

Planning & Development Report to
Calgary Planning Commission
2019 December 05

ISC: UNRESTRICTED
CPC2019-1462

Land Use Amendment in Westgate (Ward 6) at 1703, 1707 and 1711 – 47 Street SW, LOC2018-0090

EXECUTIVE SUMMARY

This land use redesignation application was submitted by Rick Balbi Architect on behalf of the landowner, Fizza Rafiq and Fizza Rafiq Professional Corporation, on 2018 April 03. This application proposes to change the designation of three adjacent parcels from the Residential – Contextual One Dwelling (R-C1) District to the Mixed Use - General (MU-1f3.5h17) District to allow for:

- a mixed-use building (e.g. apartment building that may have commercial storefronts);
- a maximum building height of 17 metres or 4 storeys (an increase from the current maximum of 10 metres or 3 storeys);
- a maximum building area of 5,505 square metres, based on a floor area ratio (FAR) of 3.5; and
- the uses listed in the MU-1 District.

This proposal is aligned with the applicable policies of the *Municipal Development Plan* (MDP) and the *West LRT Land Use Study*, and meets many of the *Location Criteria for Multi-Residential Infill*.

No development permit application has been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.16 hectares ± (0.39 acres ±) located at 1703, 1707, 1711 – 47 Street SW (Plan 4111B, Block A, Lots 1 and 2; and Plan 1411289, Block A, Lot 23) from Residential – Residential – Contextual One Dwelling (R-C1) District **to** Mixed Use - General (MU-1f3.5h17) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

