

Administration Report to
SPC on Planning and Urban Development
2019 April 03

ISC: UNRESTRICTED
PUD2019-0007

Beltline Area Redevelopment Plan - Part 2: East Beltline Area and Land Use Bylaw 1P2007 Amendments Beltline (Ward 11), PUD2019-0007

EXECUTIVE SUMMARY

The purpose of this report is to bring forward proposed amendments to the Beltline Area Redevelopment Plan (ARP) and Land Use Bylaw in support of a *culture and entertainment district* in the east portion of the Beltline neighbourhood, known as East Victoria Park, which includes Stampede Park. The proposed amendments align policy with the vision established in the Rivers District Master Plan (RD Master Plan), increase density, and provide additional density bonus options.

The vision of a mixed-use, high density *culture and entertainment district* was developed collaboratively with Calgary Municipal Land Corporation (CMLC), The City, Calgary Stampede, and major landowners through a stakeholder group. The results of this collaboration are illustrated in CMLC's RD Master Plan. The proposed amendments to the Beltline ARP, if approved, will provide the necessary alignment to the RD Master Plan and support the implementation of its vision, which includes the following community improvement projects:

- BMO Conference centre expansion
- A new festival street (Stampede Trail in Stampede Park)
- 17 Avenue SE connection to Stampede Park
- 5 Street SE underpass
- Extension of the RiverWalk; and
- Interfaces with the new LRT Green Line and stations.
- Potential events centre

Administration is also proposing amendments to the Land Use Bylaw 1P2007 that are supportive of increased density in the East Victoria Park area. Amendments to the Land Use Bylaw 1P2007 propose additional bonus options within the *culture and entertainment district*, as well as the addition of the *Restaurant: Neighbourhood* use to the Centre City Mixed Use District (CC-X). Furthermore, Administration is seeking approval to continue work on a second phase of amendments to the Beltline ARP, including additional development incentives which would be aligned with work from the Established Areas Working Group.

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ADMINISTRATION RECOMMENDATION:

That the SPC on Planning and Urban Development recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendments to the Beltline Area Redevelopment Plan (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed amendments to the Land Use Bylaw 1P2007 (Attachment 2); and
4. Give three readings to the proposed bylaw.
5. **DIRECT** Administration to proceed with amendments to Phase 2 of the Beltline ARP.

**RECOMMENDATION OF THE STANDING POLICY COMMITTEE ON PLANNING AND
URBAN DEVELOPMENT, 2019 April 03:**

That Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendments to the Beltline Area Redevelopment Plan (Attachment 1); and
2. Give three readings to **Proposed Bylaw 34P2019**.
3. **ADOPT**, by bylaw, the proposed amendments to the Land Use Bylaw 1P2007 (Attachment 2); and
4. Give three readings to **Proposed Bylaw 35P2019**.
5. **DIRECT** Administration to proceed with amendments to Phase 2 of the Beltline ARP.

Oppositions to Recommendations: Councillor Farrell and Councillor Woolley

PREVIOUS COUNCIL DIRECTION / POLICY

CMLC was established in 2007 with a focus, at that time, on redeveloping the community of East Village. CMLC takes their direction from their Board of Directors, which includes members of City Council. CMLC also reports to City Council annually for updates on their work.

CMLC began the RD Master Plan project in 2017, as per their approved 2017-2019 business plan, creating the vision for a *culture and entertainment district* for the East Victoria Park area of the Beltline. Subsequently, Administration began work on the Beltline ARP policy amendments

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in 2018 January to ensure policies would be in alignment as the RD Master Plan moved towards finalization.

At the 2018 December 14 closed meeting of Council, the RD Master Plan was presented to, and approved by Council.

BACKGROUND

The Beltline ARP is a multi-community plan that was adopted by Council in 2006 May, establishing the vision for a vibrant, high density, mixed use community. Subsequently, the Centre City Districts were added to the Land Use Bylaw 1P2007 in 2008 to implement the vision and policies of the Beltline ARP and included density bonus options. The Beltline ARP provides policy for the communities of West Connaught, Connaught Centre, Victoria Crossing Centre, and East Victoria Park.

