



CROSSROADS

SPECIAL STUDY



FEBRUARY, 1986

CROSSROADS SPECIAL STUDY

TABLE OF CONTENTS

	<u>PAGE</u>
1. INTRODUCTION.....	1
2. THE STUDY AREA.....	1
2.1 Existing Uses Within The Study Area.....	1
2.2 Existing Uses - Surrounding Area.....	3
2.3 Policy Context.....	3
3. COMMUNITY CONCERNS.....	3
4. THE TECHNICAL ASSESSMENT.....	4
4.1 Study Team.....	4
4.2 Technical Considerations.....	4
5. ANALYSIS AND CONCLUSIONS.....	5
5.1 City-Owned Lands Currently Designated C-6.....	6
5.2 Privately Owned Lands Currently Designated C-6....	8
5.3 RM-4 Lands Within the Study Area.....	8
5.4 R-2 Lands Within the Study Area.....	8
6. GENERAL CONCLUSIONS.....	9
7. RECOMMENDATIONS.....	9
 EXHIBIT I - Proposed Direct Control Guidelines (City-Owned Parcel at 19 Street N.E. and 14 Avenue N.E.)	
 APPENDIX I - Summary of Land Use Options for City-Owned Parcel (S.W. Corner: 19th Street N.E./16th Avenue N.E.)	

PLANNING & BUILDING DEPARTMENT REPORT

CROSSROADS SPECIAL STUDY

1. INTRODUCTION

As a result of concerns expressed by the Crossroads Community Association and local residents, Alderman Hawkesworth has requested the Planning and Building Department to undertake a land use study within the Crossroads Community. The study area boundaries are basically:

- 16th Avenue N.E. (north);
- 14th Avenue N.E. (south);
- 19th Street N.E. (east); and
- 16th Street N.E. (west).

The adjacent RM-4 (Residential Medium Density Multi-Dwelling District) lands on the south side of 14th Avenue N.E., and the east side of 17A Street N.E. have also been included in the study (see Map 1).

The community concerns essentially relate to potential development on vacant lands within the study area (particularly those with a commercial designation), the impact of new development on traffic within this part of the community, and the compatibility of future land uses with existing development. The objective of the study is to propose land use adjustments which will ameliorate any problems associated with these concerns.

Of particular interest to the study is the +4.5 acre (1.8 hectare) vacant parcel of City-owned land at the southwest corner of 19th Street and 16th Avenue N.E., currently designated C-6 (Highway Commercial District) and available for development.

2. THE STUDY AREA

2.1 Existing Uses Within The Study Area

Please refer to Map 1, Existing Land Uses.

- A) The 4.5 acre City-owned parcel adjacent to 19th Street and 16th Avenue N.E. is currently vacant except for a street sweeper box and minimal landscaping. Access is currently right in/out from 19th Street and all turns from 14th Avenue. The future 19th Street/16th Avenue interchange requirements will remove +2 acres (0.9 hectare) from the north and east sides of the site, and prohibit

physical access from 19th Street (see Map 2), although this improvement is not anticipated to occur within the next 10 years. The site is currently designated C-6 (Highway Commercial District). This designation is intended for auto-oriented development located on streets with high traffic volumes and a high level of exposure.