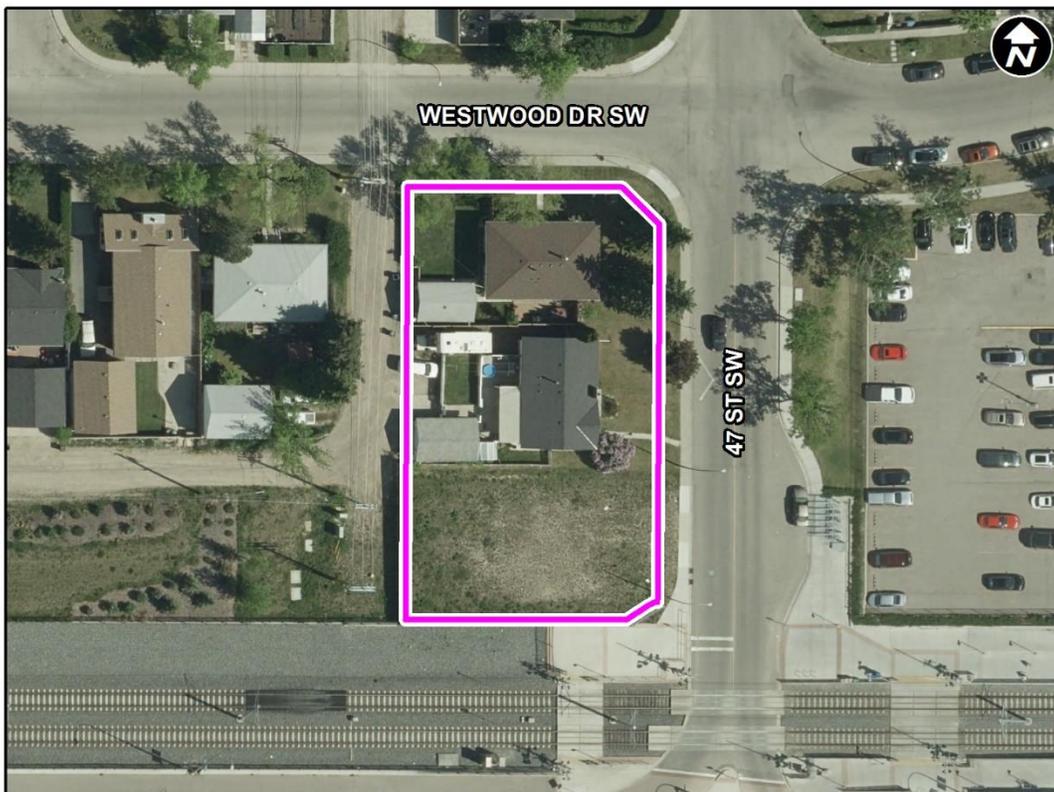
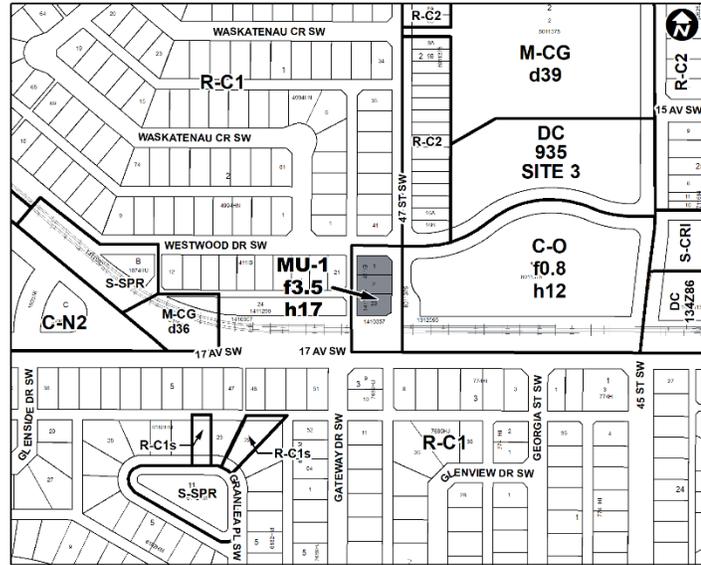
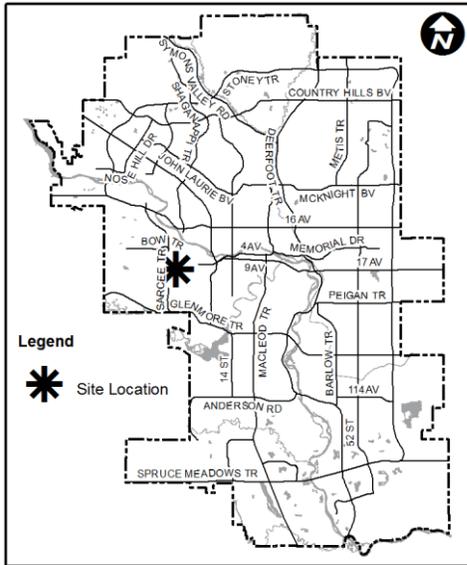
None.