In 2007, CMLC was tasked with revitalizing the community of East Village through the use of a Community Revitalization Levy – a funding system that reinvests property tax revenue within a specific boundary for infrastructure improvements. This boundary, known as the Rivers District, includes the entire community of East Village, portions of Chinatown and Downtown Core, and the eastern neighbourhood of the Beltline, known as East Victoria Park. With the vision for East Village largely implemented, CMLC has focused efforts on the remaining Rivers District area of East Victoria Park, which includes Stampede Park, through the creation of the RD Master Plan which presents a vision for a *culture and entertainment district* to guide investment and redevelopment in the area.

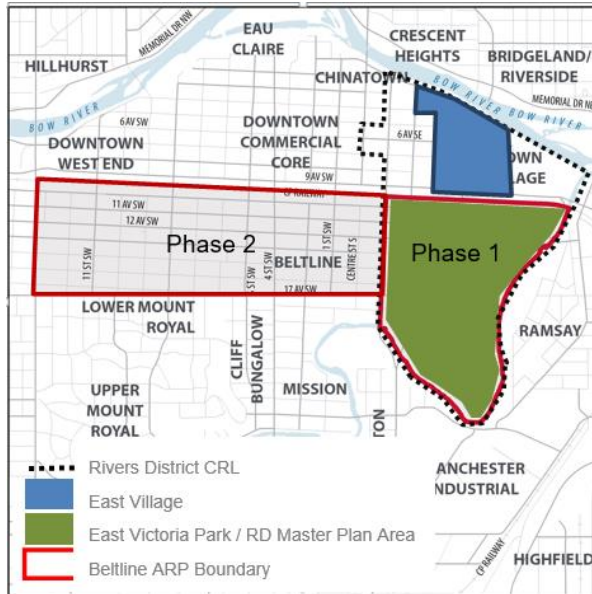
CMLC began working with stakeholders on the development of the RD Master Plan in 2017. The RD Master Plan, provided in Attachment 3, was shared with Administration in January 2018, at which point Administration identified a need to undertake amendments to the Beltline ARP to align with the vision established in the RD Master Plan and to support proposed projects stemming from a \$150 million investment CMLC is planning to make in East Victoria Park. These projects include the 17 Avenue Extension, RiverWalk Extension, and 5 Street SE underpass.

Location Maps

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Phase 1: 2018 work plan

Phase 2: Anticipated 2019 work plan

Site Context

East Victoria Park is bound by First Street S.E. to the west, the Canadian Pacific Railway (CPR) tracks to the north, and the Elbow River to the east and south. East Victoria Park is one of four communities within the Beltline neighbourhood. East Victoria Park consists of a mix of large mixed-use developments, historic warehouse type buildings, and is notably home to Stampede Park, whose lands make up approximately half of the plan area. The Victoria Park / Stampede Light Rail Transit (LRT) station is located at Macleod Trail S.E. and 15 Avenue S.E. at the western edge of Stampede Park. A future Green Line LRT station will be located between Fourth Street S.E. and Fifth Street S.E. along the south side of the CPR tracks. Within the East Victoria Park area there are a number of large underdeveloped parcels.

Since the adoption of the Beltline ARP in 2006, East Victoria Park has experienced significant growth, increasing from 447 to 2,338 dwelling units. Census data leading up to the year 2017 indicates that the plan area has approximately 2,861 citizens, and about 7,420 jobs. The largest age cohort are young adults between the ages of 25 to 34 years.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Beltline ARP Amendments - Options Explored by Administration

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The RD Master Plan proposes new connections, streets, character areas, and overall a new vision which is not reflected in the existing Beltline ARP. Administration considered a variety of options for amending the Beltline ARP, including:

- Option 1: Complete a comprehensive amendment to the entire Beltline ARP
- Option 2: Rescind East Victoria Park from the Beltline ARP and create a new plan for East Victoria Park.
- Option 3: Amend the Beltline ARP in phases.

Option 1

During scoping of the Beltline ARP work plan with stakeholders, it was determined that there would not be sufficient resources to engage the entire Beltline community within the timeframe needed to have a policy to support the RD Master Plan vision for a targeted approval in Q1 2019. Administration abandoned this option to explore Option 2.

