

Urban Strategy Report to
Calgary Planning Commission
2019 April 18

ISC: UNRESTRICTED
CORRECTED CPC2019-0404

Policy Amendment and Land Use Amendment (City-Initiated) in Richmond, South Calgary, and Altadore, at Multiple Properties, LOC2017-0370

EXECUTIVE SUMMARY

Located along the boundary of four communities; Altadore, South Calgary, Garrison Woods and Richmond, the 33 Avenue SW main street area, includes 33 and 34 Avenues SW. This main street is identified as a Neighbourhood Main Street by the *Municipal Development Plan* (MDP). The purpose of this report is to bring forward city-initiated land use amendments to various properties and proposed amendments to the *Marda Loop Area Redevelopment Plan* in accordance with Council's direction and local stakeholder input.

The Council approved Main Streets Implementation Plan (PUD2017-0241 and PUD2018-0347) provides direction and a process to support the achievement of goals and targets contained within the MDP. The initiative is creating more opportunity for private investment to build a more complete community, along with staged infrastructure investment by the City of Calgary in the public realm for priority MDP areas.

Administration is recommending that Council approve the land use and policy amendments to create certainty for local stakeholders, achieve the MDP goals for Main Streets and shorten approval time for redevelopment with the appropriate land use districts. Specifically:

- redesignate portions of the main street to Mixed Use - General (MU-1) District and Mixed Use - Active Frontage (MU-2) District (Attachment 3); and
- amend the *Marda Loop Area Redevelopment Plan* (ARP) as shown in Attachment 4.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the Marda Loop Area Redevelopment Plan (Attachment 4); and
2. Give three readings to the proposed Bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 5.3 hectares \pm (13.1 acres \pm) located at various addresses (See Attachment 3) from Commercial – Neighbourhood 1 (C-N1) **District**, Commercial – Neighbourhood 2 (C-N2) **District**, Multi-Residential-Contextual Low Profile (M-C1) District, Commercial – Corridor 1 f1.0h10 (C-COR1f1.0h10) District, Commercial – Corridor 1 f3.0h16 (C-COR1f3.0h16) District, Commercial – Corridor 1 f3.0h23 (C-COR1f3.0h23) District, Commercial – Corridor 2 f1.0h10 (C-COR2 f1.0h10) District, Commercial – Corridor 2 f2.0h12 (C-COR2 f2.0h12) District, Commercial – Corridor 2 f2.5h16 (C-COR2 f2.5h16) District **to** Mixed Use - General (MU-1f3.0h16) **District**, Mixed Use - Active Frontage (MU-2f3.0h16) **District**, Mixed Use -Active Frontage (MU-2f3.0h23) District; and
4. Give three readings to the proposed Bylaw.

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RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 APRIL 18:

That Council hold a public hearing, and:

1. ADOPT, by bylaw, the proposed amendments to the Marda Loop Area Redevelopment Plan (Attachment 4);
2. Give three readings to **Proposed Bylaw 39P2019**;
3. ADOPT, by bylaw, the proposed redesignation of 5.3 hectares ± (13.1 acres ±) located at various addresses (See Attachment 3) from Commercial – Neighbourhood 1 (C-N1) **District**, Commercial – Neighbourhood 2 (C-N2) **District**, Multi-Residential–Contextual Low Profile (M–C1) District, Commercial – Corridor 1 f1.0h10 (C-COR1f1.0h10) District, Commercial – Corridor 1 f3.0h16 (C-COR1f3.0h16) District, Commercial – Corridor 1 f3.0h23 (C-COR1f3.0h23) District, Commercial – Corridor 2 f1.0h10 (C-COR2 f1.0h10) District, Commercial – Corridor 2 f2.0h12 (C-COR2 f2.0h12) District, Commercial – Corridor 2 f2.5h16 (C-COR2 f2.5h16) District to Mixed Use - General (MU-1f3.0h16) **District**, Mixed Use - Active Frontage (MU-2f3.0h16) **District**, Mixed Use -Active Frontage (MU-2f3.0h23) District; and
4. Give three readings to **Proposed Bylaw 112D2019**.

