 15 letters regarding the application and three letters from the Bridgeland-Riverside Community Association. Comments from the BRCA regarding the updated application resubmission were received on 2018 August 20. An additional letter from the BRCA was received on 2018 November 20 regarding the amended application and an email received 2018 December 3 regarding the proposed DC. The comments from the BRCA can be found in Attachment 4.

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Following the referral of CPC2018-1380 back to Administration in order to work with the applicant on an updated proposed DC District that includes TDM measures, Administration kept ongoing communication with BRCA to provide updates on the revised DC District.

What we heard / what we did

In response to the notice posting, and circulation of the updated land use amendment application, 15 letters of objection were received regarding the proposed application. It is important to note that additional letters of opposition were received as part of the initial land use amendment application in 2016 by RE&DS. They are not directly referenced in this report as the scope and scale of the application has been updated.

The main reasons for opposition that were received by Administration are summarized in the table below. As no development permit has been submitted at this time, certain comments were outside the scope of the proposed land use amendment application.

Key Themes	What we heard (issue or opportunity identified)
Building Height	<ul style="list-style-type: none"> • Bridgeland is not intended for high rises as other communities, such as the East Village; • The community assumed the existing height would stay in place, and that expectations should be kept; • Allowing increased height would affect the unique character of the community; • An increase to the height from the initial proposed height of 30 metres is unacceptable; • The original vision for The Bridges called for medium density; • Low profile buildings fit the context of the existing neighbourhood; • A maximum height of 6 to 8 storeys for this site is adequate; • Applicant's proposal for a car-free development can be achieved without increasing the proposed height; and • Building height will overcrowd the neighbourhood.
Shadowing	<ul style="list-style-type: none"> • Potential shadowing impacts on Murdoch Park; • Potential shadowing of buildings to the east; and • Proximity of other structures to the proposed future development with a height of 50 metres will create significant shadows across the community.
Views	<ul style="list-style-type: none"> • Future development will block views of nearby residents; • Negative impact on property values of adjacent buildings associated with loss of views; and • Future development will impact sunlight for adjacent residents.
Parking Requirements	<ul style="list-style-type: none"> • Proximity to transit is very good in this location, however a reduced car dependency over the next decade or two is insufficient for the parking proposed; • The Developer's "commitment to transit demand management" needs more explanation and detail; • Unclear how car share parking will be implemented in a future development; • Unclear how developer's will regulate and ensure future tenants do not get additional street permit parking;

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	<ul style="list-style-type: none"> • 'We aren't ready to be a car free city. The amenities don't make it easy to be car free'; • Visitor parking for future development will spillover onto adjacent streets; and • Adequate parking can be accommodated on-site if the number of units and height is decreased.
Parking / Traffic	<ul style="list-style-type: none"> • Implication of density on existing limited parking in the area; • Adequate parking is already difficult for existing area residents; • Existing traffic and parking problems exist already along 9 Street NE; and • Increased noise pollution and safety issues at nearby intersections as a result of increased density.
Property Values	<ul style="list-style-type: none"> • Concerns related to potential loss in property values due to proposed development, potential number of units and proposed height; and • Rental units will negatively impact the community and property values.
Commercial Uses	<ul style="list-style-type: none"> • The introduction of commercial uses in this would negatively impact adjacent residents through increased traffic and parking congestion; • Infrastructure in this area does not align with an increase in commercial activity; and • Commercial uses in this area make sense, but not in conjunction with 20 storey building.
Other Comments	<ul style="list-style-type: none"> • Any future development in this area should provide new additional amenities or community benefit to support the already high density in the area; • Concerns regarding demand for these types of units; • Concerns that proposed development follow fate of adjacent development site, and have similar water table issues with any future underground parkade; • Concerns regarding separation distance between development along 9 Street NE; and • This proposal does not align with and undermines The Bridges and impacts the integrity of the larger plan area.

Strategic Alignment

South Saskatchewan Regional Plan (SSRP) (Statutory, 2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan (SSRP)*, which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (Statutory, 2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

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Municipal Development Plan (MDP) (Statutory, 2009)

In accordance with the Urban Structure Map (Map 1) of the *Municipal Development Plan* (MDP), the subject site is identified as being located within the Developed Residential Area – Inner City Area. The land use policies in section 3.5.2 state that Inner City areas should maintain and expand, where warranted by increased population, local commercial development that provides retail and service uses in close proximity to residents, especially in the highest density locations. Buildings should maximize front door access to the street and principle areas to encourage pedestrian activity.