BACKGROUND

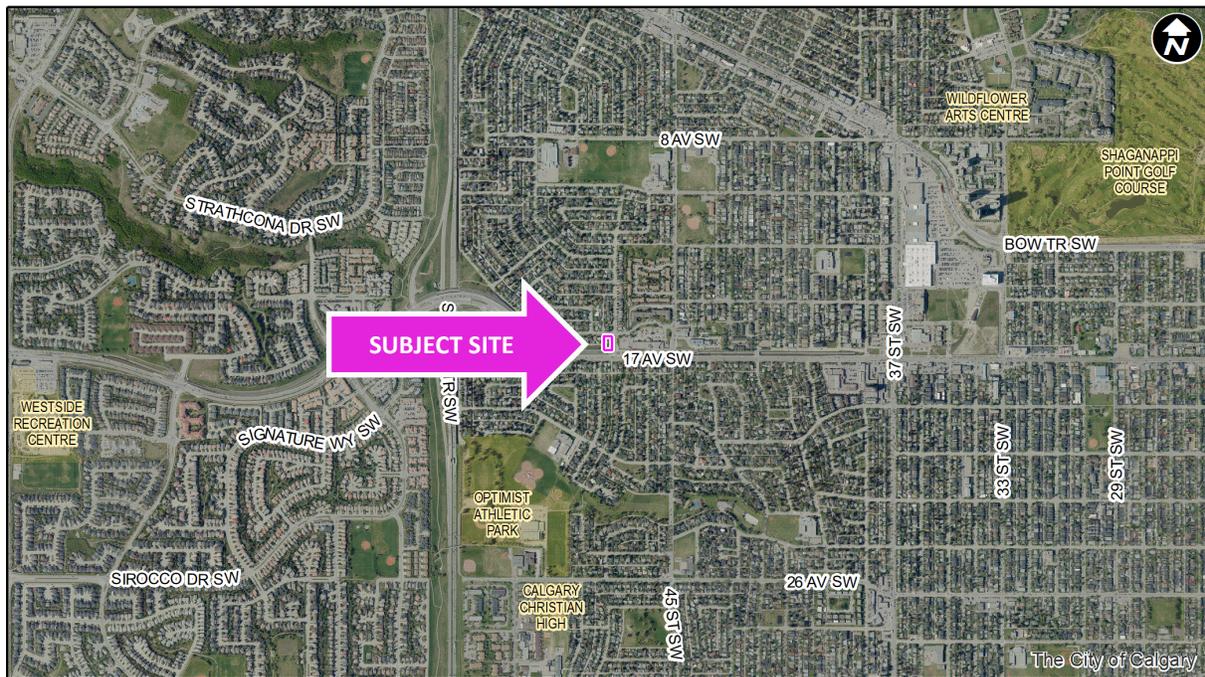
This land use amendment application was submitted by Rick Balbi Architect on behalf of the landowner, Fizza Rafiq and Fizza Rafiq Professional Corporation, on 2018 April 03. No development permit has been submitted at this time. As noted in the Applicant Submission (Attachment 1), the applicant intends to pursue a four-storey mixed-use development in the future.

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Location Maps



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Site Context

The subject site is located in the community of Westgate on the southwest corner of Westwood Drive SW and 47 Street SW. The site is immediately west of the 45 Street LRT station (50 metres west) and north of the LRT line that runs parallel to 17 Avenue SW. The site is comprised of three parcels approximately 0.16 hectares (0.39 acres) in size and approximately 52 metres by 30 metres. The site is currently developed with two single detached homes on the two northern parcels and the southern parcel is vacant. A rear lane exists along the west side of the site.

To the south and northwest of the site, the predominant land use is the Residential – Contextual One Dwelling (R-C1) District and is developed with single detached homes. To the east of the site, immediately north of the 45 Street LRT station, is a parcel designated Commercial – Office (C-O) District, which is developed with a two-storey office building operated by Alberta Motor Association (AMA). To the northeast of the site, the area is designated to accommodate multi-residential and is developed with apartment and townhouse housing.

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As identified in *Figure 1*, the community of Westgate has experienced a population decline since its population peak in 1969.

Figure 1: Community Peak Population

Westgate	
Peak Population Year	1969
Peak Population	4,252
2018 Current Population	3,171
Difference in Population (Number)	-1,081
Difference in Population (Percent)	-25.4%

Source: *The City of Calgary 2018 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a range of building forms and uses that are compatible with the established building form of the existing neighbourhood, and generally meet the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Planning Considerations

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

Land Use

The existing Residential – Contextual One Dwelling (R-C1) District is a residential designation in developed areas that is primarily for single detached homes. Single detached homes may include a secondary suite or a backyard suite. The R-C1 District allows for a maximum building height of 10 metres and a maximum of one dwelling unit (three units on the subject lands).

The initial proposal was to redesignate the site to the Mixed Use - General (MU-1) District with a 20.0 metre height modifier and a floor area ratio modifier of 4.0, which would accommodate a six-storey mixed-use development with a maximum building area of approximately 6,300 square metres and optional commercial uses.

