

Planning & Development Report to
Calgary Planning Commission
2019 November 21

ISC: UNRESTRICTED
CPC2019-1413

Development Permit in Haysboro (Ward 11) at 8610 Horton Road SW, DP2019-0978

EXECUTIVE SUMMARY

This development permit application was submitted by NORR Architects Engineers Planners on 2019 March 01 on behalf of the landowner, Chartwell Retirement Residences. The proposed development is located in the community of Haysboro. This application proposes an older adult community, which includes:

- a 26-storey tower with a 14-storey podium;
- 320 independent living units; and
- 64 assisted living residential units.

Subject to the conditions attached, the proposal represents an appropriate development outcome. The proposal is consistent with the intent of the Multi-Residential – High Density High Rise land use bylaw district, the policies of the *Municipal Development Plan*, the guidelines of the *Transit Oriented Development Policy Guidelines*, and the principles of the *Planning Principles for the Location of Care Facilities and Shelters*.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application DP2019-0978 for New: Assisted Living, Multi-Residential Development, Sign - Class A (address signs - 4) at 8610 Horton Road SW (Plan 0213832; Block 3; Lot 4) on 0.56 hectares \pm (1.39 acres \pm), with conditions (Attachment 1)

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

On 2018 May 24, pre-application/enquiry PE2018-01104 was submitted by NORR Architects Engineers Planners. The City of Calgary Corporate Planning Applications Group (CPAG) that reviewed the proposal recognized the physical challenges of the site and context, as well as the transit-oriented development opportunities available given the proximity of the site to the Heritage light rail transit (LRT) Station transit hub and adjacency to the Heritage LRT Station pedestrian bridge. CPAG identified studies required to assure responsible development of the site, stated openness to flexibility with regard to land use bylaw rules to achieve the goals of applicable policy and guidelines, and encouraged convenient, safe, and comfortable access to the Heritage Station.

After the completion of the pre-application/enquiry file and prior to submission of the development permit application, on 2018 December 12, the proposal was reviewed by the Urban Design Review Panel. The panel endorsed the proposal and recommended further

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review. Additional information on the panel's review is available in the Urban Design Review Panel section of this report.