- B) Fronting both the west side of 18th Street N.E. and the north side of 14th Avenue N.E. is a small local commercial development of about 1/2 acre (0.2 hectare) (convenience store, restaurant, etc.). 14th Avenue frontage is 125' (+38 m); 18th Street frontage is 175' (+53 m). The privately-owned land immediately north of and approximately the same size as this existing commercial development is vacant. Both vacant and developed lands are designated C-6.
- C) Immediately west of the local commercial site, on the north side of 14th Avenue N.E., is a +2.2 acre (0.9 hectare) comprehensively designed townhouse/apartment complex. This land is designated RM-4 (Residential Medium Density Multi-Dwelling District) and the existing development is typical of the kind of development potential of the RM-4 district.
- D) The 14 lots on either side of 17th Street N.E. on the north side of 14th Avenue N.E. are City-owned lands. They are vacant, and 17th Street north of 14th Avenue is undeveloped. This land is designated RM-4.
- E) The former 16A Street right-of-way north of 14th Avenue and adjacent lots are developed as a church. The church is on RM-4 designated land; it is considered to be a "public or quasi-public" (Discretionary) use.
- F) The five lots fronting the east side of 16th Street are designated R-2 (Residential Low Density District). With the exception of one privately owned house located at the northeast corner of 14th Avenue N.E. and 16th Street N.E., these are vacant, city-owned lots. 16th Street north of 14th Avenue N.E. is only partially developed in order to provide access to the Deerfoot Athletic Park and the one private home.
- G) The block face fronting the east side of 17A Street from the 12th Avenue alignment to 14th Avenue, and the south side of 14th Avenue from 17A Street to the lane west of 18A Street is currently designated RM-4. Of the 17 lots within this area, 5 contiguous lots along 14th Avenue are developed with two 6-unit walk-up apartment buildings, and one 8-unit building; one lot on 17A

Street is developed with a 4-unit apartment building; and the remainder are single detached with the exception of two semi-detached developments on 17A Street. These homes and apartments would have been built approximately 20-25 years ago. The apartment blocks are typical of RM-4 development, but the subdivision layout, and single/semi-detached developments are typical of a lower density district e.g., R-2.

2.2 Existing Uses - Surrounding Area

16th Avenue N.E. (Trans-Canada Highway) is a six-lane divided expressway. The 19th Street/16th Avenue intersection is currently at-grade, traffic signal controlled. The lands north of 16th Avenue are essentially highway commercial developments (auto dealerships, etc.). A pedestrian bridge crosses the highway immediately west of 19th Street N.E., terminating on the City-owned parcel within the study area. The Quality Inn Hotel is located at the southeast corner of 19th Street and 16th Avenue N.E., immediately east of the study area.

A community reserve (P.E. - Public Park, School and Recreation District) parcel is located immediately south of the Study Area at the southwest corner of 14th Avenue and 17A Street N.E. and contains the Crossroads Community Hall. The remainder of the surrounding area is predominantly single-detached with some semi-detached structures, and is designated R-2. The +33.6 acre (13.6 hectare) Deerfoot Athletic Park is located immediately west of the Study Area, and is designated P.E. A park access is located off 14th Avenue N.E., at 16th Street N.E.

2.3 Policy Context

The study area is within the Airport 1 Design Brief (Area C). The Design Brief recommends that the vacant land located west of 19th Street and south of the Trans-Canada Highway be developed as C-1 Commercial and, further, that 17th Street and its adjacent lots north of 14th Avenue N.E. be designated as open space. The remainder of the study area is shown as "Low Density Residential", subject to NEF (airport noise) contour restrictions.

The functional design for the 19th Street N.E./16th Avenue N.E. interchange, although not yet approved by Council, anticipates that 19th Street will go under 16th Avenue in a grade-separated configuration.

3. COMMUNITY CONCERNS

The principal community concerns specific to the study area relate to the 4.5 acre city-owned site at 19th Street and 16th Avenue. The Community Association and residents along 14th Avenue expressed their concern that commercial types of uses on this site would worsen the 19th Street traffic problem, would load 14th Avenue with unacceptable traffic volumes, and would be incompatible with residential road patterns (e.g. heavy trucks).

One resident expressed concern with sweeper operations (noise, dust), and stated that the city-owned site was promised to be a park when their land was purchased from the City some 20 to 25 years ago. (There is no record of such an arrangement on file).

Local businesses and residents on 14th Avenue are additionally concerned about a potential proliferation of additional commercial uses within the study area.

Another cause for concern is the new church development on 14th Avenue at 16A Street, which is perceived to generate excessive traffic and parking problems along 14th Avenue during the church's peak use times.

In the broader community context, considerable community input has been acquired over past years relative to the 19th Street N.E. traffic situation, its impact on the Crossroads Community, and its impact on surrounding areas. It is clear, through this input, that the consensus of community opinion is to seek out opportunities for reduced 19th Street traffic volumes. Generally, the community would seek a planning framework for low intensity, low profile uses within the study area which would have minimal impact on 19th Street traffic volumes.

