

Planning & Development Report to
Calgary Planning Commission
2019 November 21

ISC: UNRESTRICTED
CPC2019-1436

**Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE,
LOC2019-0105**

EXECUTIVE SUMMARY

This application was submitted by Zeidler Architecture on 2019 July 03 on behalf of landowner The Western Canadian District of The Christian and Missionary Alliance. The application proposes to redesignate an eastern 0.5 hectare (1.23 acre) portion of 6927 Rundlehorn Drive NE from Special Purpose – Community Institution (S-CI) District to Commercial – Neighbourhood 2 (C-N2) District to allow for:

- small-scale commercial developments with buildings that are in keeping with the scale of nearby residential areas;
- a maximum building height of 10 metres (a decrease from the current maximum of 12 metres);
- a maximum building floor area of approximately 5,000 square metres, based on a parcel to floor area ratio (FAR) of 1.0; and
- the uses listed in the C-N2 District.

The proposal is in conformance with applicable policies of the *Municipal Development Plan*.

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 land use redesignation of 0.50 hectares \pm (1.23 acres \pm) located at 6927 Rundlehorn Drive NE (Portion of Plan 1280AJ, Block 1B) from Special Purpose – Community Institution (S-CI) District to Commercial – Neighbourhood 2 (C-N2) District; and
2. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 NOVEMBER 21:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed land use redesignation of 0.50 hectares \pm (1.23 acres \pm) located at 6927 Rundlehorn Drive NE (Portion of Plan 1280AJ, Block 1B) from Special Purpose – Community Institution (S-CI) District to Commercial – Neighbourhood 2 (C-N2) District; and
2. Give three readings to **Proposed Bylaw 4D2020**.

OPPOSITION TO RECOMMENDATION: Director Vanderputten

Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE,
LOC2019-0105

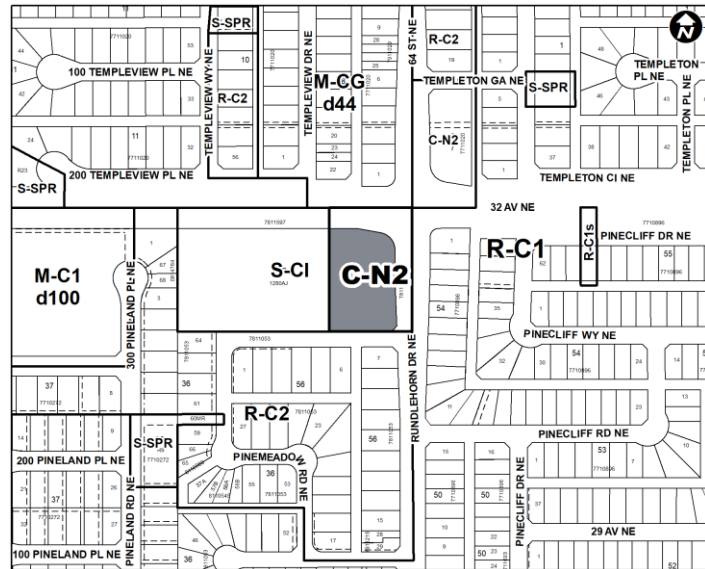
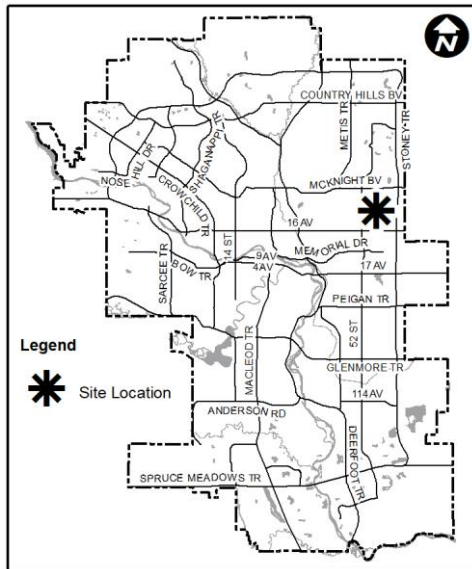
PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by Zeidler Architecture on 2019 July 03 on behalf of landowner The Western Canadian District of The Christian and Missionary Alliance. No development permit application has been submitted at this time; however, as noted in the Applicant Submission (Attachment 1), the applicant intends to subdivide the subject portion of the parcel and develop it with a small-scale commercial building (see Attachment 2 for the conceptual site plan).

Location Maps



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Site Context

The subject parcel is located in the northeast community of Pineridge on the southwest side of the intersection of 32 Avenue NE and Rundlehorn Drive NE. This approximate 1.67 hectare (4.1 acre) parcel is currently developed with a place of worship in the middle and a single detached dwelling toward the southeast corner.