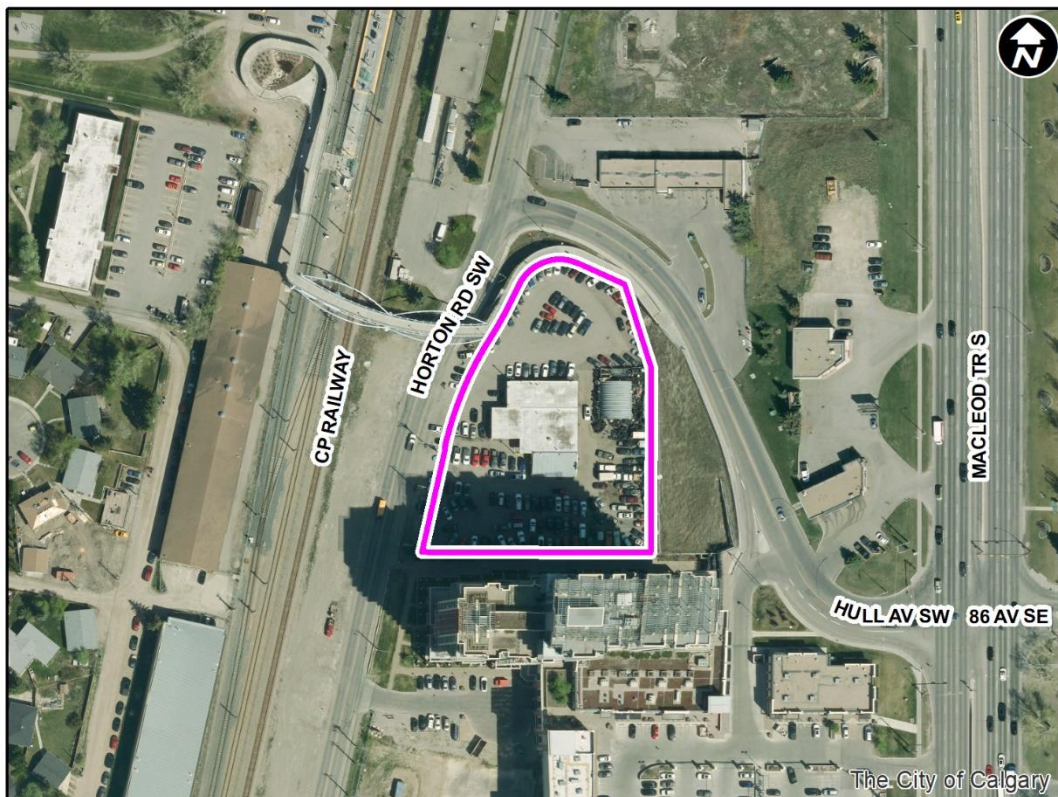
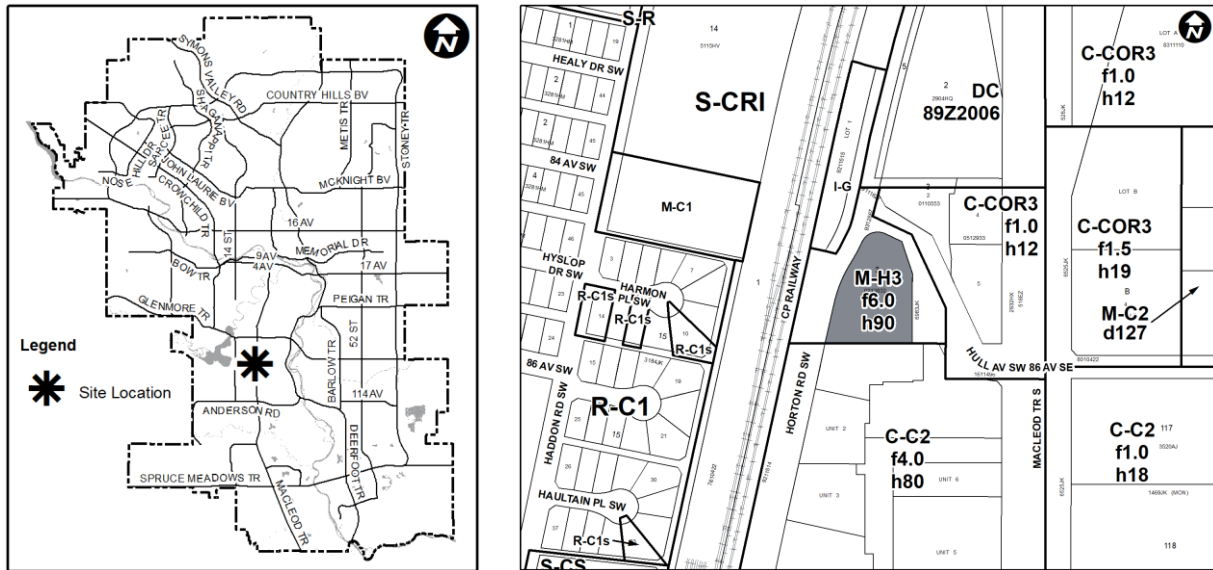
On 2019 March 01, Development Permit application DP2019-0978 was submitted by NORR Architects Engineers Planners. The Applicant's Submission is available in Attachment 2. Detailed team review documents were issued on this application. Working collaboratively with the applicant and the landowner, CPAG was able to move forward with a recommendation. All prior to decision conditions were addressed prior to sign up for the Calgary Planning Commission. Information on the application review is available in the Application Review section of this report.

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Location Maps



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Site Context

The site is located at the intersection of Horton Road SW and Hull Avenue SW in the community of Haysboro. The site is located near the intersection of Macleod Trail S and Heritage Drive S, where the boundaries of the communities of Haysboro, Kingsland, Fairview, and Acadia meet.

The site is approximately 0.56 hectares (1.39 acres) in size. The maximum north-south dimension of the site is approximately 95 metres, whereas the east-west dimension of the majority of the site ranges from approximately 35 metres to 75 metres. The site is flat, and level with Horton Road SW. The site is at the base of a slope that rises to the east. Until recently, the site was developed with a vehicle sales and servicing business.