4. THE TECHNICAL ASSESSMENT

4.1 Study Team

A study team was set up by the Planning & Building Department. It was comprised of representatives from the Planning & Building, Parks/Recreation, Transportation, Engineering and Land Departments. This team has identified and reviewed the technical opportunities and constraints on development within the study area, particularly in regard to city-owned lands.

4.2 Technical Considerations

From a technical point-of-view, the major constraints on development in the study area relate to roadway capacities and traffic management. The following factors must be taken into consideration in this regard:

- 19th Street N.E. is experiencing traffic volumes considerably beyond its environmental capacity.
- Any additional development feeding onto 19th Street, particularly commercial uses, will:

- o worsen the existing traffic situation;
 - o accelerate the need for a grade-separated interchange at 19th Street and 16th Avenue (which is presently beyond the 10 year time frame dealt with by the 1979 T.I.P.S. Program).
- The Transportation Department has undertaken special measures (large signage, etc.) to restrict heavy truck traffic on 19th Street south of 16th Avenue, and on 14th Avenue.
- The 19th Street N.E./16th Avenue N.E. future interchange requirements will remove about 2 acres from the north and east sides of the vacant city-owned site, prohibiting access from 19th Street N.E. (see Map 2). Accordingly, when interchange improvements are undertaken, access to this major component of the study area will be restricted to local standard roads. The land requirement for interchange purposes is essentially firm, although the ultimate interchange configuration and related traffic management options affecting 19th Street N.E. will not be finalized prior to the Transportation Department undertaking a public input program. A final solution to the overall traffic management problems associated with this community is not anticipated for the foreseeable future.

Other significant technical constraints are:

- The entire study area is situated within the Airport Vicinity Protection Area (AVPA) 30 Noise Exposure Forecast (NEF) and 35 NEF contour lines. The AVPA is a Provincial Regulation which prescribes these lines around Calgary International Airport and restricts new residential development within the Study Area, except for infilling and replacement dwellings on residential lots approved prior to the regulation coming into force (1979). In this latter situation, specific noise insulation standards must be met.
- The community is well supplied with local functional open space relative to parks standards for both inner city and suburban community types (not including the Deerfoot Athletic Park).
- Although the sweeper box located on the city-owned site can be relocated to other sites in the vicinity, the relocation cost would be in the order of \$40,000 to \$50,000. Apart from the concern of one resident (dust and noise from sweeper operations), Streets Maintenance staff are unaware of any complaints regarding the present location and operation of the sweeper box.

5. ANALYSIS AND CONCLUSIONS

Taking into account the community's concerns and the technical considerations, various land use options were reviewed and specific options are now proposed.

The proposed Land Use Districts are shown on Map 2, and incorporate the following:

5.1 City-Owned Lands Currently Designated C-6
(Corner of 19th Street N.E. and 16th Avenue N.E.)

Appendix I presents the pros and cons of various land use options for the city-owned site at 19th Street N.E. and 16th Avenue N.E.

The conclusions relative to each option for this City-owned site are as follows:

- A. Provincial officials have advised that a non-residential site, if redesignated to a residential land use, cannot be construed as "infilling or replacement" under A.V.P.A. Regulations. Accordingly, residential development on this site is not a feasible alternative.
- B. The site is not technically appropriate for commercial uses. Furthermore, commercial uses on this site would tend to be incompatible with the long-standing adjacent residential development.

Transportation Department assessments of the potential traffic generated by a commercial development on all of, or a portion of the city site conclude that a significant impact on 19th Street N.E. traffic volume will occur. 19th Street N.E. volumes are already significantly beyond its environmental capacity. Furthermore, the traffic volumes on 14 Avenue N.E. after commercial development of the site would increase in the short term, but worsen as and when the future interchange improvements are undertaken and the existing right in/out access to 19th Street N.E. is prohibited. Both in the short-term and long-term, however, it would appear that there are no commercial development options available which have a function and design compatible with the existing residential development in the surrounding area. Indeed, commercial operations would tend to maximize the very high level of exposure afforded to this site due to its location in a manner which is potentially incompatible with adjacent development.