Option 2

Stakeholders did not support rescinding and creating a new ARP, due to the potential for dividing the Beltline community into two areas. The preference was for one plan that would still encompass all Beltline communities. This led to Administration's preference for Option 3.

Option 3

This approach allowed for a thorough engagement program and policy review for the *culture and entertainment district* in East Victoria Park, and met the timelines established with the stakeholder group. The two-phased approach was designed as follows:

- Phase 1 (subject of this report): Create a guidebook-based policy for East Victoria Park to help implement the *culture and entertainment district*, and complete Land Use Bylaw amendments to add uses, increase density, and add density bonus options to the Centre City Districts.
- Phase 2 (beginning Q2 2019): Administration will be asking for Council direction to continue with a second phase of amendments to the Beltline ARP, which would consider the remaining areas of the Beltline, bringing the full plan area of the ARP up to date. It is anticipated that this work would begin in Q2 2019, with a report back and proposed amendments to Council by Q4 2020.

The proposed Beltline ARP amendments undertaken in Phase 1 include a policy framework to guide the development of a *culture and entertainment district* as envisioned in the RD Master Plan. The proposed amendments provide a logical allocation of density and bonusing that supports a future Green Line station, a potential future event centre, and the continued development of Stampede Park. The proposed amendments also provide guidance for the development of buildings, uses and streets that can support large events.

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Planning Considerations

Proposed Land Use Bylaw 1P2007 Amendments

The Centre City Districts are located in Part 11 of Land Use Bylaw 1P2007. The proposed amendments affect the Centre City Mixed Use District (CC-X), Division 5, and Rules Governing Centre City Bonus Overlays, Division 7. While the addition of a restaurant use is applicable for any CC-X site in the Beltline, the density bonus amendments apply only to sites in East Victoria Park. The proposed amendments align the Land Use Bylaw with the proposed Beltline ARP density and related bonusing provisions. A summary of amendments to the Land Use Bylaw 1P2007 are provided in Attachment 4. The major amendments proposed include:

1. Addition of use in CC-X

Restaurant: Neighbourhood is a use that has been added to align with other areas in the Centre City. The addition of this use within the district will allow for a restaurant use which provides for more flexible parking requirements than other restaurant uses in the bylaw.

2. Increased density in close proximity to LRT stations in CC-X for East Victoria Park

To be consistent with the density map in the proposed amendments, the floor area ratio section has been amended accordingly. The density changes are applicable only to sites within East Victoria Park.

3. Changes to the density bonus areas and density bonus map

To be consistent with the density map in the proposed amendments, Map 9 and its associated text has been amended to reflect the new density bonus areas and provisions, which are applicable only to parcels in the *culture and entertainment district*. The density bonus is only applicable to sites designated CC-MH, CC-MHX, CC-X, and CC-COR. In many cases a landowner would need to come forward with a land use amendment application to change from Direct Control or other districts to make the density bonus provisions applicable to their site.

4. Reformatting of existing density bonus items to table format

Existing density bonus items have been put into a table format that is consistent with Part 13, Division 3 Commercial Residential District Incentive Density. There are no changes to the approach or the metrics used as they currently exist for the remainder of the Beltline.

5. Inclusion of new density bonus items

New density bonus provisions have been added that are aligned with the proposed policy amendments. These additional items have been included as a result of priorities

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identified through engagement with stakeholders.

Proposed Area Redevelopment Plan Amendments

The proposed amendments to the Beltline ARP under Phase 1 of this work are intended to:

- Align with the Rivers District Master Plan;
- Create new character areas;
- Increase density near LRT stations;
- Add density bonus options;
- Add connections (17 Avenue SE Extension, 5 Street SE Underpass);
- Address challenges to achieving mixed-use development in an area envisioned to host large events; and
- Align with the Centre City Guidebook, providing a more consistent policy approach for Centre City neighbourhoods.

A detailed summary of the Beltline ARP amendments is provided in Attachment 5.

