

Planning & Development Report to
Calgary Planning Commission
2019 November 07

ISC: UNRESTRICTED
CPC2019-1174

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 915 – 9 Avenue SE, LOC2018-0038

EXECUTIVE SUMMARY

This application was submitted by Hungerford Properties on behalf of the landowner, 907 9th Avenue SE Properties GP LTD, on 2018 February 21. The application proposes to change the designation of 915 – 9 Avenue SE from Industrial – Commercial (I-C) District and Commercial – Corridor 2 f2.8h12 (C-COR2 f2.8h12) District to DC Direct Control District based on the Mixed Use – Active Frontage (MU-2) to allow for:

- mixed use development (e.g. commercial and residential units);
- a maximum building height of 38 metres, approximately 11 to 12 storeys (increase from the current maximum of 12 metres);
- a maximum building floor area or approximately 11,300 square metres (increase from the current maximum of 5,500 square metres) based on floor area ratio of 4.4; and
- the uses listed in the MU-2 District.

The application requires an amendment to the *Inglewood Area Redevelopment Plan (ARP)* to accommodate the proposal. The proposed redesignation aligns with the applicable policies of the *Municipal Development Plan (MDP)* and the *Inglewood ARP*, as amended.

No development permit 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 amendments to the Inglewood Area Redevelopment Plan (Attachment 2); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.25 hectares ± (0.61 acres ±) located at 915 – 9 Avenue SE (Plan 9411558, Block 10, Lot 14) from Industrial – Commercial (I-C) District and Commercial – Corridor 2 f2.8h12 (C-COR2 f2.8h12) District to DC Direct Control District to accommodate a mixed-use development, with guidelines (Attachment 3); and
4. Give three readings to the proposed Bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

This application was submitted by Hungerford Properties on behalf of the landowner, 907 9th Avenue SE Properties GP Ltd on 2018 February 21.

The application was placed on-hold while the applicant finalized the proposal. Administration began formal circulations and review in April 2019, shortly after receiving additional supporting information from the applicant.

No development permit application has been submitted at this time, however, as noted in the Applicant's Submission (Attachment 1), the applicant intends to pursue a mixed-use development with commercial at-grade and residential units on the upper floors.

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Site Context

The proposal is located along 9 Avenue SE, which is identified in the MDP as the Neighbourhood Main Street in the southeast community of Inglewood. It is located to the east of the Elbow River, at the southeast corner of 8 Street SE and 9 Avenue SE, a gateway location to the community from the city centre. The site is approximately 0.25 hectares (0.61 acres) in size and it is developed with two, two-storey commercial buildings with lane access and surface parking that is accessed via 9 Avenue SE and the lane.

A Max Purple Bus Rapid Transit (BRT) stop is located at the front of the site along 9 Avenue SE. It is also within 600 metres northwest from the planned Inglewood / Ramsay Green Line LRT Station and approximately 800 metres east from the planned 4 Street SE Green Line LRT Station. The Green Line alignment is currently anticipated to run adjacent to the existing Canadian Pacific (CP) railway line which abuts the subject site to the south.

Surrounding development consists of a mix of commercial, residential and special purpose districts. The Deane House is located to the northwest under the Special Purpose – Recreation (S-R) District. Commercial developments adjacent to the subject site on 9 Avenue SE are generally designated as Commercial – Corridor 1 (C-COR1) District, Industrial Commercial (I-C) District or a DC Direct Control District ([Bylaw 81D2010](#)). The Alexandra Centre Society, located to the north across 9 Avenue SE is designated Special Purpose – Community Service (S-CS) District.

A number of developments are currently underway in close proximity to the subject site. Jack Long Park, located across the street to the north, is going through a green space improvement project. The 9 Avenue SE Bridge replacement project, located to the west of the site, is in progress. Two mixed-use buildings with commercial at-grade and residential units on upper floors are currently under construction one block to the east along 9 Avenue SE.