- C. Development of this site as a park is not appropriate. This community is well supplied with local open space (that is, 2.982 hectares per 1,000 population vs. the suburban standard of 2.2 ha/1,000, and the inner city standard of 1.92 ha/1,000). Further, the site is poorly located for park use, being exposed to harsh winds and heavy traffic.

- D. An Urban Reserve Land Use Designation, or equivalent, could place the site into a "holding pattern" until the larger transportation-related problems are resolved, but it could be debated whether pressure to intensively develop the site is relieved in the interim as a result of the U.R. designation. In fact, there could be an increased feeling of uncertainty in the community. It is notable that "Urban Reserve" is intended for large areas of land outside of built-up areas. Accordingly, this type of land use designation is not considered to be appropriate.
- E. Depending upon the specifics, an institutional use could be appropriate for this site in both the short and long term. Aside from the technical considerations, a properly designed, low-profile development could fit well into the community. The Land Department has received some recent inquiries from potential client-users who are interested in acquiring land of this nature in this part of the city.

The kinds of uses anticipated are essentially low intensity in nature, including operations such as a public or quasi-public special care facility (e.g. geriatric centre), a rehabilitation or vocational training centre, or cultural and community-oriented types of activities. The P.S. (Public Service District) designation or equivalent would provide the suitable land use framework for such uses, although some specific uses listed in the Land Use By-law (e.g. airports or amusement arcades) would not be considered appropriate in this context. Airport noise regulations would also rule out any residentially oriented uses such as a hospital or half-way house.

In view of the various pros and cons of each land use option for the 4.5 acre City-owned site, the first four options listed above are not considered appropriate. Accordingly, it is recommended that the 4.5 acre city-owned site at 19th Street and 16th Avenue N.E. be redesignated from C-6 to Direct Control (D.C.) District with P.S. (Public Service) District guidelines.

Exhibit I is a set of proposed Direct Control guidelines which has been prepared by the Planning & Building Department in consultation with the Land Department and the Crossroads Community Association. These D.C. guidelines are designed to allow low intensity institutional uses on the site. Removed from the normal P.S. specifications are certain unacceptable uses (e.g. military establishments, amusement arcades, jails, detention homes and centres), and added are additional development performance standards not currently found in the P.S. (Public Service) District Rules, or the General Rules for Special Districts; this is to ensure a compatible development.

5.2 Privately Owned Lands Currently Designated C-6

The row of lots adjacent to the west side of 18th Street, between 14th Avenue N.E. and 16th Avenue N.E. is partially developed for local commercial use. It is recommended that this area of land be redesignated from C-6 to C-1A (Local Commercial District) to reflect the existing uses and the long-term potential within this area, which is to serve the needs of the immediate community.

5.3 RM-4 Lands Within The Study Area

It is recommended that the vacant city-owned lands and the church development on the north side of 14th Avenue be redesignated from RM-4 to R-2. A.V.P.A. Regulations specify that new residential development is prohibited in the Study Area, except for an infilling or replacement dwelling that is to be built on a lot in a subdivision plan registered under the Land Titles Act before the coming into force of the Regulation. R-2 type of development is appropriate for the existing subdivision pattern and, compared to RM-4 potential, would expose fewer people to airport noise as and when either of these areas are developed residentially. Non-residential Discretionary Uses such as child care, special care, and public and quasi-public facilities such as the church are available in both R-2 and RM-4 districts.

It is recommended that the existing townhouse-apartment complex on the north side of 14th Avenue remain designated RM-4.

The RM-4 lands along the east side of 17A Street N.E. have generally not developed beyond the low density range (i.e. single and semi-detached dwellings). It is recommended that these lots be redesignated to R-2, except for the one mid-block lot which is currently developed with a small apartment building.