Density Bonus

The Beltline ARP currently provides a number of density bonus options such as affordable housing, publicly accessible private open space, and monetary contributions to the Beltline Community Investment Fund. The Land Use Bylaw amendments proposed in this report would add six new density bonus options to achieve development outcomes conducive to the *culture and entertainment district*. These new density bonus options include:

- Public Art On-Site
- District Energy Connection Ability
- Active Arts Space
- Cultural Support Space
- Innovative Public Amenity
- Indoor Public Hotel Space

These new density bonus options are conducive to helping create a vibrant *culture and entertainment district*. Contributions to the Beltline Community Investment Fund have been used in the past to build a variety of public improvements including public realm upgrades, street furniture, and bicycle racks.

Environmental

As the East Victoria Park area continues to redevelop, opportunities to address climate change and flood resiliency will be explored through the lens of The City's *Climate Resilience Strategy*. East Victoria Park is prone to river flooding, therefore The City will continue evaluating applications to ensure appropriate measures are taken to ensure a flood resilient community, as

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well as implement any necessary risk management measures to reduce the impact of extreme weather events.

Opportunities were explored to find ways to minimize greenhouse gas emissions. As mentioned above, the Beltline ARP amendments propose a density bonus incentive for expanding on the District Energy system in the area, which is a more efficient way to provide heat and energy in the community, and a method to reduce greenhouse gas emissions.

Development in Calgary's flood hazard area is subject policies provided in the *Land Use Bylaw*, *Environmental Reserve Setback Policy*, *Riparian Strategy* and *Climate Resilience Strategy*. The City works with Applicants to approve development that is resilient to future flooding while providing other benefits such as riparian and public realm enhancements. Future developments will be reviewed in light of existing mitigation infrastructure and degree of risk, and any flood mitigation design requirements will be determined at the development application stage. Provincial flood hazard maps may be referred to for updated information in the area.

Parks and Open Space

The RD Master Plan envisions an increase in parks and open space within the Plan area. Presently, the Plan area provides approximately four percent open space, which CMLC has calculated can be increased to nine percent through implementation of the RD Master Plan. Achieving the nine percent is possible through implementation of the new plazas and open spaces, including the new RiverWalk along the Elbow River as identified in both the RD Master Plan and the Beltline ARP

Additional open space such as plazas may also be provided through the density bonus for publicly accessible private open spaces. This incentive allows a development to achieve a higher floor area ratio when an open space is provided for use by the public. These spaces could be natural and hardscaped plazas, or a combination of natural and hardscaped areas.

There are also substantial open spaces in close proximity to the *culture and entertainment district* including Fort Calgary, St. Patrick's Island, Lindsay Park, and Enmax Park, within a few hundred metres of the Plan area.

Transportation

East Victoria Park is a highly connected community, providing a variety of multi-modal connections. The addition of the future Green Line LRT station will allow the area to be accessed from all quadrants of the city by LRT. Most parcels are located within a five-minute walking distance from existing and future LRT stations. The Beltline ARP has been updated to include the Green Line alignment and station locations, and it will support multi-modal connectivity to the existing and future LRT stations. In addition, the Victoria Park Transit Centre will require relocation in the future to accommodate development of the Riverfront Residential area shown in the Beltline ARP. A timeline for relocation of this facility has not been established at this time.

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There are existing local routes as well as regional pathway connections that better connect East Victoria Park with surrounding neighbourhoods. A Transportation Impact Assessment was submitted to The City by CMLC in support of the RD Master Plan vision, and has been reviewed and accepted by Transportation Planning.

Utilities and Servicing

Existing water and sanitary systems are able to accommodate the densities proposed in the Beltline ARP. Should population projections or development intensity be altered through future land use redesignations, a policy in the proposed plan requires that studies be provided to determine adequate servicing requirements and identify developments that may be required to provide upgrades to existing infrastructure. Such studies may be requested during future development applications.

Calgary Planning Commission Review

The Beltline ARP was first presented at the 2019 January 10 meeting of the Calgary Planning Commission (CPC). A number of changes were proposed, including:

- Improvements to the document structure;
- Mapping clarification;
- Further analysis on density bonus options; and
- Alignment with the RD Master Plan.