The MDP's City-wide policies, Section 2 and specifically Section 2.2 Shaping a More Compact Urban Form provides directions to encourage transit use, make optimal use of transit infrastructure, and improve the quality of the environment in communities. The intent of these policies is to direct future growth of the city in a way that fosters a more compact and efficient use of land, creates complete communities, allows for greater mobility choices and enhances vitality and character in local neighbourhoods.

The relevant policies within Section 2.2.2 are:

- a. Locate transit-supportive land uses, including higher density residential and employment developments, within Activity Centres and Corridors supported by Primary Transit Network.
- b. Increase development densities in proximity of the Primary Transit Network by targeting residential and employment intensities within 400 metres of transit stops, in areas deemed appropriate through the Local Area Planning process and in accordance with the Typology thresholds identified in Part 3.
- c. Locate land uses that will generate counter-flow transit ridership during peak-hour commuting times and support non-peak hour ridership.

The subject site is located within a 200 metres radius of the Bridgeland-Memorial LRT station. The proposed increase to the maximum building height and FAR supports mixed-use development that is transit-oriented and is in keeping with the above MDP policies.

Bridgeland-Riverside Area Redevelopment Plan (ARP) (Statutory, 1980)

The *Bridgeland-Riverside Area Redevelopment Plan* (ARP) was adopted by Council in 1980. In 2002, a major amendment (25P2000) to the ARP was approved to include the Bow Valley Centre lands (former Calgary General Hospital). The amendments included policies and goals for The Bridges planning area. The policies were integrated in the *Bow Valley Centre Concept Plan*, which forms Section 9 of the *Bridgeland-Riverside ARP*. The subject site is identified as within the Transit Supportive Mixed Use area in Map 3: Generalized Land Use of the ARP and aligns with applicable policies.

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It should be noted that The City of Calgary is in the process of drafting a new ARP for Bridgeland-Riverside. Since 2002, major infrastructure improvements have taken place in the area and new MDP policies were adopted in 2009. Draft policies and land uses are being developed and reviewed.

Bow Valley Centre Concept Plan (BVC), Section 9 of the Bridgeland-Riverside Area Redevelopment Plan (ARP) (Statutory, 2002)

The BVC is Section 9 of the ARP written for The Bridges planning area. The subject site is located within a Transit Supportive Mixed Use area as identified on Figure 19 – Conceptual Land Use map of the BVC. The subject site is also located adjacent to an Active Frontage corridor, which encourages active uses and/or active building design along 9 Street NE. As such, the proposed land use amendment aligns with the applicable policies of the BVC.

Social, Environmental, Economic (External)

The proposed land use amendment will implement policy goals of providing more compact, compete communities with a diversity of housing and a mix of uses that meet daily needs. Sustainability measures will be further evaluated at the development permit stage.

Financial Capacity

Current and Future Operating Budget:

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

Current and Future Capital Budget:

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

Risk Assessment

The proposed DC District developed collaboratively between Administration and the applicant mitigates the risks identified in the previous report (CPC2018-1380) by integrating TDM measures in conjunction with a tiered approach to vehicle parking requirement reductions for various uses that will be implemented and realized at the development permit stage. The DC District also allows for further discretion at the development permit stage to assist in achieving unique development outcomes within close proximity to an existing LRT station.

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REASON(S) FOR RECOMMENDATION(S):

Given the provisions contained in the proposed DC District, it now meets the intent of section 20(2) of *Land Use Bylaw 1P2007* and is supported by Administration. The proposed land use amendment is consistent with applicable policies of the *Municipal Development Plan* and the *Bridgeland-Riverside Area Redevelopment Plan*. The proposal aligns with policy goals of providing a compact urban form and more complete communities with a greater range of uses that serve community needs. The proposal also encourages transit supportive mixed-use development within 200 metres of the Bridgeland-Memorial LRT station.

ATTACHMENT(S)

1. Proposed DC Direct Control District
2. Applicant's Submission
3. Applicant Led Engagement Summary
4. Community Association Letters
5. CPC Report (CPC2018-1380) Heard at 2018 December 13 CPC Meeting