The block face on the south side of 14th Avenue N.E. between the lanes adjacent to 17A Street N.E. and 18A Street N.E. has developed predominantly with walk-up apartments, the exception being the two lots at the west end (Lots 14 and 15, Block 41, Plan 8431 H.J.) which are developed with single-detached homes. These two lots are contiguous with the existing apartment development to the east and face the commercial and townhouse-apartment developments to the north. Although these points have merit for retaining these two lots as RM-4, the principles justifying the proposed change from RM-4 to R-2 (i.e. reduction in potential density where appropriate to minimize transportation impacts and exposure to aircraft noise) are sound. Therefore, these two lots should be redesignated to R-2. The existing apartment developments within this block face would retain the RM-4 designation.

5.4 R-2 Lands Within The Study Area

(East Side of 16th Street N.E., north of 14th Avenue N.E.)

No change of land use designation is anticipated for the existing R-2 District within the study area.

6. GENERAL CONCLUSIONS

The overall strategy for land use adjustments within the study area is to relieve pressure from the constraints (predominately the traffic volumes on local streets, airport noise, uncertainty about scale of development on vacant City-owned land), and to ensure community compatibility of any new development (low profile, properly designed, landscaped, etc.). Therefore, land use designations should closely reflect the existing situation for land already developed. Also the development potential of vacant lands should be of the kind which will not further worsen the problems associated with this community, and be compatible with the immediate neighbourhood. The proposed land use changes should achieve this.

7. RECOMMENDATIONS

- A. That City Council direct the Planning & Building Department to initiate the redesignation of the City-owned site at 19th Street N.E. and 16th Avenue N.E. from C-6 (Highway Commercial District) to D.C. (Direct Control District) with guidelines as per Exhibit I to this report;
- B. That City Council direct the Planning & Building Department to initiate the redesignation of the vacant City-owned land north of 14th Avenue at 17th Street N.E. from RM-4 (Residential Medium Density Multi-Dwelling District) to R-2 (Residential Low Density District);
- C. That City Council direct the Planning and Building Department to initiate the redesignation of privately-owned C-6 (Highway Commercial District) land to C-1A (Local Commercial District); and the redesignation of privately-owned RM-4 (Residential Medium Density Multi-Dwelling District) land to R-2 (Residential Low Density District), where existing development in the latter situation is compatible with R-2 guidelines.
- D. That the Planning & Building Department prepare the appropriate amendments to the Airport I Design Brief for consideration of City Council at the time land use redesignations are proposed.

EXHIBIT I

PROPOSED

DIRECT CONTROL GUIDELINES

(City-Owned Parcel at 19 Street N.E. and 14 Avenue N.E.)

1. Land Use

The land use shall be for low intensity institutional services to the public. The Permitted Uses of the PS (Public Service) District and the following Discretionary Uses shall apply:

- Private Schools
- Public Administration buildings
- Public and quasi-public buildings
- Signs
- Special care facilities, excluding halfway houses and group homes
- Universities, colleges, provincial training centres

2. Development Guidelines

The General Rules for Special Districts contained in Section 48 of By-law 2P80, and the Permitted and Discretionary Rules of the PS (Public Service) District (Section 52) shall apply unless otherwise noted below.

a) Building Height and Design

The maximum building height shall be 12 metres (3 storeys) at any eaveline (not including mechanical penthouse).

The design, character and appearance of any building shall be compatible with and complimentary to the surrounding area.

b) Landscaping

A landscaped buffer consisting of berms, trees and vegetation shall be provided adjacent to abutting residential districts in a manner which will enhance building walls and parking areas, and alongside vehicular accessways from point of access to the nearest internal circulation roadway.

A detailed landscaping plan shall be submitted to the Approving Authorities for approval as part of a development permit application.

c) Signs

Signage shall be limited in size, design and location and must be compatible with both on-site development and adjacent residential development.

d) Development Plans

Approval of this application does not constitute approval of a development permit. Comprehensive plans, including building design, site layout, exterior finishes and colour, landscaping, parking and access shall subsequently be submitted to the Approving Authorities as part of a development permit application.