To the west of the site, across Horton Road SW, is a Canadian Pacific Railway (CPR) corridor and Calgary Transit LRT corridor. The Heritage LRT Station is within the corridor, and there is a pedestrian bridge from Heritage Station to the east side of Horton Road SW. The landing of the pedestrian bridge in the road right-of-way adjacent to the northeast side of the site and a staircase descends from the pedestrian bridge, with a landing in the road right-of-way adjacent to the west side of the site.

To the northeast of the site, across Hull Avenue SW, is a Commercial – Corridor 3 f1.0h12 (C-COR3 f1.0h12) District site developed with an automotive service business building.

To the east of the site, Hull Avenue SW rises approximately 13 metres from its intersection with Horton Road SW to its intersection with Macleod Trail S. To the east of the site, across Hull Avenue SW, is a Commercial – Corridor 3 f1.0h12 (C-COR3 f1.0h12) District site developed with automotive service businesses buildings.

To the south of the site is a Commercial – Community 2 f4.0h80 (C-C2 f4.0h80) District that includes a commercial plaza development accessible from Macleod Trail S and two multi-residential development buildings (known as “London at Heritage Station”) accessible from Horton Road SW. Two additional multi-residential buildings were approved on the C-C2 f4.0h80 site, but development has not commenced. The commercial and residential development form one condominium corporation.

The main level of the commercial plaza to the south is located four floors above the main floor and lobby level of the multi-residential development buildings to the south. There is an elevator in the northeast corner of the C-C2 f4.0h80 site that provides access from the commercial plaza level to the multi-residential lobby level. The elevator does not provide access into any commercial nor multi-residential building. The elevator was intended to be publicly accessible but was closed to the public due to security concerns.

As identified in *Figure 1*, the community of Haysboro has seen the population generally decline since the population reached its peak in 1968. However, the population has increased since the population levelled off between the early 1980s and late 2000s.

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Figure 1: Community Peak Population

Haysboro	
Peak Population Year	1968
Peak Population	8,044
2019 Current Population	7,165
Difference in Population (Number)	-878
Difference in Population (Percentage)	-10.9%

Source: The City of Calgary 2019 Civic Census

Additional demographic and socio-economic information can be obtained online through the [Haysboro](#) community profile at Calgary.ca.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This development permit application proposes development of a 26-storey tower with a 14-storey podium, 320 independent living units, and 64 assisted living units (Attachment 2).

Land Use

A land use redesignation application (LOC2007-0125) was submitted for the site by a previous landowner. On 2014 May 12, Council approved Bylaw 31D2014 which redesignated the site from an Industrial – General (I-G) District to a Multi-Residential – High Density High Rise f6.0h90 (M-H3 f6.0h90) District, with a maximum floor area ratio of 6.0 and a maximum height of 90 metres.

The M-H3 District is intended to provide for tall, high-density, high-intensity multi-residential development on strategic parcels, including landmark locations, transit and transportation corridors and nodes and employment concentrations. The M-H3 District also provides for supportive commercial uses, outdoor space for social interaction, and landscaping. The proposal is generally consistent with the intent of the M-H3 District.

Site, Building, and Landscaping Design

The proposed development is a 26-storey tower with a 14-storey podium, 320 independent living units, and 64 assisted living units. The proposed floor area ratio is 6.0 and the proposed height is 89.90 metres. The main floor of the proposed building is generally level with Horton Road SW.

The building is oriented north-south along the eastern edge of the property and the taller portion of the building is located at the northern portion of the parcel. The site layout reduces the impact of the proposed building's mass on the site to the south. The proposed building is located 17 metres from the building to the south. The proposed building is set back from Horton Road SW, with the primary entrance located approximately 28 metres from the public sidewalk along Horton Road SW.

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Two walkways connect the primary entrance to the public sidewalk along Horton Road SW, near the landing of the staircase to the pedestrian bridge. A landscaped area that includes a seating area, surrounded by plantings is proposed near the primary entrance, to the north of the walkways to the primary entrance. Planting areas are proposed along the north, west, and south property lines. A rooftop amenity area is proposed atop the podium of the proposed building, accessed from the 15 floor.