As identified in Figure 1, the community of Inglewood reached its peak population in 2018 with a total of 4,072 residents.

Figure 1: Community Peak Population

Inglewood	
Peak Population Year	2018
Peak Population	4,072
2018 Current Population	4,072
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 [Inglewood](#) community profile.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a mixed-use development along a main street that supports commercial at-grade and residential units on upper floors. The proposal is consistent with applicable policies as discussed in the Strategic Alignment section of this report.

Planning Consideration

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

Land Use

The subject site has two designations, with the I-C District by 9 Avenue SE and the C-COR2 District by the lane. The I-C District is an industrial district that is intended to provide transition between other land use districts and industrial districts. It allows for light industrial uses and small scale commercial uses at the perimeter of an industrial area along major streets or expressways.

The C-COR2 District is a commercial district intended for commercial development on both sides of the street, with buildings located varying distances from the street. The district has limited automotive uses and it allows parking to be located between the street and the building.

The proposed DC Direct Control District based on the Mixed Use – Active Frontage (MU-2) District is intended to be located along commercial streets where active commercial uses are required at-grade to promote activity at the street level. The base district is also intended to accommodate a mix of commercial and residential uses in the same building with commercial on the ground floor and residential on the upper floors. The MU-2 District is in keeping with the intent of the Neighbourhood Main Street.

The intent of the DC District is to accommodate a built form that directs building height transitions from 22 metres on the eastern side of the site adjacent to existing development to a maximum height of 38 metres at the western edge of the site. The proposed DC District provides a base floor area ratio (FAR) of 2.8 which allows for up to 7,000 square metres of building floor area. The DC District also provides an opportunity for an additional FAR of 1.6, for a total of 4.4 FAR. This additional building floor area may be earned by way of providing all of the following items:

- universally accessible dwelling units (a minimum of 5 percent of all units);
- a publicly accessible private open space; and
- the designation of the Sibley Block as a municipal heritage resource.

The Sibley Block, located at 921 – 9 Avenue SE, is listed in the City's Inventory of Evaluated Historic Resource. It was constructed in 1911 as a two-storey mixed-use commercial and

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residential development. It is currently used as a Retail and Consumer Service. More information on the Sibley Block may be obtained online through the [Sibley Block](#) resource page.

Administration explored other potential building envelopes with different heights and step backs. After consideration of public feedback, and analysis of shadow studies submitted by the applicant, the decision was made to incorporate a building envelope that gradually increases in height towards the western portion of the parcel.

Development and Site Design

The rules of the proposed DC District along with the rules of the base MU-2 District will provide guidance for the development of the site including the height, building envelope, amenity spaces, and parking.

Future development under the proposed DC District has the potential for a mixed-use development with residential units on the upper floors and commercial at-grade facing the street with a privately-owned, but publicly accessible open space.

Environmental

An Environmental Site Assessment was not required and there were no environmental concerns identified with this application.

The site is located within the Rail Proximity Envelope identified in the *Development Next to Freight Rail Corridors Policy* and its implementation guide. The City developed the policy to ensure that redevelopment near freight railways is within an acceptable risk tolerance.

The policy applies to parcels that are partially or entirely within 30 meters of the Canadian National (CN) and Canadian Pacific (CP) freight rail corridor property lines.

The Rail Proximity Envelope does not prohibit development but requires additional consideration such as mitigating noise impacts and the risk of derailment at the development permit stage.

Transportation

Vehicular access for the site is available from 8 Street SE. The site is located within 600 metres from the planned Inglewood / Ramsay Green Line Station, and adjacent to a Bus Rapid Transit stop. High quality pedestrian and bicycle connections along 8 Street SE and 9 Avenue SE are recommended to be provided at development permit stage to support the Primary Transit Network and region bicycle network.

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A Transportation Impact Assessment (TIA) was submitted to support this land use amendment. An updated transportation analysis and parking study may be required to identify any improvements based on the road network at the time of submitting Development Application.