Opposition to Recommendations:

Against: Commissioner Gedye and Commissioner Palmiere

Excerpt from the Minutes of the 2019 April 18 Regular Meeting of the Calgary Planning Commission:

“A revised Attachment 4 was distributed with respect to Report CPC2019-0404.

The following clerical corrections were noted with respect to Report CPC2019-0404:

- Correction to the Cover Report by deleting "Knob Hill" from the header.
- Correction to the Administration Recommendation to add the word "District" after the words "(C-N1)", "(C-N2)", "(MU-1f3.0h16)" and "(MU-2f3.0h16)".

PREVIOUS COUNCIL DIRECTION / POLICY

At the 2017 April 10 Combined Meeting of Council, Council made a decision to:

ADOPT, Moved by Councillor Chabot, Seconded by Councillor Woolley, that the SPC on Planning and Urban Development Recommendation contained in Report PUD2017-0241, be adopted, as follows:

1. That Council approve the Main Streets Implementation Plan.

At the 2018 May 07 Regular Public Hearing Meeting of Council, Council decided to:

Approval(s): S. Dalglish concurs with this report. Author: K. Barton
City Clerk's: J. Dubetz

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ADOPT, Moved by Councillor Magliocca, Seconded by Councillor Farrell, that the SPC on Planning and Urban Development Recommendation contained in Report PUD2018-0347, be adopted, as follows:

1. Approve the Scope of Work outlined in Attachment 1 and direct Administration to Report back to Council through the SPC on Planning and Urban Development no later than Q4 2019; and
2. Approve, as amended, the Main Streets Implementation Plan as shown in Attachment 2.

BACKGROUND

In 2017 April, Council approved the Main Streets Implementation Plan with a focus on the application of policies, goals and targets contained within the MDP. The implementation plan also included a prioritization of the Main Street areas, with 33 Avenue SW being one of twenty areas for near term action (2017 to 2022).

Implementation plan actions include an updated land use framework of new land use districts and amended local area policy, followed by examination of the main street public right-of-way for potential improvements. The recommendation in this report includes minor amendments to the Marda Loop ARP with proposed changes to the Maximum Building Height Map (Map 4.2).

The 33 Avenue SW Main Street area includes the broader Marda Loop retail district and a variety of commercial and residential properties along both 33 and 34 Avenues SW. The main street is characterized by standalone commercial buildings and integrated mixed use development, generally between two and four storeys, with some developments at six storeys.

