

Planning & Development Report to
Calgary Planning Commission
2019 August 15

ISC: UNRESTRICTED
CPC2019-1023

Policy Amendment and Land Use Amendment in Crescent Heights (Ward 7) at 336 – 8 Avenue NE, LOC2017-0369

EXECUTIVE SUMMARY

This application was submitted by Rick Balbi Architect on 2017 December 06 on behalf of the landowner, 2111356 Alberta Ltd (Nagesh Subramaniam). This land use amendment application seeks to redesignate the subject site from Commercial – Corridor 2 f1.0h10 (C-COR2 f1.0h10) District to Multi-Residential – Contextual Medium Profile (M-C2f2.0d180) District to allow for:

- multi-residential development adjacent to low density residential development;
- a maximum floor area of 1115.6 square metres based on a floor area ratio (FAR) of 2.0 (an increase from 1.0);
- a maximum building height of 16.0 metres (an increase from 10.0 metres);
- a maximum of ten residential units based on a density of 180 units per hectare; and
- development typically located at transit and transportation corridors.

An amendment to the *Crescent Heights Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use amendment and to respond to the community's concerns. The proposal aligns with the applicable policies of the *Municipal Development Plan* (MDP).

A development permit application has not been submitted at this time.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission recommends that Council hold Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendment to the Crescent Heights Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.06 hectares ± (0.14 acres ±) located at 336 – 8 Avenue NE (Plan 8386FH, Block 27, Lot 4) from Commercial – Corridor 2 f1.0h10 (C-COR2 f1.0h10) District **to** Multi-Residential – Contextual Medium Profile (M-C2f2.0d180) District; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

This land use amendment application was submitted by Rick Balbi Architect on 2017 December 6 on behalf of the landowner, 2111356 Alberta Ltd (Nagesh Subramaniam). The applicant's submission (Attachment 1) indicates their intent to develop a three-storey (approximately 10 metre) multi-residential development with no more than ten residential units. Concept plans for the future development permit application are attached in Attachment 4.

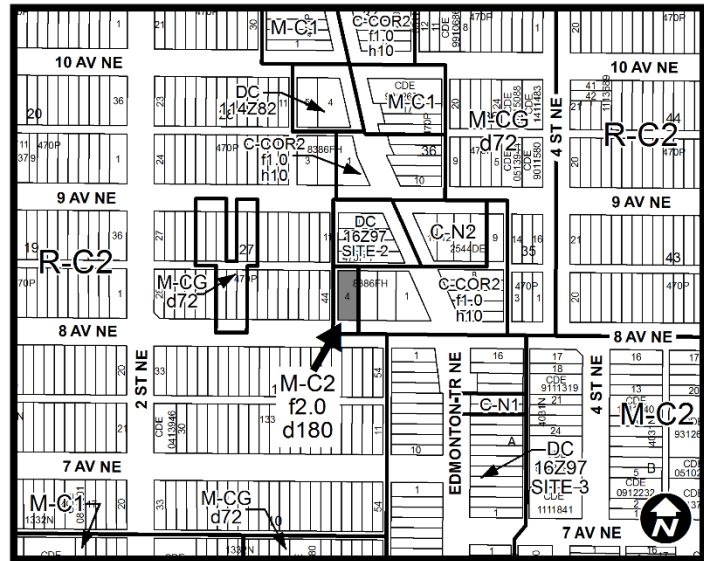
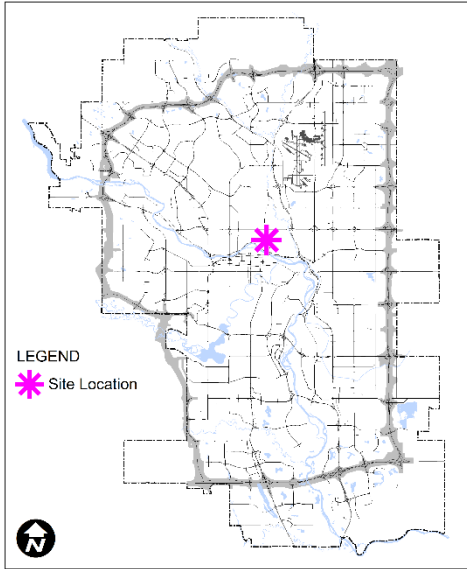
As discussed under the Investigation: Alternatives and Analysis section of this report, the application originally considered various commercial and mixed-use land use districts to implement the subject site's designation of Local Commercial as stipulated in the *Crescent Heights Area Redevelopment Plan (ARP)*. Through conversations with the community and Crescent Heights Community Association, the application was amended to the Multi-Residential – Contextual Medium Profile (M-C2) District. A floor area ratio (FAR) modifier of 2.0, as well as a density modifier of 180 units per hectare were added to restrict the number of dwelling units, and limit the potential for a building on the site to be developed to the maximum 16.0 metres allowed in the M-C2 land use district.