APPENDIX I

CROSSROADS STUDY

SUMMARY OF LAND USE OPTIONS
FOR CITY-OWNED PARCEL
(S.W. CORNER: 19TH STREET N.E./16TH AVENUE N.E.)
(SEE MAP 1)

1. Residential Designations

Pros:

- A compatible use with surrounding existing uses.
- 14th Avenue access appropriate.
- Low densities will not create adverse traffic patterns.
- Revenues to City from sale/lease.

Cons:

- Province advises that A.V.P.A. prevents future residential development on land not currently designated for residential uses.
- High densities would worsen traffic problems on 19th Street/14th Avenue.
- Relocate sweeper operations (at cost).

2. Commercial Designations

(The focus here is on a variety of commercial uses which would to take advantage of the high level of exposure afforded by this site).

Pros:

- Existing land use (C-6) accommodates a variety of potential uses.
- Existing commercial located further west.
- Large site (+3 acs. net) will accommodate a comprehensively designed development.
- Highest economic value of land (revenues from sale/lease); strong market demand.

Cons:

- Commercial development on all or portions of the site will worsen 19th Street traffic problems, and could accelerate need for 16th Avenue/19th Street interchange improvements.

- Ultimate physical access will not be available from 19th Street N.E.; most commercial operations, particularly highway commercial, are not appropriate long-term solutions for situations where access is available from local roads only.
- Commercial operations located here would tend to try to maximize the high level of exposure afforded to this site, potentially in a manner which is incompatible with adjacent development.
- Commercial traffic on 14th Avenue is basically incompatible with predominantly residential traffic patterns.
- Community resistance.
- Competition with existing local commercial is possible.
- Sweeper operations may have to be relocated.

3. Parks/Recreation

(Both active and passive parks/recreational uses were considered.)

Pros:

- Negligible traffic impact (with passive parks).
- No community resistance to the general concept of a park.
- No A.V.P.A. conflict.

Cons:

- Community presently exceeds parks development standards.
- Other park acquisition needs throughout the city have higher priority.
- Site is not conducive to either active or passive park development due to proximity to heavy traffic and environmental exposure.
- Active recreation could cause conflicts and safety hazard with perimeter traffic - e.g. baseballs, soccer balls on roadways.
- Sweeper box would have to be removed (not a park facility).
- Land has market value far exceeding that of a park.

4. Urban Reserve (or equivalent)

NOTE: The site does not meet the minimum U.R. site area as defined in the Land Use By-law (80 acres/32 hectares). One option may be to utilize a Direct Control (U.R.) designation adjusting the minimum site area.

Pros:

- Could retain the site in an "as-is" mode protecting it from subdivision and development until the community transportation issues can be resolved.

- Could relieve pressure for highway commercial type of development which may be incompatible with the surrounding community as well as worsen the traffic problems.

Cons:

- The intent of Urban Reserve is essentially to protect from premature development large areas of land outside of the existing urban context.
- U.R. designation only delays an inevitable redesignation to make the site developable for a presently undetermined use; this could cause a feeling of uncertainty within the community.
- Additional time and expense is required to again redesignate the site.

5. Institutional Uses

(Uses considered are low intensity operations such as a public or quasi-public special care centre, a rehabilitation or vocational training centre, or a facility for cultural and community-oriented activities).

Pros:

- A low intensity, properly designed use, would create a compatible situation with adjacent residential development, and fit well with both short and long term traffic constraints.
- Depending on the particulars of the uses proposed, N.E.F. lines would not be a constraint.
- Land use changes required would not adversely impact the community.
- Land Department advises that there are potential client-users.
- Good road and transit access, but institutional uses not dependent upon exposure of site.

Cons:

- Depending on the intensity of the user's traffic patterns possible non-residential vs. residential traffic conflict (localized); 19th Street access will not be available in long term.
- Some specific uses listed in the P.S. District are not appropriate for the area (e.g. amusement arcades, airports).
- Some uses are restricted by A.V.P.A. (i.e. no "residential" overtones).
- Sweeper operations would have to be relocated (at cost).