Based on community feedback gathered through applicant lead engagement during the review process, the application was amended by the applicant to reduce the floor area ratio modifier from 4.0 to 3.5 and reduce the height modifier from 20 metres to 17 metres. The reduced modifiers accommodate a four-storey mixed-use development, which aligns with the applicant's future development intentions.

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Development and Site Design

If the application is approved by City Council, the rules of the MU-1f3.5h17 District will provide basic guidance for the future site development. The building design, interface with adjacent low density residential, size and site layout details such as parking, landscaping, and site access will be determined during the development permit application review.

Environmental

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

Transportation

Pedestrian and vehicular access to the site is available from Westwood Drive SW, 47 Street SW and the rear lane.

The 45 Street SW LRT Station (Blue Line) is located directly across the street from the site. Bus Route 2 is located approximately 50 metres away, connecting the site to downtown and through to Huntington Hills. Bus Route 93 is located approximately 200 metres to the east, providing connections from Westbrook Mall to Coach Hill through the West Hills Town Centre / Signal Hill Centre shopping area.

Cycling connectivity is provided via a pathway along 17 Avenue and via on-street bike lanes on 45 Street SW and 47 Street SW.

On-street parking adjacent to the site is restricted.

No Transportation Impact Assessment (TIA) was required for this application. However, the applicant voluntarily provided a TIA in support of the proposed redesignation. The nearby streets and intersections continue to operate within acceptable levels of service with minimal impact from the proposed land use and future development.

Utilities and Servicing

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

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, the initial application (MU-1f4h20) was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

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Administration received a letter of non-support from the Westgate Community Association to the initial application for the following reasons:

- absence of policy to guide development around the 45th Street LRT Station;
- piecemeal rezoning;
- height and shadowing;
- increased demand for on-street parking;
- increased traffic congestion and community access; and
- increased pedestrian vehicle conflicts.

After the applicant undertook engagement and amended the application from MU-1f4h20 to MU-1f3.5h17, the Westgate Community Association provided a letter of support citing the applicant's consideration of community feedback by reducing the overall scale and height of the development and corresponding height and floor area ratio modifiers in the proposed land use (Attachment 2).

Administration received 70 letters in opposition and 3 letters in support of the initial application. Reasons stated for opposition are summarized below:

- increase in height, density, and lot coverage;
- increase in traffic, noise and parking issues;
- decrease in property values;
- apartment and commercial uses will erode neighbourhood identity and single-family home character;
- reduced privacy on neighbouring property;
- increase in crime; and
- inadequate public consultation and engagement.

Applicant-led outreach was undertaken as part of this application and consisted of meetings with the Westgate Community Association on 2018 April 23, 2018 July 03, and 2019 October 22, a community engagement open house on 2018 September 19, and an information session on 2019 November 05. A timeline and summary of the applicant-led engagement process is contained in Attachment 3.

On 2018 September 19, the community open house engagement session was hosted by the applicant with approximately 100 residents in attendance. Opportunities to gather and provide feedback included information panels, a share your thoughts panel and additional comment forms. Open house presentation materials and a What We Heard report are contained in Attachment 4. A summary of the What We Heard responses are listed below:

- concern about increased traffic and vehicular congestion;
- concern that additional development would add parking demand;
- concern about potential commercial uses;
- concern about building height, scale and shadows;

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- local area planning policy required before redesignation; and
- desire to see more owner-occupied housing rather than rental tenure.

Based on community feedback from the 2018 September 19 community open house, the application was amended to reduce the floor area ratio modifier from 4.0 to 3.5 and reduce the height modifier from 20.0 metres to 17 metres. The reduced modifiers are intended to address community feedback regarding height, scale, shadowing, uses, traffic and parking, while still accommodating a four-storey mixed-use development, which aligns with the applicant's future development intentions.