The site is subject to the policies of the *Crescent Heights Area Redevelopment Plan (ARP)*. Although a map amendment to the ARP is required to allow for the land use amendment, the redevelopment proposal aligns with the applicable policies of the *Municipal Development Plan*.

The Crescent Heights Community Association provided a letter in support of the amendment to a residential-only (M-C2f2.0d180) district. The letter of support is attached in Attachment 2.

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Location Maps



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Site Context

The community of Crescent Heights, specifically where the subject site is located is in close proximity to Edmonton Trail, contains a mix of residential and commercial uses which are primarily of low density and lower heights. This section of Edmonton Trail NE, south of 16 Avenue NE, is experiencing new infills and developments with a mix of both residential and commercial uses.

The subject site is located on a block of four parcels designated Commercial – Corridor 2 (C-COR2) on the north-western corner of the intersection between 8 Avenue NE and Edmonton Trail NE. The site is the fourth parcel in from Edmonton Trail and bordered by two rear lanes along the northern and western property lines. The subject site is vacant at this time.

Surrounding uses consist of the following:

- North – a gravel lane adjacent to commercial uses designated in the ARP for local commercial;
- South – commercial uses along Edmonton Trail NE and low-density residential uses across 8 Avenue NE from the site – designated in the ARP for low-density residential;
- West – a gravel lane (side) and single detached dwellings across the lane; and
- East – single detached dwellings designated in the ARP for local commercial uses.

Further to the west of the subject site on the same street block are several Multi-Residential – Contextual Grade-Oriented (M-CG) lots designated in the ARP as Low Density Multi Dwelling.

Vehicular access to the subject site is from the rear lane along the northern property line and connects with Edmonton Trail NE, 2 Street NE and both 8 and 9 Avenues NE.

There has been no change in the population of Crescent Heights since its peak in 2018, as indicated in *Figure 1* below.

Figure 1: Community Peak Population

Crescent Heights	
Peak Population Year	2018
Peak Population	6,598
2018 Current Population	6,197
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: *The City of Calgary 2018 Civic Census*

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

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed M-C2f2.0d180 District allows for a multi-residential building of medium density and medium height that has the ability to provide a compatible transition between the anticipated commercial uses along Edmonton Trail NE and the low-density residential uses to the west, either as single detached dwellings or potential future semi-detached dwellings.

The proposed M-C2 District allows for up to ten residential units at a maximum building height of 16 metres on the subject site; however, the proposed density modifier of d180 (10 units) makes a building of 16 metres unlikely. Although a development permit application has not been submitted concurrently with this land use amendment application, the concept plans for a ten-unit building provided by the applicant in Attachment 4 indicates a maximum three-story building at approximately 10 metres.

Although a minor map amendment to the ARP is required to accommodate this proposal, the ARP amendment does not propose a higher intensity land use than already existing on the site in terms of Map 2 – Land Use Policy of the Crescent Heights ARP. The ARP amendment proposes for the additional use of Medium Density Multi Dwelling in addition to the existing Local Commercial land use designation.

Planning Considerations

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

Land Use

The existing Commercial – Corridor 2 f1.0h10 (C–COR2 f1.0h10) District is intended to be characterized by commercial buildings on both sides of streets, and buildings located varying distances from streets with limited automotive uses. The C–COR2 District is also intended to have primary access for motor vehicles to parcels from streets and lanes.

