

Planning & Development Report to
Calgary Planning Commission
2019 June 20

ISC: UNRESTRICTED
CPC2019-0616

**Land Use Amendment in Carrington (Ward 3) at multiple addresses,
LOC2018-0244**

EXECUTIVE SUMMARY

This land use amendment application was submitted by Urban Systems on behalf of landowners Mattamy (Aberdeen Heights) Limited and Royop (Carrington) Development Ltd, on 2018 November 06. The application proposes to change the designation of approximately 2.37 hectares of land to accommodate a variety of mixed-use, commercial and multi-residential development. The proposed land use framework, which consists of the two DC Direct Control Districts, will allow for the following:

- commercial, multi-residential and mixed-use development (e.g. retail stores, or apartment buildings that may have commercial storefronts);
- maximum building heights of up to 6 storeys (an increase from the current maximums of 3 and 4 storeys);
- a minimum of 143 dwelling units (an approximate increase from the current minimum of 80 units);
- a maximum of 3,125 square metres of commercial building floor area; and
- the uses listed in the C-C1 and M-2 Districts.

The proposal is in keeping with the applicable policies of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan*. No development permit application has been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 1.26 hectares \pm (3.11 acres \pm) located at 14120, 14400 and 15000 – 14 Street NW and 77 Carrington Plaza NW (Portion of NW1/4, Section 33, Township 25, Range 1, Meridian 5; Portion of W1/2, Section 4, Township 26, Range 1, Meridian 5; Portion of Plan 1811075, Block 1, Lot 2; Portion of Plan 1511095, Area A) from Commercial Community – 2 f1.0h10 (C-C2f1.0h10) District, Multi-Residential – Medium Profile (M-2) District and DC Direct Control District **to** DC Direct Control District to accommodate mixed-used development with guidelines (Attachment 3); and
2. Give three readings to the proposed bylaw; and
3. **ADOPT**, by bylaw, the proposed redesignation of 1.11 hectares \pm (2.74 acres \pm) located at 14120 – 14 Street NW (Portion of NW1/4, Section 33, Township 25, Range 1, Meridian 5) from Multi-Residential – Medium Profile (M-2) District and DC Direct Control District **to** DC Direct Control District to accommodate multi-residential development, with guidelines (Attachment 4); and
4. Give three readings to the proposed bylaw.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

The community of Carrington is subject to policies of the *Keystone Hills Area Structure Plan* (ASP) adopted by Council in 2012. The ASP covers approximately 1,080 hectares of land located in the north part of the city and is intended to accommodate approximately 60,000 residents and employ about 18,000 people.

Council's adoption of the *Keystone Hills ASP* in 2012 July, included a Growth Management Overlay (Overlay) which extended over the entire Keystone Hills Plan Area, as no funding mechanism to advance key leading infrastructure was in place at that time. Since then, Council removed a portion of the Overlay (including the subject lands) in 2015, which has allowed for development to occur. The removal of the remaining portions of the Overlay applicable to the community of Carrington was approved by Council in 2018.

The original subdivision outline plan and land use redesignation (LOC2013-0105), including the subject lands, was approved by Calgary Planning Commission and Council on 2015 June 4 and 2015 July 27 respectively.