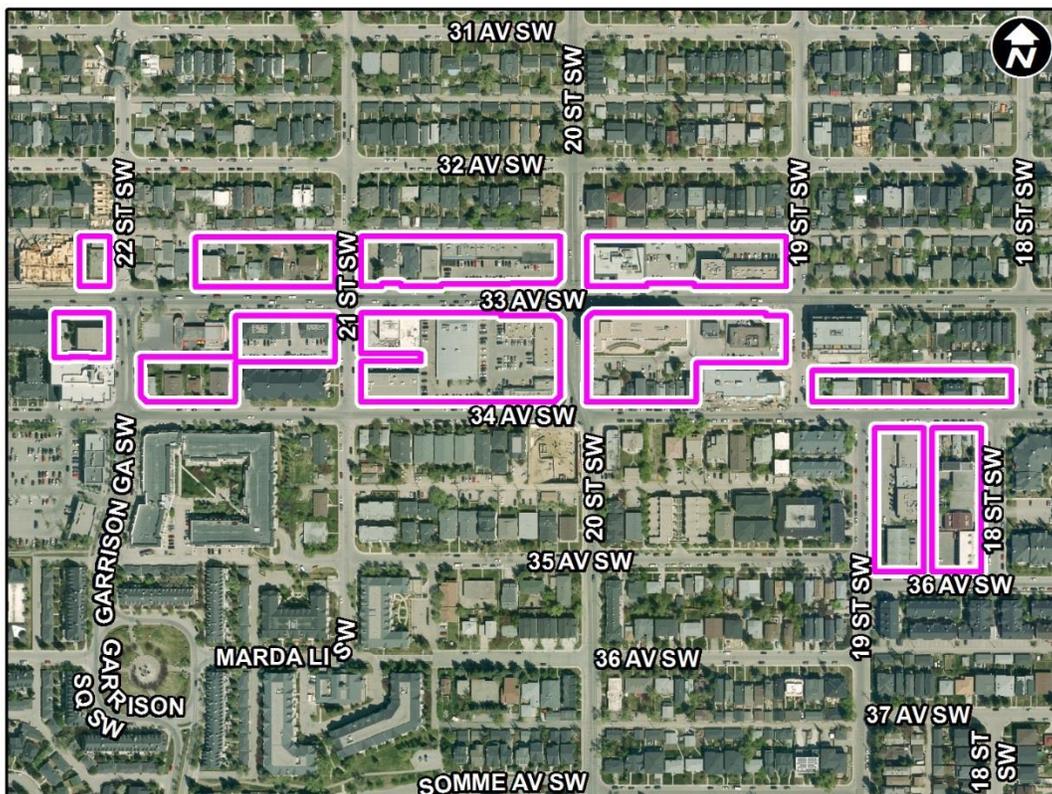
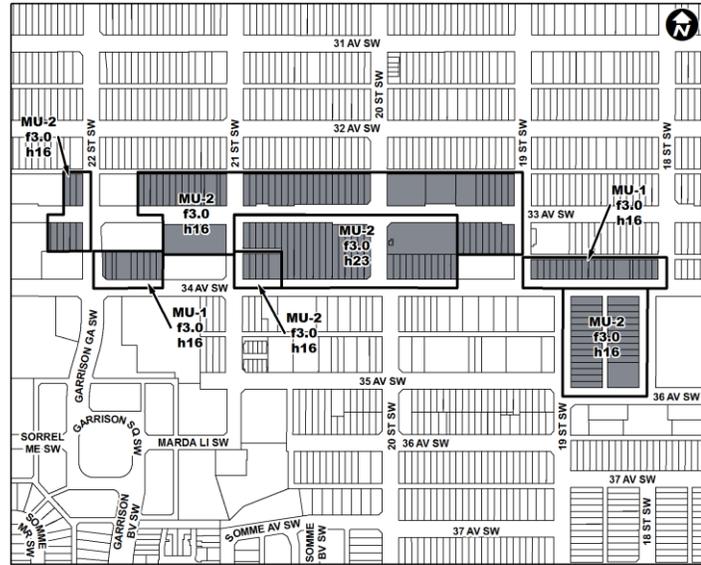
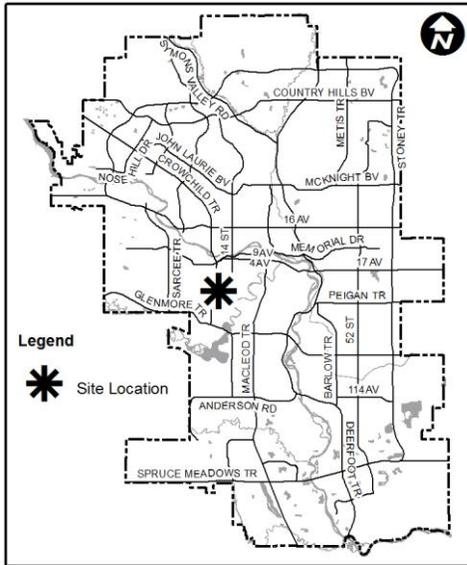
The Main Street area has adjacent low density residential areas to the north and a variety of residential land uses to the south. Thirty-third Avenue SW is a primary transportation link for the area, providing automotive connection to the regional skeletal network at Crowchild Trail SW with 33 Avenue SW being part of the Primary Transit Network.

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Location Maps



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INVESTIGATION: ALTERNATIVES AND ANALYSIS

From November 2014 to June 2016, the Main Streets Initiative focused on analysis and evaluation of a variety of factors that influence growth and change in all the Main Streets areas.