A driveway loop with two access points to Horton Road SW is proposed south of the walkways to the primary entrance. Within the driveway loop are the underground parkade access ramp and a dog play area. Inside the parkade, 231 motor vehicle parking stalls and 80 bicycle parking stalls are proposed. A loading stall, a private shuttle parking stall, a service vehicle stall, four short-term motor vehicle parking stalls, and 32 bicycle parking stalls are proposed around the driveway loop.

As per the *City of Calgary Fire Department Access Standards*, two 6.0 metre-wide emergency access points are required for multi-residential developments with between 101 and 600 residential units. The proposed driveway loop addresses the requirements of the *City of Calgary Fire Department Access Standards*.

Administration requested a direct, comfortable, and safe pedestrian connection from the second floor of the proposed building to the pedestrian bridge and/or the landing of the pedestrian bridge. However, the applicant is unable to provide this pedestrian connection.

Administration and the applicant had several discussions with regard to creating a direct access from the pedestrian bridge to the proposed development. The applicant raised concerns that this would not be feasible for this project, indicating several reasons including security concerns and how the landowner operates its business. The safety and security of the residents are of high importance to the landowner. Administration further requested a confirmation of the feasibility of connections to the building. The applicant confirmed the feasibility of a separate connection from the second floor to the east could be accommodated if the use changes from residential to a different use.

As an alternative, the client intends to provide shuttle service for residents and the applicant is proposing entering an agreement with the owner of the property to the south ("London at Heritage Station"). This agreement will grant access for residents to the elevator in the northwest corner. Administration expressed concerns regarding the accessibility, monitoring, and maintenance of the door at the southeast corner of the proposed building, the pedestrian access to the elevator, the elevator lobbies, and the elevator itself. The pedestrian walkway to the lower elevator lobby was redesigned to be less steep, wider, and to provide more comfortable turning radii. Residents and employees also have access to the pedestrian bridge via the staircase with the landing on Horton Road SW or along the 1.2 metre-wide sidewalk on the south side of Hull Avenue SW.

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Environmental

The site previously had battery recycling and automobile, sales, repair, and storage uses. Phase 1 and 2 Environmental Site Assessments were completed in support of the proposal and were reviewed by City of Calgary Environmental Development Review. A remedial action plan and a letter of commitment to implement the remedial action plan are required to ensure remediation in accordance with the recommendations of the reports.

Utilities and Servicing

Water, sanitary, and storm utilities are available for the development. A development site servicing plan is being completed for the development.

Transportation

The northern proposed driveway access is approximately 275 metres from Macleod Trail S via Horton Road SW and Hull Avenue SW, and approximately 350 metres from Heritage Drive SW Horton Road SW.

Pedestrian, cyclist, and vehicle access to the site are available from Horton Road SW. There is no access to Hull Avenue SW, which rises along a slope to the east. There is no lane.

The site is within 75 metres of the platform of the Calgary Transit Heritage LRT Station, which is adjacent to a bus terminal that includes a Calgary Transit MAX Teal bus rapid transit (BRT) station, and service from bus Routes 3, 20, 37, 39, 79, 80, 81, 410, and 502. Bus route 81 also has stops at the intersection of Hull Avenue SW/86 Avenue SE and Macleod Trail S, within 175 metres walking distance of the site.

A new 2.0 metre-wide sidewalk is proposed along Horton Road SW. No sidewalk exists on the west side of Horton Road SW nor along north side of Hull Avenue SW. The sidewalk along the south side of Hull Avenue SW cannot be expanded due to lane width requirements to the north and the slope retaining structure to the south.

Inside the parkade, 231 motor vehicle parking stalls and 80 bicycle parking stalls are proposed. A loading stall, a private shuttle parking stall, a service vehicle stall, four short-term motor vehicle parking stalls, and 32 bicycle parking stalls are proposed around the driveway loop.

A Transportation Impact Assessment and parking study were received in support of the application.