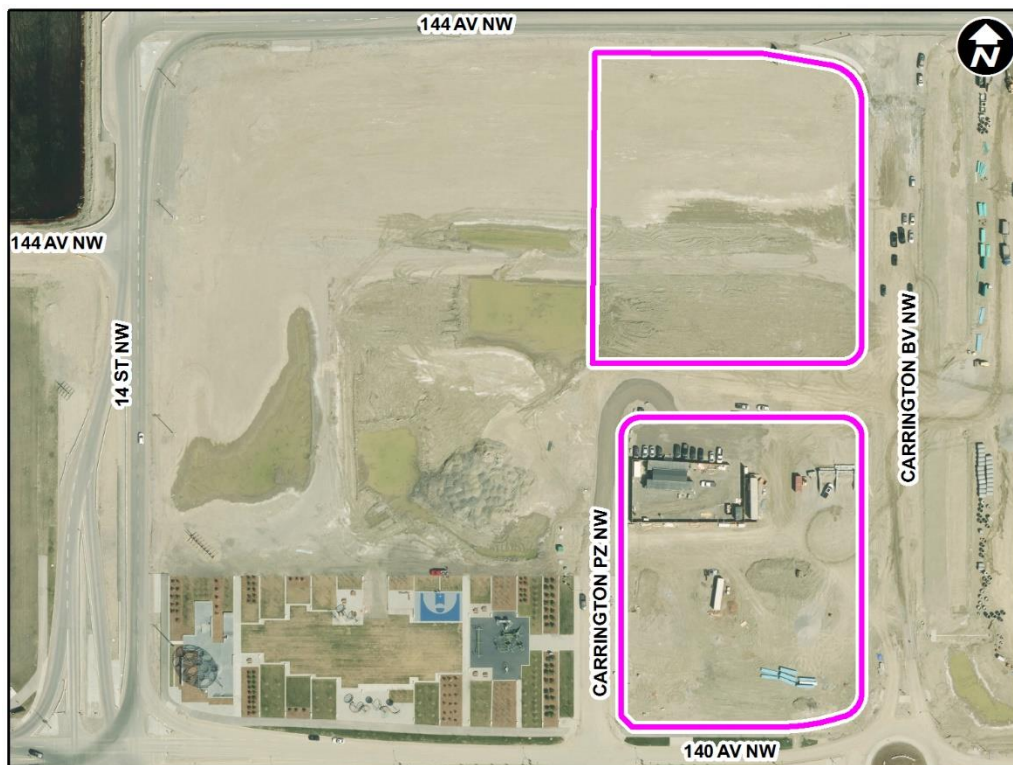
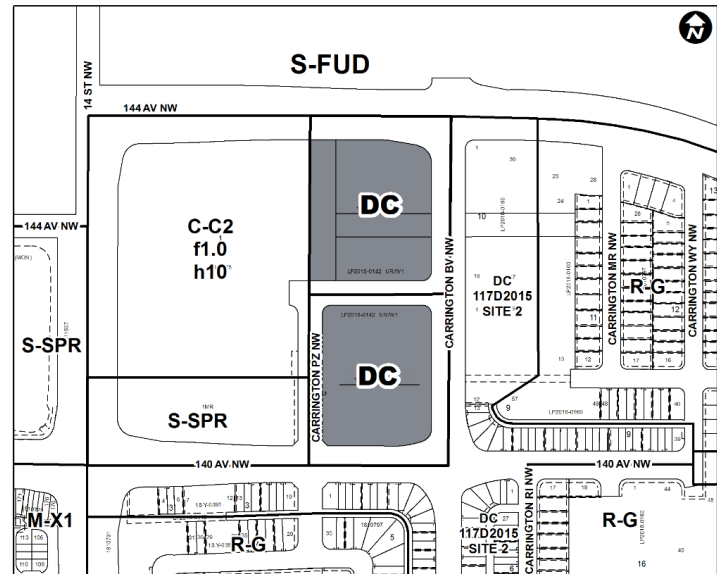
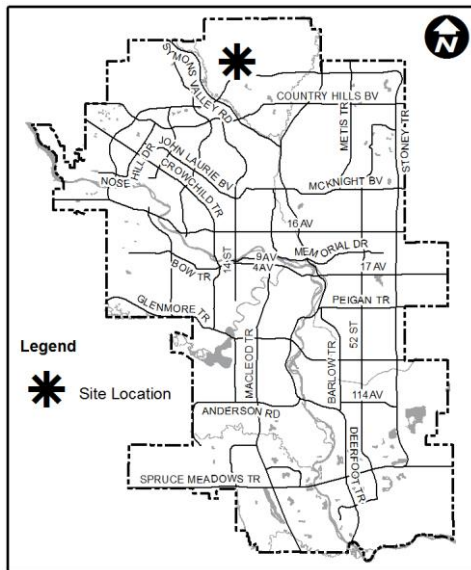
As referenced in the Applicant's Submission (Attachment 1), the intent of this application, submitted by Urban Systems on behalf of landowners Mattamy (Aberdeen Heights) Limited and Royop (Carrington) Development Ltd, on 2018 November 06, is to adjust the existing land use to better accommodate the intended mix of commercial and residential development on these lands. A subdivision application (SB2019-0449) to align the property boundaries with the proposed land use boundaries, is currently under review. No development permit application has been submitted at this time.