This included detailed analysis of feedback from stakeholders, review of the existing policy, land use districts and parking requirements. It also looked at current and future market demand and growth forecasts, infrastructure capacity within the Main Street areas and costs to redevelop streets and sidewalks that align with the *Calgary Transportation Plan (CTP)* and *Complete Streets*.

Background research prior to the creation of the implementation plan and the determination of the priority main street areas included market assessment and analysis of demand for office, retail and residential in all MDP main street areas. With the exception of smaller-scale local serving uses (such as medical or professional services), 33 Avenue SW is not identified as a likely location for the future development of major office space. Background research suggested that multi-residential development shows the highest potential for growth.

The neighbourhoods surrounding this main street area have seen a lot of growth. Garrison Woods has only be separated out of civic census since 2016, prior to that the population was counted within Altadore. Three of the four surrounding neighbourhoods had their peak population within the last 3 years, with Richmond nearing its all-time peak level. Considering all four neighbourhoods, from 2008 to 2018, the population grew from 16,102 to 19,051 (18.3 percent, 2,949 persons).

Figure 1: Community Peak Population

	ALTADORE*	GARRISON	SOUTH CALGARY	RICHMOND
Peak Population Year	2015	2016	2018	1968
Peak Population	9,867	3,188	4,154	5,080
2018 Current Population	6,831	3,184	4,154	4,882
Difference in Population (Number)	3,036	4	0	198
Difference in Population (Percent)	30.7	0.12	0	3.89

*Altadore included Garrison Woods until 2016
Source: *The City of Calgary 2018 Civic Census*

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Analysis with the 33 Avenue SW Main Street area (roughly 32 Avenue SW to 35 Avenue SW and from 15 Street SW to Crowchild Trail SW), see Figure 2, indicates modest growth in population, from 1,870 in 2008 to 1,952 in 2018 and jobs remaining stable at approximately 700 jobs.

Figure 2: 33 Avenue SW Main Street area



Within the Main Streets area, from 2008 to 2018, 330 new apartment or townhouse units were built within 28,000 square metres (300,000 square feet) of residential floor space and 16,000 square metres (172,000 square feet) of new commercial/retail has been added.

An additional 345 multi-residential dwelling units within 31,000 square metres (333,000 square feet) of residential floor space and 3,000 square metres (32,000 square feet) of new commercial/retail are approved, but not yet finished or started construction.

Planning Considerations

City Wide Policy

The MDP and CTP are currently beginning a ten year review process (Next 20 project). As well, the *Developed Areas Guidebook* (DAG) is completing a substantial rethink and rewrite, with an expected review by Council in 2019 Q4. In order to implement the DAG, a significant program to deliver new local area plans throughout the entire Developed Areas will begin in 2020. This program will update all local area plans, including for the communities surrounding the 33 Avenue SW main street area, with a new land use framework supported by the new DAG policies.

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Considering there will be a new local planning process beginning along this main street area, and across the broader surrounding communities in 2020, the city initiated policy and land use amendments are only recommended within the boundary of the existing *Marda Loop Area Redevelopment Plan*, the section of the main street with the largest amount of growth and change. The recommended policy amendments do not make use of the current version of the DAG as an updated statutory plan will be considered by Council soon and current ARP policy is aligned with the MDP.

Local Area Planning

Adopted by Council in 2014, the *Marda Loop ARP* identifies 33 and 34 Avenues SW as growth and redevelopment areas and provides up-to-date guidance for mixed-use and commercial development. Since this local plan was adopted well after approval of the MDP, the goals, objectives and targets of the MDP are reflected in the plan. This application includes minor amendments to the Maximum Building Heights Map (Map 4.2) to better reflect existing land use designation height limits and current subdivision patterns.

Land Use

Current Land Use

The MDP identifies 33 Avenue SW as a Neighbourhood Main Street, serving the local community with a variety of commercial services and may provide some retail/restaurant uses with a regional draw. Neighbourhood Main Streets provide the opportunity for moderate levels of intensification of both jobs and population over time.