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Application Review

On 2019 April 04, a detailed team review document was sent to the applicant. The detailed team review identified the following items which Administration requested the applicant address to ensure the functionality of the proposal, to integrate with the site's context, and to generally improve the proposal:

- Conforming to or providing rationale for land use bylaw discrepancies;
- Providing a direct, comfortable, and safe pedestrian connection from the second floor of the proposed building to the pedestrian bridge (to the west) and/or the landing of the pedestrian bridge (to the northeast);
- Changes to the driveway loop and surrounding area to delineate vehicle, pedestrian, and recreation areas and clarify functionality;
- Refinements to cladding on the main building and parkade entrance for less massive appearances, warmer palettes, and complementariness with nearby structures;
- Consideration of additional at-grade amenities for residents;
- Consideration of planting sustainability and tree coverage in winter;
- Conforming to City of Calgary Fire department standards;
- Conforming to City of Calgary Roads department standards, including sidewalk, curb, and gutter details for Horton Road SW;
- Replacing proposed wall mounted bicycle parking stalls for ease of use by residents and allowing for electric bicycles;
- Providing a bus stop pad; and
- Obtaining permission from the site to the south's owner to make an agreement regarding resident access through the site and to the elevator in the northwest corner of the site to the south.

On 2019 July 03, amended plans were received by Administration. The applicant addressed the items listed in the detailed team review. On 2019 August 13, a second detailed team review document was sent to the applicant, reiterating the direction to provide a direct, comfortable, and safe pedestrian connection from the second floor of the proposed building to the pedestrian bridge and/or the landing of the pedestrian bridge.

On 2019 October 23, amended plans were received by Administration.

City Wide Urban Design

The development permit application was reviewed by the City Wide Urban Design team within CPAG. The City Wide Urban Design team comments were as follows:

- The massing is good and simple, and its accents and horizontal elements reduce the vertical massing;
- The colour palette of the first through fourth floors is dark. Brighter colours would improve the residential feel of the building for residents;

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- The driveway loop takes up a large part of the frontage area. Decreasing the driveway area could add space to the pedestrian plaza;
- The driveway and pedestrian areas should have clear demarcation to improve pedestrian safety;
- The diagonal northeast-to-southwest walkway crossing the driveway is confusing and does not connect to another walkway nor a destination at the southwest corner;
- Consider stormwater collection in site design; and
- Consider additional landscaping near the pedestrian bridge to improve the interface between the site and adjacent streets.

Urban Design Review Panel

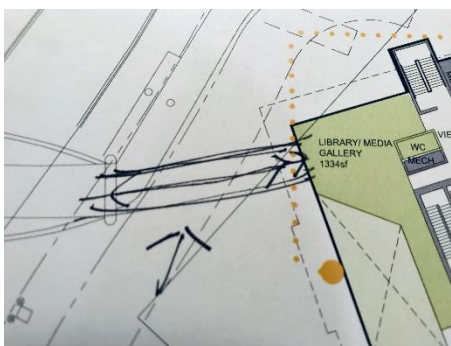
On 2018 December 12, the proposal was reviewed by the Urban Design Review Panel. The panel endorsed the proposal and recommended further review. The panel stated the following:

“The proposal to redevelop a difficult site near the Heritage LRT Station will offer an array of senior care options. Site challenges include establishing an active street-presence on a site below the significantly-sloped Hull Avenue SW and connection to the existing pedestrian bridge that crosses the busy Horton Road SW, the freight rail and the LRT lines to the Station.

The main areas of priority are outlined below and support the rated urban design elements –

- 1) Create direct connections for active seniors to streets and Station bridge that are accessible, safe, and convenient.
 - a) The discussion between Panel, Applicant and City revealed new information about a potential shared-use-public-access from Hull Ave to an elevator/stairwell in the neighbouring London Tower.
 - b) The Panel recommends functional design assessment of the bridge extending directly into what is currently shown as the Library/Media Gallery on the Level 02 Amenity Floor (see sketch notation below.)

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- 2) Without changing architectural massing, consider colour and explore options to break up the white masses as well as tying together the lower and upper masses (positive precedent image examples shown in the Applicant's UDRP submission).
- 3) Further design exploration should give consideration of the blank-south-facing-stepped-back-11-storey-wall facing the neighbouring London Tower, during day and dark.

The Panel supports the positive impact and demographic diversity the 383-unit density will contribute to the area."

The Urban Design Review Panel's comments and the applicant's response are contained in Attachment 3.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders, notice posted on-site, and advertised online.