The application was originally submitted for a redesignation to the Commercial – Corridor 1 (C-COR1) District. However, through the application review and public outreach process, various commercial and mixed-use land use districts were considered, without success, to implement the *Crescent Heights ARP's* classification of Local Commercial for the subject site.

The consideration of a commercial or mixed-use district, allowing for the applicant's proposal for a mixed-use development, was hindered by policies in the ARP under Section 4.3.6 – Expansion of Commercial Uses. The land use policies state the following:

1. Commercial redevelopment along Edmonton Trail must be oriented to Edmonton Trail rather than the avenues. Therefore, commercially designated parcels separated from Edmonton Trail must be consolidated with parcels having Edmonton Trail frontage prior to development.

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2. Access to new commercial development must be from Edmonton Trail or within 10 metres of Edmonton Trail on the avenue.

Since the land ownership of the parcels adjacent to Edmonton Trail NE did not allow for a consolidation and comprehensive development of the whole block, the applicant proposes an amendment to the ARP to allow for commercial frontage onto 8 Avenue NE. This ARP amendment is strongly opposed by the community. Through ongoing public outreach and conversations with the Community Association and Administration, the applicant proceeded to amend the application to the Multi-Residential – Contextual Medium Profile (M-C2) District; a residential-only land use district that would allow for a multi-residential development.

The M-C2 District has a maximum building height of 16 metres but does not allow for a decrease in the maximum building height through a height modifier. To allow for a contextually sensitive development, the applicant included a floor area ratio (FAR) modifier and a density modifier to restrict the number of dwelling units to ten and limit the potential for a building on the site to be developed to the maximum 16 metres allowed in the M-C2 District.

To provide some certainty to the community that a 16-metre building may not be viable for development, a density modifier (d180) was included to limit the number of units to ten dwelling units as proposed in the applicant's concept plans (Attachment 4).

Subject to the amendment of the land use district to the M-C2f2.0d180 District, the Community Association provided a letter of support (Attachment 2) and Administration believes the ARP amendment and LUA is appropriate given the site and scale.

Development and Site Design

Future development on this site will be evaluated against the rules of the proposed M-C2f2.0d180 District to guide the built form in relation to use, height, massing and landscaping. Other key factors that will be important to address include:

- ensuring an engaging built interface and grade orientation along 8 Avenue NE;
- emphasizing individual at-grade entrances;
- respecting the residential context and privacy of adjacent residential uses to the west and south of the site;
- providing adequate on-site parking; and
- ensuring vehicular access and garbage pick-up is from the rear lane.

Environmental

There are no environmental concerns associated with the subject site or this proposal.

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Transportation

A Transportation Impact Assessment and parking study were not required as part of this land use amendment application. Eight Avenue NE is classified as a Collector Road according to the Road and Street Network Map (Map 3) of the *MDP*. Vehicular access to the site is provided via the rear lane along the northern property line of the site and parking is restricted by Residential Parking Permit M directly adjacent to the site on 8 Avenue NE.

Calgary Transit bus stop locations are available approximately 95 metres to the east of the subject site on Edmonton Trail NE. Primary Transit Network BRT bus stop locations are located approximately 550 metres to the west of the subject site on Centre Street.

Utilities and Servicing

Water, sanitary, and storm sewer mains are available and can accommodate the potential redevelopment of the site without the need for off-site improvements. The specific servicing arrangements and stormwater management will be reviewed and evaluated in detail as part of the future development permit process.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted onsite. Notification letters were sent to adjacent land owners and the application has been advertised online.

Administration received 10 letters of opposition to the initial application and the Crescent Heights Community Association expressed opposition to the application based on the community's response. The objections to the application can be summarised as opposition to the commercial development of the subject site and potential commercial retail units fronting onto 8 Avenue NE. Further concerns were raised in relation to parking for commercial units and access from 8 Avenue NE.