Current land use districts do not allow for Neighbourhood Main Street to reach the population employment targets outlined in the MDP. The MDP identified main street segment runs from approximately Crowchild Trail SW to 14 Street NW. The proposed rezoning focusses only on the area located within the current ARP, which is located from 18 Street SW to Crowchild Trail SW.

Proposed Land Use

Community input has informed and influenced decisions about growth and land use change along the 33 and 34 Avenues SW main street area. The project team reviewed input on the following:

- Residential and commercial development types along the main street;
- Residential transitioning from the main street to surrounding areas;
- Where retail/commercial development is appropriate and desired; and
- Policy to support the retention of historic character homes in the transition area.

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The proposed land use districts for 33 and 34 Avenues SW encourages a vibrant public realm, a greater variety of retail and small business, and helps to increase the potential for local services and housing choices.

Figure 3 (below) indicates that the intensity (people and jobs per gross developable hectare) achievable under the existing land use districts is 80; however, actual existing intensity of the area is approximately 65.

Considering the full Main Street area, the proposed land use amendments will be able to achieve an intensity of 136, which exceeds the MDP target of 100. Since the recommended amendments are only for a gross developable area of 8 hectares, compared to the overall main street area of 41 hectares, the future intensity of the full main street area would be greater.

Figure 3: 33 and 34 Avenue SW Density and Intensity

33 and 34 Avenues SW (data area shown on figure 2)			
	EXISTING	ALLOWED BY CURRENT LAND USE	POTENTIAL ALLOWED BY NEW LAND USE DISTRICTS
Number of jobs	702	900	1,215
Number of people	1,952	2,371	4,361
Number of dwelling units	626	883	1,626
Intensity (Jobs + Population / gross developable hectare) (Target 100)	65	80	136

To achieve goals and objectives of the MDP, the proposed land use designations are structured to support the necessary range of uses and appropriate scale of buildings along 33 and 34 Avenues SW. Figure 4 (below) indicates the proposed land use districts within the recommendation.

This application proposes to redesignate the subject sites from Commercial – Neighbourhood 1 (C-N1), Commercial – Neighbourhood 2 (C-N2), Multi-Residential–Contextual Low Profile (M-C1) District, Commercial – Corridor 1 f1.0h10 (C-COR1f1.0h10) District, Commercial – Corridor 1 f3.0h16 (C-COR1f3.0h16) District, Commercial – Corridor 1 f3.0h23 (C-COR1f3.0h23) District, Commercial – Corridor 2 f1.0h10 (C-COR2 f1.0h10) District, Commercial – Corridor 2 f2.0h12 (C-COR2 f2.0h12) District, Commercial – Corridor 2 f2.5h16 (C-COR2 f2.5h16) District to the land use districts listed in Figure 4:

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Figure 4: Proposed Land Use Districts

District	Hectares	Acres
Mixed Use - General (MU-1f3.0h16) District	0.327	0.808
Mixed Use - Active Frontage (MU-2f3.0h16) District	3.620	8.941
Mixed Use - Active Frontage (MU-2f3.0h23) District	1.353	3.342

The Mixed Use - General (MU-1) District is a recent land use district approved by Council in 2017. It was developed to support growth in key areas such as Main Streets. Characterized by street-oriented buildings typically between four and six storeys in height requiring a transition to lower scale residential uses on adjacent parcels through building location, building massing and landscaping. The main floor can be commercial or residential. The Mixed Use - Active Frontage (MU-2) District is very similar in building, site and use regulation as MU-1, but the main floor must be commercial uses and a slightly broader range of discretionary commercial uses are allowed.

Development and Site Design

Future development permit applications will be evaluated with respect to compliance with the MDP and the Marda Loop ARP. Details regarding urban design, including building interface with the public realm, vehicular access, ground floor uses, and landscape, will continue to be addressed as development permit applications are made. The proposed policy amendments allow for building height to shift further south, away from 33 Avenue SW (in alignment with existing land use and parcel boundaries) and allow applicants to benefit from the use of the mixed-use districts in the land use bylaw.