The decision made by Calgary Planning Commission will be advertised in accordance with the *Municipal Government Act*. As this development permit is for a discretionary use, an appeal may be filed based on the decision on the entire permit, the decision to grant a relaxation of a land use bylaw rule, or any of the conditions of approval.

The application was circulated to the Haysboro, Kingsland, Fairview, and Acadia community associations. No response was received to the noted circulations.

Administration received letters of opposition from 10 households by the report submission date. Reasons for opposition included:

- Traffic and congestion;

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- Noise;
- Blocked views;
- Lack of market demand for new housing;
- Aesthetics;
- Shadowing and blocking light;
- Impacts of construction;
- Property values;
- Air pollution;
- Fire safety; and
- Character of the area.

Engagement

On 2019 March 12, the applicant and landowner met with members of the Haysboro Community Association to discuss details of the proposal. Refer to the Engagement Summary in Attachment 4 for more information.

In 2019 April, the applicant and landowner held a meeting with members of the condominium board and property manager of the property to the south to discuss details of the proposal. The condominium board and property manager considered the proposed development as a good fit for the community of Haysboro as it is an aging community and the proposed development would promote long term residency. Refer to the Engagement Summary in Attachment 4 for more information.

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 development 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 site is located within a Main Street - Urban Main Street area, as identified on Map 1: Urban Structure of the *Municipal Development Plan* (MDP). The MDP makes no specific reference to this site. The proposal is generally consistent with the city-wide policies regarding concentration of development, optimization of use of existing infrastructure, higher population densities in Main Streets and near higher-frequency and higher-capacity transit. The proposal is also

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consistent with policies regarding housing choice, particularly with regard to special care facilities and aging in place.

Local Area Plan

There is no local area plan.

The Heritage Communities Local Growth Planning Project is currently under review by Administration as part of the Heritage Communities Local Growth Planning Project. The multi-community planning process does not prohibit applications from being submitted. The local area plan is anticipated to be ready in Q3 2020.

Transit Oriented Development Policy Guidelines (Statutory – 2004)

The *Transit Oriented Development Policy Guidelines* provide direction for development proposed within 600 metres of a transit station. Objectives for transit-oriented development areas include provision of transit supportive uses, high density development, and pedestrian-oriented design and planning near transit stations. The proposal is consistent with the guidelines regarding concentration of development near transit stations and underground parking.

Planning Principles for the Location of Care Facilities and Shelters (Non-Statutory – 2011)

The *Planning Principles for the Location of Care Facilities and Shelters* provides guidance for locating and developing care facilities, including seniors housing and assisted living developments. The proposal is generally consistent with the general principles and the principles for residential care and assisted living developments.

The Development Next to Freight Rail Corridor Policy (Non-Statutory – 2018)

The proposed development is outside both the rail proximity envelope for safety and the rail proximity envelope for noise, which are both measured 30.0 metres horizontally from the freight rail corridor, as per the *Development Next to Freight Rail Policy*. No further analysis is required.

Land Use Bylaw 1P2007

Administration identified the following proposed bylaw relaxations. After review, Administration is supportive of relaxations to each of the listed rules, and is satisfied that rationale provided by the applicant passes the tests of section 36 of *Land Use Bylaw 1P2007*.