The ARP was referred back to Administration for further work.

Administration returned to CPC on 2019 March 21 with an updated ARP responding to all comments that had been received at the previous meeting of CPC. The report and proposed ARP were accepted for information and additional feedback was provided by CPC members. The key themes and discussion included the following:

Parks and Open Space

Concerns were raised regarding open space needs for future residents. Administration has a variety of tools in the ARP to implement open space in the area including acquisition of Municipal Reserve owing on the transit centre site, and density bonusing for publicly accessible private open space. Administration has determined that a ten percent Municipal Reserve could be taken and dedicated as linear open space along the Elbow River. In addition, the closure of Eight Street S.E. provides opportunity to expand the RiverWalk and create a high-quality riverfront open space. In doing so, a high-quality open space can be delivered for future residents.

Market absorption and Density

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Concerns were raised regarding proposed densities and the potential market absorption for future development. The Beltline ARP proposes density bonus options to encourage redevelopment. The majority of landowners will need to apply for land use redesignations to take advantage of the additional density bonuses. Due to the fact the density increases would require landowner action, increases are likely to be aligned with market demand from a landowner perspective.

In addition to the above, other topics of discussion included mobility, infrastructure, engagement and urban design. A summary of all comments received from the 2019 March 21 meeting, as well as Administration's response, is provided in Attachment 6.

Pending, and subject to, the outcome of the 2019 April 3 meeting of Planning and Urban Development (PUD), the report and proposed amendments will be presented at the Combined Council Meeting on 2019 April 29 for decision. Administration will also be seeking Council direction to complete amendments to the remaining area of the Beltline ARP (Phase 2), which will consider further density bonus incentives, guidebook policies, and adjustments that may be needed due to changing markets.

Stakeholder Engagement, Research and Communication

Community Engagement

Administration and CMLC identified a need for a city-wide engagement approach due to the nature of this area being used by both local residents, and city-wide and international visitors who partake in the events and festivities of the area. The engagement program was undertaken collaboratively between The City and CMLC, and involved a series of presentations, pop-up events, and open houses (landowner-specific and public). Administration worked with a multi-stakeholder group that CMLC had established during development of the RD Master Plan. This stakeholder group included CMLC, Beltline Neighbourhoods Association, Victoria Park Business Improvement Area, Calgary Stampede, and developers and landowners. The engagement plan was developed with this stakeholder group, with opportunities for collaboration on engagement and policy development throughout the project.

In total, over 6,800 people were engaged during the first phase of engagement, generating 3,995 ideas and comments through 26 pop-up events, two open houses and six targeted stakeholder meetings. The second phase of engagement involved 2,164 people and generated an additional 273 ideas and comments through two open houses, and an online survey. A detailed summary of the engagement is provided in Attachment 7.

Arts and Cultural Engagement

Due to the nature of the *culture and entertainment district*, a focused engagement was needed to gain further insights to ensure the Beltline ARP addressed concerns from specific groups such as the arts and culture community. Administration and CMLC worked with Calgary Arts

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Development to create a presentation and engagement session for the arts community which was held during the first round of engagement.

Administration is continuing to collaborate with Calgary Arts Development through Phase 2 to identify opportunities and barriers for arts and culture. This work would involve an in-depth policy analysis to identify potential Land Use Bylaw amendments and density bonus incentives conducive to providing for arts and culture opportunities.

Indigenous Engagement

East Victoria Park has significant historic and spiritual significance for all First Nations in the region, spanning as far south as Montana. Administration met with representatives from Treaty 7 Nations including Tsuut'ina, Îyăñé Nakoda, Piikani, Kainai, Urban Indigenous, and Métis Nation Region 3 to gather input that provides inspiration and opportunities for acknowledgement of First Nations in the future redevelopment of the East Victoria Park area. In addition, as the area is intended as a *culture and entertainment district*, the engagement helped to identify ways to express indigenous culture in the district.