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Location Maps



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Site Context

The subject lands are located in the northwest community of Carrington, north of Stoney Trail, west of 14 Street NW and south of 144 Avenue NW. The lands subject to this redesignation consists of five parcels (see *Figure 1*) with a total area of approximately 2.37 hectares or 5.86 acres.

Figure 1: Municipal Addresses and Parcel Areas

Municipal Address	Area (ha)
15000 – 14 Street NW	±0.50
14400 – 14 Street NW	±0.17
Portion of 77 Carrington Plaza NW	±0.28
14200 – 14 Street NW	±1.11
14200 – 14 Street NW	±0.31

Lands to the west designated with C-C2f1.0h10 and S-SPR Districts which are intended to accommodate a future community retail centre supported by the already constructed park space adjacent to 140 Avenue NW and 14 Street NW. While portions of the community to the south and east are under development with a range of residential uses, the subject lands are still vacant. The subject lands have been stripped, graded and are relatively flat. Portions of adjacent streets (i.e. 140 Avenue & 144 Avenue NW, 14 Street NW, Carrington Plaza NW and Carrington Boulevard NW) are fully-constructed and can provide vehicular access to the subject lands. As identified in *Figure 2*, the community of Carrington is in early stages of its development with only 321 residents as of 2018.

Figure 2: Community Peak Population

Community Name	
Peak Population Year	2018
Peak Population	321
2018 Current Population	321
Difference in Population (Number)	±0%
Difference in Population (Percent)	0%

Source: *The City of Calgary 2018 Civic Census*

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The recommended land use is a product of a collaborative effort between and the applicant and Administration as several land use options have been considered and evaluated during the application review. The proposed land use framework builds on the principles of the *Keystone Hills ASP*, which identifies the subject lands as a community retail centre node, and allows for a range of residential, commercial and mixed-use development. The proposal aligns with the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

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Planning Considerations

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

Land Use

As shown visually on page 3 of this report, the subject lands consist of two individual sites located between 140 Avenue NW and 144 Avenue NW, separated by Carrington Plaza NW. This report will refer to northern site as the 'mixed-use site', and southern site as the 'multi-residential site'.

Mixed-Use Site

The 'mixed-use site', approximately 1.26 hectares in area, is bounded by 144 Avenue NW to the north, Carrington Boulevard NW to the east, Carrington Plaza NW to the south and a larger C-C2f1.0h10 site to the west. This application seeks to consolidate the land use on this site into one DC Direct Control District based on the Commercial – Community 1 (C-C1) District as outlined below (*Figure 3*):

Figure 3: Mixed-Use Site

LUD	Size	Building Height	Min UPH	Min # of units	FAR	Max floor area	Commercial uses
DC* (R-2M) (existing)	0.45ha	13m	N/A	N/A	N/A	N/A	N/A
C-C2f1.0h10	0.28ha	10m	N/A	N/A	1.0	~2.8K m ²	Yes
M-2 (existing)	0.53ha	16m	60	32	3.0	~25K m ²	N/A
DC (C-C1) (proposed)	1.26ha	23.5m	60	76	2.5	~31.5K m²	Yes

* DC Direct Control District (Site 3 of Bylaw 117D2015) allows for a custom rowhouse building.