The applicant held an open house on 2018 December 18 which was attended by local residents, the Community Association and Administration. Comments received at the open house can be summarised as follows:

- support for a ten-unit multi-residential development with no commercial units;
- support for a residential-only land use district;
- no commercial fronting onto 8 Avenue NE;
- prefer a maximum of three storeys for a residential development; and
- retain the boulevard trees.

Subsequent to the open house and meetings with the Community Association, the applicant amended the application and the Crescent Heights Community Association provided a letter of support for the amended application (Attachment 2).

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

Strategic Alignment

South Saskatchewan Regional Plan (2014)

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

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed policy and land use amendment 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 subject parcel is located within the Urban Main Street typology of the *Municipal Development Plan*. The applicable *Municipal Development Plan* policies encourage a high level of residential and employment intensification. Urban Main Streets emphasize a mix of higher intensity residential and business uses that must be supported through the local area plan. The Urban Main Street encourages mixed use through a broad range of employment, commercial and retail uses as well as housing to accommodate a diverse range of the population.

The proposal is in keeping with the relevant *Municipal Development Plan* policies as the rules of the proposed M-C2 District, with modifiers, provide for a development form that will be sensitive to existing residential and commercial development in terms of height and built form.

Crescent Heights Area Redevelopment Plan (Statutory – 1997)

The *Crescent Heights Area Redevelopment Plan* designates the subject parcel as within the Local Commercial area of the plan. The Local Commercial policy objectives of the ARP support the development of a healthy commercial corridor serving the local community and passing commuters however, Policy 4.3.6.2 of the ARP states that commercial redevelopment along Edmonton Trail must be oriented to Edmonton Trail rather than the avenues. Therefore, commercially designated parcels separated from Edmonton Trail NE cannot be redeveloped unless consolidated with parcels having Edmonton Trail frontage prior to development.

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The applicant's proposal to amend the ARP to allow commercial frontage onto 8 Avenue NE is strongly opposed by the community, Administration and the Community Association. To support the applicant's amended application for a residential-only land use district (M-C2), a modification to the ARP amendment is required to allow for the proposed residential only land use district.

The ARP amendment contains a minor map amendment to Map 2 – Land Use Policy as follows:

Existing Land Use Policy	Proposed Land Use Policy
Local Commercial	Medium Density Multi Dwelling or Local Commercial

The ARP map amendment is included in Attachment 3 to this report and is supported by the Crescent Heights Community Association.

Location Criteria for Multi-Residential Infill (Non-statutory – 2016)

The proposed land use amendment meets most of the location criteria for Multi-Residential Infill Development, such as:

- the subject site is situated within 100 metres of transit stops along Edmonton Trail NE;
- including transit stops on a primary transit route within 550 metres;
- the subject site is situated on a collector road – 8 Avenue NE;
- the site is adjacent to three lots designated for commercial development (C-COR2);
- the site is in close proximity to Edmonton Trail designated a transit and transportation corridor; and
- the subject site gains vehicular access by means of a rear lane.

While these criteria are not meant to be used as a checklist, they do provide a framework in which we evaluate a parcel's appropriateness for intensification. These criteria together indicate that the subject site is an appropriate location for sensitive residential intensification.

Social, Environmental, Economic (External)

This proposal will allow for additional residential density which will facilitate a more compact urban form that makes efficient use of land and existing infrastructure. The proposed ARP amendment and land use district allows for a wider range of housing types and as such, the proposed changes may better accommodate the housing needs of different age groups, lifestyles and demographics.

Financial Capacity

Current and Future Operating Budget

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

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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 significant risks associated with this proposal.

REASONS FOR RECOMMENDATIONS:

The proposal is in keeping with applicable policies of the *Municipal Development Plan* and the *Crescent Heights Area Redevelopment Plan* as amended. The proposed M-C2 District is designed to be implemented in proximity or directly adjacent to low-density residential development. The proposal represents a modest density increase of an inner-city parcel of land and allows for development that can be compatible with the character of the existing neighbourhood.

ATTACHMENTS

1. Applicant's Submission
2. Community Association Letter
3. Proposed Amendment to the Crescent Heights Area Redevelopment Plan
4. Concept Plans