Administration met with the Nations in a large group initially, followed by subsequent meetings with individual Nations to hear oral histories relevant to the area. The proposed Beltline ARP supports the idea of creating an Indigenous Gathering Place which was frequently brought up in meetings. Administration will continue to meet with and collect information from the Nations for the indigenous content to be included in the second phase of amendments for the Beltline ARP. The engagement program for indigenous stakeholders is ongoing, and specific content may be added to the Beltline ARP as part of the review of the remainder of the Beltline ARP in the Phase 2 work to be undertaken in 2019.

Industry Engagement

Administration and CMLC worked with BILD Calgary and the Urban Land Institute (ULI – Calgary Chapter) to provide an information session and walking tour. This engagement provided valuable insights which helped develop the Land Use Bylaw amendments, including the additional bonus incentives that are proposed for the *culture and entertainment district*. Stakeholder letters are provided in Attachment 8, including a letter of support from CMLC.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 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.

Municipal Development Plan (Statutory – 2009)

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The Municipal Development Plan (MDP) provides high-level supporting policy to recognize the Centre City's role within the overall urban structure of the city. The Centre City Guidebook, which is part of the MDP, provides policy direction for the Centre City. The proposed amendments align with the MDP and Centre City Guidebook to support the development of distinct, vibrant, mixed-use neighbourhoods in the Centre City.

Centre City Plan (Non-Statutory – 2006)

The Centre City Plan is currently under review. The Centre City Plan provides high-level supporting policy and actions for all Centre City communities, including the Beltline. The proposed amendments have been shared with the Centre City Plan project team to ensure alignment as the Centre City Plan updates evolve.

Access Design Standards (Non-Statutory – 2016)

Administration completed an accessibility audit as part of the research for the ARP. This work involved a site visit with staff from Level Playing Field, a Calgary-based consulting firm which provides design, education and research expertise for improving accessibility. The audit identified a number of existing mobility challenges that could be rectified through redesign of the streets, and through the development application process. Guidelines provided in the Access Design Standards, as well as Alberta Building Code will help ensure an accessible *culture and entertainment district*. The accessibility audit gave Administration a better awareness of issues, which will be helpful during future development permit application review.

Social, Environmental, Economic (External)

The proposed Beltline ARP achieves the City's Triple Bottom Line goals through providing a plan which supports the development of a mixed-use *culture and entertainment district*. The proposed document helps strengthen our economy and provides opportunities for social and cultural assets to develop. This is an environmentally responsible policy document, advancing the use of more energy efficient buildings and infrastructure, and supporting a sustainable, walkable environment that makes use of existing infrastructure, and supports transit-oriented development. A sustainability appraisal was not completed as part of this work.

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:

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Funding for infrastructure projects comes from the Community Revitalization Levy, which is administered by CMLC. The proposed amendments do not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

Risk Assessment

The proposed amendments are required for alignment with the vision established in the RD Master Plan and are needed to provide the supporting policy to help with the development of the *culture and entertainment district*. In addition, the amendments to the Beltline ARP are needed for the continued investment of funding received through the Community Revitalization Levy. Without the proposed amendments, key infrastructure improvements such as the 17 Avenue extension and Fifth Street S.E. Underpass could not occur. Furthermore, redevelopment potential would be minimized without the proposed densities, density bonus options, and additional uses proposed in the Beltline ARP and Land Use Bylaw amendments.

REASON(S) FOR RECOMMENDATION(S):

Administration is recommending approval of the proposed amendments to the Beltline Area Redevelopment Plan and Land Use Bylaw 1P2007 to align with the Rivers District Master Plan and facilitate redevelopment activity to support the vision for a *culture and entertainment district* for East Victoria Park, including Stampede Park. The proposed Beltline Area Redevelopment Plan amendments address barriers to development and redevelopment, and will provide statutory policy to support the vision of the approved Rivers District Master Plan.

ATTACHMENT(S)

1. **Proposed Bylaw 34P2019**
2. **Proposed Bylaw 35P2019**
3. Rivers District Master Plan
4. Summary of Amendments to the Land Use Bylaw 1P2007
5. Summary of Amendments to the Beltline ARP
6. Calgary Planning Commission Review and Administration's Response
7. Summary of Stakeholder Engagement
8. Stakeholder Letters
9. **Calgary Planning Commission Commissioner Comments**