Environmental

An Environmental Site Assessment was not required. Efficient use of land and resources is a key aspect of working toward environmental sustainability. The approach to concentrate jobs and population on Main Streets that are well served by public transit, and where people can walk or cycle to meet many of their daily needs results in reduced dependence on the private automobile and greater mobility choice. Reduced automobile dependence also leads to corresponding reductions in greenhouse gas emissions, as 36 percent of all emissions in Calgary come from vehicular transportation. More efficient use of land for development also contributes to reducing impacts on the environment and natural systems both within the city and regionally.

Future development permit applications resulting from the proposed land use redesignations will continue to be evaluated to identify any environmental concerns on a site by site basis through the development permit process.

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Transportation

Redevelopment of sites along the Main Street will benefit from:

- a robust grid of streets, allowing vehicle access from defined intersections and dispersal
- of local access and on-street visitor parking across multiple streets;
- frequent transit service within walking distance along the Primary Transit Network; and
- established walking and cycling infrastructure including complete sidewalk networks, on and off-street cycling routes, and the city's pathway network.

Although these land use redesignations are strategically located, the Main Streets program and other City initiatives, such as RouteAhead and Step Forward, have identified critical improvements to the infrastructure for all modes of transportation that will require further investment to support The City's long-term vision.

The sites included in the proposed land use redesignations are served by a transit route on 33 Avenue SW with connections to the Centre City (Route 7). Through the grid of neighbourhood streets and collector roads, redevelopment sites have easy access to arterial streets, urban boulevards, neighbourhood boulevards and the skeletal road network (e.g. Crowchild Trail SW).

Future development permit applications resulting from the proposed land use redesignations will continue to be evaluated on a site by site basis through the development permit process.

Utilities and Servicing

As the Main Streets program continues to develop, Administration is working on a number of initiatives aimed at viable and successful redevelopment. This work includes:

1. Contribution to Calgary Growth Strategies' Industry/City Work Plan: Established Areas Initiative. This initiative undertakes cross-departmental actions to reduce barriers to redevelopment. This includes, but is not limited to:
 - (a) Piloting communities and specific development sites to identify, plan, and prioritize technical requirements to enable redevelopment.
 - (b) Review underutilized road rights-of-way on key corridors to increase flexibility of use of space.
 - (c) Development of funding tools to support developed areas investment.
 - (d) Review of the Centre City Levy program within updated legislative framework.
 - (e) Work towards a strategic growth plan for the established areas.
2. An ongoing commitment from Water Resources to support redevelopment where applicant-triggered infrastructure upgrades may create opportunities to improve utility networks in ways that benefit a larger set of redevelopment sites.

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Future development permit applications resulting from the proposed land use redesignation will continue to be evaluated by Development Engineering on a site by site basis.

Stakeholder Engagement, Research and Communication

The communities surrounding 33 and 34 Avenues SW (Marda Loop) were provided opportunities to comment on the Main Street Initiative. A two-phase engagement and communications strategy was developed to be wide-reaching in the affected community and to facilitate meaningful opportunities for engagement both in-person and online. The *Engage Spectrum* level for this project is Listen and Learn which is defined as “We will listen to stakeholders and learn about their plans, views, issues, concerns, expectations and ideas.”

Stakeholders were asked to review the proposed land use districts and consider the balance of commercial and residential uses. Additionally, stakeholders were able to share any other ideas or comments on the information provided. See Attachment 5 for the Final Engagement Summary Report.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The site is 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 this corridor, the proposal is consistent with policies on Land Use Patterns.

Interim Growth Plan (2018)

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

Municipal Development Plan (Statutory - 2009)

The *Municipal Development Plan* (MDP) proposes a compact urban form for Calgary by encouraging increased population and job growth to occur in the existing, built-up areas of the city. Activity centres, corridors, and other areas that are well connected to the existing and future Primary Transit Network are identified as the primary areas to accommodate significant residential and employment growth. The MDP identifies this area as a Neighbourhood Main Street typology with emphasis as a multi-modal environment fronted by a mix of higher intensity residential and business uses that foster a vibrant street environment.