The C-C1 District is a community commercial designation that is typically for 1 to 2 storey commercial strip malls that primarily serve the immediate surrounding area. The underlying intent of the proposed DC Direct Control District (Attachment 3) for the 'mixed-use site' is to allow for additional use and development form flexibility. The proposed DC District would allow for a maximum building height of 23.5 metres, which is an increase from the current maximums of 10, 13 and 16 metres allowed under the existing land uses. The maximum building height was selected to accommodate buildings of up to six storeys, including commercial uses at grade.

The proposed DC District also includes a maximum floor area ratio (FAR) of 2.5. The recommended FAR would allow for approximately 31,500 square metres of building floor area, of which, up to 3,150 square metres (0.25 FAR) may consist of commercial uses. The overall allowable building floor area represents a slight increase from what is currently allowed under the existing land use districts.

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The proposed development intensities

Further, the proposed DC District (Attachment 3) includes the following additional rules to:

- allow for Dwelling Units on the main floor of buildings to accommodate standalone multi-residential developments in addition to commercial and mixed-use buildings;
- require minimum residential densities of 60 units per hectare or approximately 75 residential units;
- provide site-specific direction with respect to building setback, landscaping and use area requirements; and
- allow for a shared parking strategy.

Multi-Residential Site

The 'multi-residential site', approximately 1.11 hectares in area, is bounded by Carrington Plaza NW to the north and west, Carrington Boulevard NW to the east and 140 Avenue NW to the south. Similar to the 'mixed-use site', this application proposes to change the designation of this property from two existing land use districts to one DC Direct Control District, based on the Multi-Residential – Medium Profile (M-2) District (*Figure 4*).

Figure 4: Multi-Residential Site LUD

LUD	Land Area	Building Height	Min UPH	Min # of units	FAR	Max floor area	Commercial uses
DC* (R-2M) (existing)	0.28ha	13m	N/A	N/A	N/A	N/A	N/A
M-2 (existing)	0.83ha	16m	60	50	3.0	~25K m ²	N/A
DC (proposed)	1.11ha	21m	60	66	3.0	~30K m ²	N/A

* DC Direct Control District (Site 3 of Bylaw 117D2015) allows for a custom rowhouse building.

The M-2 District is a multi-residential designation in the developing area that is primarily for 4 to 5 storey apartment buildings. The proposed DC District (Attachment 4) maintains the rules and primary purpose of the M-2 District, but allows for a maximum building height of 21 metres, or 6 storeys.

Land Use Summary

The proposed DC Direct Control Districts will enable development that has the ability to complement future commercial uses and development on adjacent lands. Further, the development intensities allowed under the proposed land uses have been adjusted to align with capacities of existing and planned infrastructure for the area. The existing and proposed land use districts are further illustrated in Attachment 2 – Proposed Land Use Plan.

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Development and Site Design

As mentioned in other sections of this report, the subject lands are located in an area identified by the *Keystone Hills ASP* as a community retail centre. According to the applicant, the development vision for this retail centre includes a private main street connecting 144 Avenue NW and Carrington Plaza NW (Attachment 5). The intended main street would provide an opportunity to link the 'mixed-use site' with the rest of the C-C2f1.0h10 parcel to the west.

While the proposed land use, in combination with the applicable policies of the Keystone Hills ARP will provide basic guidance for future development of these lands, the following should be considered at the development permit stage:

- a private main street cross section that includes adequate space allocated for sidewalks, on-street parking, landscaping and street furniture;
- functional and engaging street edge/interface along the entire length or key portions of the private main street;
- adequate landscaping buffer between the main street and any surface parking areas;
- activation of the main street through appropriate building design and uses including patios or outdoor display areas;
- at-grade units with direct access to the street;
- limit sound attenuation walls between residential developments and public streets unless required by associated studies; and
- landscaping and pedestrian connections associated with any surface parking lots that exceed the minimum bylaw requirements.