Utilities and Servicing

Public water, sanitary and storm deep utilities exist within the adjacent public right-of-way.

Development servicing requirements will be determined at the time of development to the satisfaction of Water Resources.

Stakeholder Engagement, Research and Communication

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

The Inglewood Community Association was circulated as part of this application. The community association responded with a letter of opposition for the proposed redesignation on 2019 May 09. The Inglewood Community Association submitted additional comments after Administration and the applicant shared the proposed DC Direct Control District regulations at the community's planning committee. The letters are found in Attachment 4.

Two letters of opposition from area residents were received by Administration. Key concerns were related to proposed height, building mass and parking.

Administration considered the relevant planning issues specific to the proposed redesignation and has made adjustments to the allowable building mass and stepping of the building.

The applicant conducted community consultation as part of the application which included hosting open houses on 2019 January 02 and 2019 June 17, a post card drop of approximately 1981 invites were delivered within a one kilometre radius from the subject site to nearby businesses and residents, meeting with the Inglewood Business Improvement area office and with the Inglewood Community Association.

A What We Heard Report from the first open house along with an engagement timeline was submitted by the applicant (Attachment 5). The applicant received twenty-two comment forms from the open house and the key comments were related to height, design on west façade, heritage character, public spaces, setbacks and family-oriented units.

Following Calgary Planning Commission, notifications for the 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

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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 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 identified as Main Streets - Neighbourhood Main Street Area of Map 1: Urban Structure Map in the MDP. The Neighbourhood Main Street Area is meant to serve one or more communities, providing strong social function and a mix of uses within a pedestrian-friendly environment. Moderate levels of intensification of both jobs and population over time is encouraged where served by Primary Transit Network.

The proposed policy amendments and land use redesignation are keeping with relevant MDP policies. The proposal allows the site to provide broader range of commercial and residential uses at a moderate level of intensity on a main street.

Inglewood Area Redevelopment Plan (Statutory – 1993)

The subject site is within the 9 Avenue SE and National Market Area Development and Parking section of the *Inglewood ARP*. The general intent for the area is to develop an attractive pedestrian oriented retail strip that supports new businesses with new building designs reflecting the nature of the area. The ARP encourages residential development along 9 Avenue SE in low rise apartment form above grade level retail and discourages parking within setback facing the street. Table 3 of the Inglewood ARP identifies the subject site as commercial and restricts the maximum building height to four storeys.

An amendment to Table 3 of the ARP is required to accommodate the proposed allowable building height. The amendment is also intended to provide further direction for future development of the parcel. The amendment can be found in Attachment 2.

The proposed amendment to the ARP is deemed appropriate given the intent and location of the proposed DC Direct Control District.

The *Inglewood Area Redevelopment Plan* is currently under review by Administration as part of the *Historic East Calgary Area Redevelopment Plan*. The planning process does not prohibit applications from being submitted. A full update to the local area plan is anticipated by Q2 2020

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Social, Environmental, Economic (External)

The proposal provides an opportunity to allow for a mixed-used development on a main street in an inner city area adjacent to the city centre. Coupled with having a MAX Purple BRT stop and two planned Green Line LRT stations in close proximity to the site, the proposed redesignation has the potential to adapt to future changes by offering a range of commercial and residential opportunities that may accommodate the needs of different demographics.

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 significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with the applicable goals and policies of the *Municipal Development Plan* and the *Inglewood Area Redevelopment Plan*, as amended. The site is located adjacent to an existing BRT bus stop and between two planned Green Line LRT stations. The proposal represents an increase in allowable density and height and would provide opportunities for a mixed-use transit-oriented development along a neighbouring Main Street.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Amendments to the Inglewood Area Redevelopment Plan
3. Proposed DC Direct Control Guidelines
4. Community Association Letters
5. Applicant's What We Heard Report