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To recognize the local context and create an urban environment that supports and integrates new development with existing communities, the specific density target for each corridor must be established through a Local Area Plan. The MDP identifies the remainder of the community of South Calgary within the Contextual Area as Inner City and Established typologies. These land use typologies are intended to experience gradual intensification over time.

Calgary Transportation Plan (Non-Statutory - 2009)

The *Calgary Transportation Plan* (CTP) identifies 33 Avenue SW as a Neighbourhood Boulevard where highest priority should be given to walking, cycling and transit and where *Complete Streets* policies should be implemented. This application aligns land use designations with these designations.

Marda Loop Area Redevelopment Plan (Statutory - 2014)

The current ARP was approved in 2014 with only minor changes since then. The ARP provides policy that promotes and encourages growth in the commercial area along the main street and aims to maintain this as a key part of the community. This application includes minor amendments (see Attachment 4) to the Maximum Building Height Map (Map 4.2) to reconcile policy level height limits with already existing land use designation height limits and the current subdivision pattern.

Social, Environmental, Economic (External)

The proposed recommendations will guide redevelopment towards the creation of a vibrant, transit-focused, liveable and distinctive mixed use community. These changes will allow more Calgarians the freedom to choose a broader range of housing, employment, and recreational opportunities in close proximity to frequent transit and in locations served by existing infrastructure, as called for by the MDP.

Long term land use policy and City-initiated land use district amendments represent a strategic approach to ensure an adequate supply of housing and employment space to keep pace with demands in the established communities. Supporting such supply increases in locations with existing and planned infrastructure is a key component in reducing the fiscal impact of growth, while also acting to attenuate pressure on housing affordability.

Efficient use of land and resources is a key aspect of working toward environmental sustainability. The approach to concentrate jobs and population on Main Streets that are well served by public transit, and where people can walk or cycle to meet many of their daily needs results in reduced dependence on the private automobile and greater mobility choice.

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Reduced automobile dependence also leads to corresponding reductions in greenhouse gas emissions, as 36 percent of all emissions in Calgary come from vehicular transportation. More efficient use of land for development also contributes to reducing impacts on the environment and natural systems both within the city and regionally.

Future development permit applications resulting from the proposed land use redesignations will continue to be evaluated to identify any environmental concerns on a site by site basis through the development permit process.

Financial Capacity

Current and Future Operating Budget

Calgary Transit and Roads are providing operating budgets for regular service transit facilities and general road right-of-way maintenance. Transit, Roads, Parks and Recreation, as part of normal business operations, monitor and determine future needs for expanding services levels. As these departments identify these new citizen needs, those departments will determine budget requirements. This land use and policy amendment has no known impact to current or future operating budgets.

Current and Future Capital Budget

The next phases of the Main Streets program are the design and build phases. The 33 and 34 Avenues SW Master Plan is near completion and will be moving into the detail design phase later this year in conjunction with the completion of infrastructure modelling and review. The funding to undertake this work is currently through the Main Streets Streetscape Program that is managed by Urban Strategy, where some Capital funds are available for a segment of the construction work.

Risk Assessment

Citizen and stakeholder interest and potential monetary investment in new development is very high for the Main Street areas. This current opportunity will be leveraged with City of Calgary actions to facilitate growth in identified strategic areas such as 33 and 34 Avenues SW. Not proceeding with guiding policy and land use redesignations could slow momentum created with many stakeholders and potentially develop mistrust with citizens and the development industry.

REASON(S) FOR RECOMMENDATION(S):

The proposed amendments respond to Council direction to action the Main Streets Implementation Plan, provide additional direction and certainty for area residents, landowners and applicants and allow for and enable an appropriate scale of development and intensity within the context of the Marda Loop.

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ATTACHMENT(S)

1. Municipal Addresses for City-Initiated Redesignation
2. Proposed Land Use - Colour Graphics
3. Proposed Land Use Map (Bylaw)
4. **Proposed Bylaw 39P2019**
5. Final Engagement Summary Report
6. **Proposed Bylaw 112D2019**
7. **Public Submissions**
8. **CPC Commissioner Comments**