Environmental

No environmental issues were identified.

Transportation

The street network for the area was established under the previously approved LOC2013-0105 with 144 Avenue NW providing a key east to west connection, while 14 Street NW providing north to south access to Stoney Trail. The nearest transit bus stop will be available along 144 Avenue NW, just to the west of the subject site. A Transportation Impact Analysis was not required in support of this application.

The location of the anticipated private main street connecting 144 Avenue NW and Carrington Plaza NW will be consistent with the alignment of the north/south portion of Carrington Plaza NW. The overall design of the future main street be reviewed at the development permit stage. The future private main street alignment will also require a public access easement. All additional access and egress points required to support the 'mixed-use' and 'multi-residential' sites will be assessed at the development permit to ensure they are designed to the satisfaction of the Development Authority.

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Utilities and Servicing

Water, sanitary and storm sewer mains are all available and can accommodate the intended development of the subject lands without the need for off-site improvements at this time. Individual servicing connections as well as appropriate stormwater management will be considered and reviewed at the development permit stage.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

There is no community association for this area. Administration received two letters from adjacent landowners that identified the following concerns:

- the proposal does not fit in with the landscape of the community;
- potential development outcomes won't be aesthetically pleasing for the community and its residents, owners and visitors;
- there are no proper amenities and infrastructure at this time to support the proposed density increase;
- the existing 14 Street NW and 140 Avenue NW intersection is already busy and dangerous;
- there is no bridge across Stoney Trail which creates challenges on 144 AV NW;
- streets in the area are very narrow, which makes it difficult to pass parked vehicles or find on-street parking;
- there will be unhappy homeowners due to poor planning and no planned infrastructure upgrades;
- the existing playground is already overcrowded;
- rezonings should be limited to undeveloped areas; and
- the proposal will negatively impact values of existing homes in the area.

In response to these comments the applicant held a drop-in information sharing session for the area residents on 2019 February 06, between 6:00 and 8:00 pm, at Mattamy's sales centre in Carrington. The event was advertised by sending 105 direct mailouts to adjacent landowners. Approximately 30 people attended the session. The following topics were discussed with the representatives of the applicant, landowners and Administration:

- timing for public transit and interchange completion;
- height of proposed buildings;
- what type of commercial tenants will be in the space;
- where will parking be;
- supportive of mixing commercial uses and residential uses;
- medium/high density can result in more traffic in the community;
- safety concerns at the traffic circle with more cars in the area; and

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- need more stores and services.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. If this application is approved by Council, the number of units, building design, mix and size of uses and site layout details such as parking, landscaping and site access will be determined later at the development permit review stage.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

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 site, 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 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.

Municipal Development Plan (Statutory – 2009)

The subject site is located within the Residential - Developing – Planned Greenfield with Area Structure Plan area as identified on Map 1: Urban Structure of the *Municipal Development Plan* (MDP). The MDP defers to the local area plan in place which in this case is the *Keystone Hills Area Structure Plan* (ASP).

Keystone Hills Area Structure Plan (Statutory – 2012)

The subject site is located within the Community Retail Centre area as identified on Map 5: Land Use Concept of the ASP. The applicable Community Retail Centre policies encourage comprehensively planned developments that include a wide range of uses, services and amenities. The ASP also encourages residential uses to be horizontally or vertically integrated with retail and employment uses. The proposal aligns as with the intent of the ASP for this area.

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Social, Environmental, Economic (External)

The proposed land use redesignation promotes principles of complete communities and a prosperous economy by allowing for a mix of residential, commercial, and service uses.

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

There are no risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with the applicable policies of the *Municipal Development Plan* and the *Keystone Hills Area Structure Plan*. The proposed development flexibility and allowance for a range of commercial uses represent an appropriate land use framework for future development in the area.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Land Use Plan
3. Proposed Direct Control District Guidelines (C-C1)
4. Proposed Direct Control District Guidelines (M-2)
5. Concept Plan