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Table 1: Bylaw Relaxations

Regulation	Standard	Provided
549 Projections Into Setback Areas	(1) Unless otherwise referenced in subsections (2), (3), (4), (5), (6), and (7), a building or air conditioning units must not be located in any setback area.	Plans indicate the north balconies as being setback 2.03 metres (-3.97 metres) from the north property line. Plans indicate the generator enclosure/mechanical intake as being setback 1.25 metres (-4.75 metres) from the west property line. Plans indicate the west balconies as being setback 5.05 metres (-0.95 metres) from the west property line. Plans indicate the east balconies as being setback 1.40 metres (-4.60 metres) when measured to the east property line. <i>Administration is supportive of the requested relaxation: It does not materially impact the interface with Horton Road SW nor Hull Avenue SW.</i>
	(5) Eaves may project a maximum of 0.6 metres, and window wells may project a maximum of 0.8 metres, into any setback area.	Plans indicate the north eaves as projecting 5.49 metres (+4.89 metres) for the 2 nd and 5 th floor eave, 5.17 metres (+4.57 metres) for the 15 th and 16 th floor eaves, and 5.68 metres (+5.08 metres) for the roof eave. Plans indicate the west eaves as projecting 2.54 metres (+1.94 metres) for the 2 nd , 5 th , and 15 th /16 th floor eave, and 2.40 metres (+1.80 metres) for the roof eave. Plans indicate the east eaves as projecting 4.69 metres (+4.09 metres) for the 2 nd and 5 th floor eaves, 2.38 metres (+1.78 metres) for the 15 th and 16 th floor eaves, and 2.98 metres (+2.38 metres) for the roof eave. <i>Administration is supportive of the requested relaxation: It does not materially impact the interface with Horton Road SW nor Hull Avenue SW.</i>
551 Specific Rules for Landscaped Areas	(3)(b) The maximum hard surfaced landscaped area is 40.0 per cent of the required landscaped area, in all other cases.	Plans indicate 1057.15m ² (+159.38m ²) or 47.10% (+7.10%) of hard landscaped area. <i>Administration is supportive of the requested relaxation: Sufficient soft surfaced landscaped area is provided.</i>
557 Amenity Space	(8)(b) Private amenity space must have no minimum dimensions of less than 2.0 metres.	Plans indicate amenity spaces as having dimensions of 1.95 metres (-0.05 metres).

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		<i>Administration is supportive of the requested relaxation: The discrepancy is materially minimal.</i>
664 Building Setbacks	(1) Unless otherwise referenced in subsection (2), the minimum building setback from a property line shared with a street is 6.0 metres.	<p>Plans indicate the north balconies as being setback 2.03 metres (-3.97 metres) from the north property line.</p> <p>Plans indicate the generator enclosure/mechanical intake as being setback 1.25 metres (-4.75 metres) from the west property line.</p> <p>Plans indicate the west balconies as being setback 5.05 metres (-0.95 metres) from the west property line.</p> <p>Plans indicate the east balconies as being setback 1.40 metres (-4.60 metres) when measured to the east property line.</p> <p><i>Administration is supportive of the requested relaxation: It does not materially impact the interface with Horton Road SW nor Hull Avenue SW.</i></p>
666 Building Height	(2)(a) The maximum building height is 10.0 metres from grade within 4.0 metres of a property line shared with a street or with a parcel designated as a M-C2, M-2, M-H1, M-H2, M-H3, or M-X2 District.	<p>Plans indicate portions of the building as being located within 10.0 metres of grade within 4.0 metres of Hull Avenue SW.</p> <p><i>Administration is supportive of the requested relaxation: It does not materially impact the interface with Hull Avenue SW.</i></p>
Motor Vehicle Parking Stalls	385 motor vehicle parking stalls are required.	<p>Plans indicate 228 (-157) motor vehicle parking stalls being provided.</p> <p>Note: Three stalls were not counted because they do not meet the minimum motor vehicle parking stall dimensions.</p> <p><i>Administration is supportive of the requested relaxation: Transportation is satisfied with the proposed number of motor vehicle parking stalls.</i></p>
Bicycle Parking Stalls	160 bicycle parking stalls – class 1 are required.	<p>Plans indicate 81 (-79) bicycle parking stalls – class 1 being provided.</p> <p><i>Administration is supportive of the requested relaxation: Transportation is satisfied with the proposed number of bicycle parking stalls - class 1.</i></p>

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Social, Environmental, Economic (External)

The proposed development would provide additional housing for the growing demographic segments that want and need older-adult-oriented housing and ancillary services. The proposed development makes effective use of existing infrastructure.

Financial Capacity

Current and Future Operating Budget

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

Current and Future Capital Budget

The proposed development does not trigger capital infrastructure investment, and therefore there are no growth management concerns at this time.

Risk Assessment

There are no proposal-specific risks associated with this application.

REASON(S) FOR RECOMMENDATION(S):

The proposal provides high density residential development for a segment of the population that has specific housing needs, in a location that makes effective use of existing infrastructure.

ATTACHMENT(S)

1. Conditions of Approval
2. Applicant's Submission, Development Permit Renderings and Development Permit Plans
3. UDRP Comments and Applicant Response
4. Engagement Summary