On 2019 November 05, a community information session was hosted by the applicant with approximately 40 residents in attendance. The applicant presented the modifier land use and a conceptual development scheme along with a What Has Changed summary. The open house information session was used by the applicant as an opportunity to show the community how their earlier feedback was used and influenced the proposed land use. The open house presentation materials and What Has Changed summary are contained in Attachment 5.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The design compatibility of discretionary uses with respect to the surrounding neighbourhood and parking requirements will be reviewed at the development permit stage.

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

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 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.

Municipal Development Plan (Statutory – 2009)

The subject site is located within the Residential – Developed – Established area as identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). The applicable policies encourage modest redevelopment that incorporates appropriate densities, a mix of land uses and a pedestrian-friendly environment that supports the Primary Transit Network. The MDP also supports transit-supportive land uses, including higher density residential and employment developments in proximity to Primary Transit Network

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The proposal is in keeping with relevant MDP policies as the MU-1 District provides for a increased density in a development form that is sensitive to surrounding development, creates a pedestrian-friendly environment and supports the adjacent Primary Transit Network.

West LRT Land Use Study (Non-statutory – 2009)

The application aligns with the policies in the *West LRT Land Use Study*. In particular, the proposed land use amendment enables development that would accommodate a wider variety of housing, promote a mixture of uses, avoid land uses that are not compatible with transit, and enhance 17 Avenue SW, as called for in Section 3.2. In addition, the proposal supports compact development that could encourage walking and transit supportive land use.

The subject site is identified as Medium Density – Stacked Townhouses/Low Rise (4-6 storeys) on Map 4: Density Areas in the *West LRT Land Use Study* and is consistent with that category.

The proposed land use amendment aligns with the community values captured in Section 4 of the *West LRT Land Use Study*, which call for small scale mixed-use with higher density next to the 45 Street LRT Station, including residential, office, and main floor retail.

In terms of implementation, Section 5 of the *West LRT Land Use Study* does not propose a formal station area plan or area redevelopment plan for the 45 Street SW LRT Station, but encourages some opportunities for land use redesignations and redevelopment to higher density where appropriate.

Transit Oriented Development Guidelines (Non-statutory – 2005)

The subject site is 50 metres west of the 45 Street LRT Station and is considered part of a station planning area. This land use proposal is consistent with guidelines on Transit Supportive Land Uses, optimizing density around stations, minimizing the impacts of density and ensuring the built form complements the local context. The guidelines were incorporated into the *West LRT Land Use Study*.

Location Criteria for Multi-Residential Infill (Non-statutory – 2014)

The *Location Criteria for Multi-Residential Infill* are generally intended to apply to pure multi-residential infill up to four to six storeys in scale. However, as the criteria are a broad set of best-practices for where intensification is most appropriate, and the proposed land use accommodates the future development of a mixed-use or pure multi-residential development. Administration considered the criteria in the context of the proposed land use.

The subject parcel meets approximately half of the guideline criteria for consideration of multi-residential infill. The guidelines are not meant to be applied in an absolute sense, but are used in conjunction with other relevant planning policy, such as the MDP or local area policy plans, to assist in determining the appropriateness of an application in the local context.

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The site satisfies multiple criteria including:

- on a corner parcel;
- within 400 metres of a transit stop;
- within 600 metres of a primary transit stop;
- adjacent to non-residential development;
- in close proximity to an activity centre; and
- direct lane access.

Social, Environmental, Economic (External)

The recommended land use allows for a wider range of uses and housing types than the existing R-C1 District and as such, the proposed change 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.

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 aligns with applicable policies identified in the *Municipal Development Plan*, the *West LRT Land Use Study*, the *Transit Orientated Design Policy Guidelines* and the *Location Criteria for Multi-Residential Infill*. The proposal is transit-supportive and provides for a moderate increase in residential density within a form that respects the surrounding low-density residential development.

ATTACHMENT(S)

1. Applicant Submission
2. Westgate Community Association Comments
3. Applicant Lead Outreach Summary
4. Community Open House Summary – 2018 September 19
5. Community Open House Summary – 2019 November 05