The eastern portion of the parcel, subject to this land use redesignation application, is approximately 0.5 hectares (1.23 acres) in size with dimensions of approximately 89 metres by 50 metres. This portion contains the single detached dwelling and surface parking for the place of worship. The western portion of this parcel is currently vacant. Although not included in this application, the applicant wishes to develop the western portion of the parcel with residential uses in future.

The parcel currently has driveway access from Rundlehorn Drive NE to the east, two driveway accesses from Pinemeadow Road NE to the south and a pedestrian-only access from 32 Avenue NE to the north. The parcel is easily accessible by foot, bicycle, transit or vehicle. The nearest transit stops are located approximately 350 metres south at 28 Avenue NE and Rundlehorn Drive NE (5-minute walk).

Surrounding development consists of low-density dwellings with the exception of the northeast corner of the intersection of 32 Avenue NE and Rundlehorn Drive NE which is also developed with a small-scale commercial building and has the C-N2 District. Other C-N2-designated parcels are available within 500 metres in both west and east directions along 32 Avenue NE; however, no recent commercial redevelopment is evident in the nearby area.

As identified in *Figure 1*, the community of Pineridge reached its peak population in 1991 and since then it has lost population.

Figure 1: Community Peak Population

Pineridge	
Peak Population Year	1991
Peak Population	10,501
2018 Current Population	9,822
Difference in Population (Number)	-679
Difference in Population (Percent)	-6%

Source: *The City of Calgary 2018 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE, LOC2019-0105

The proposal allows for small-scale commercial buildings that are in keeping with the scale of nearby residential areas. As the Pineridge community does not have a local area plan, this development is primarily guided by the policies within the *Municipal Development Plan*. The proposal complies with the applicable policies as discussed in the Strategic Alignment section of this report.

At the pre-application and formal application review stages, Administration recommended Commercial – Neighbourhood 1 (C-N1) District or a DC Direct Control District based on C-N1 District to ensure a building and site design that provides street-oriented buildings with high quality interface with the public realm. The C-N1 District has a maximum front setback requirement of three metres which encourages buildings to be located closer to the property line and discourages the provision of parking in the front. However, the applicant decided to continue with C-N2 as it allows them to have more flexibility with building and site design at the development permit stage. While the alternative designations would have been more appropriate for this site, similar development outcomes may also be achieved with the C-N2 District. Administration's concerns associated with the proposed concept plan are discussed in the Development and Site Design section in this report.

Planning Considerations

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

Land Use

The current S-CI District is a special purpose designation to provide for large scale culture, worship, education, health and treatment facilities. This District allows for a wide variety of building forms which are sensitive to context when located within residential areas. At this location, the S-CI District allows for a maximum building height of 12 metres. The S-CI District does not have any maximum floor area ratio (FAR) requirements.

The proposed C-N2 District is a commercial designation. The C-N2 District provides for small-scale commercial developments with buildings that are in keeping with the scale of nearby residential areas. The C-N2 District also allows for dwelling units. The proposed district would allow for approximately 5,000 square metres of building floor area (based on a maximum FAR of 1.0) to be developed under 10-metre height limit. The C-N2 District provides for setbacks and landscaping that buffer residential districts from commercial developments. The C-N2 District has a minimum front setback requirement of three metres and allows motor vehicle access to commercial uses. Typically, this results in a one to two-storey commercial building with parking provided in front of buildings.

For comparison purposes, the purpose of the C-N1 District is broadly similar to C-N2 District for providing small-scale commercial developments except that C-N1 District limits direct motor vehicle access to commercial uses. The C-N1 District is very similar in its list of allowed uses as C-N2 with the exception of vehicle-oriented uses. The C-N1 District brings the commercial

**Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE,
LOC2019-0105**

building closer to the sidewalk as it provides for a maximum front setback requirement of three metres. The C-N1 Districts envisions lanes for motor vehicle access to parking areas.

Development and Site Design

The applicable land use policies, the rules of the proposed C-N2 District, and feedback from the City-Wide Urban Design team will provide guidance for future site development including building height, massing, landscaping, parking and the building's relationship with adjacent streets.

The applicant has provided a concept plan showing potential site development (Attachment 2). The concept plan shows a conventional strip mall with two rows of parking in front of the building and highlights the relocation of the existing parking stalls located on the subject portion of the site to the west of the existing place of worship building. At the development permit stage, it will be important to ensure that the place of worship has adequate parking available for their continued use. Also, noteworthy – is that the subject parcel does not have a lane which puts certain constraints to the future site design.

Administration has concerns about this conceptual site design. Notably, the setting of the subject site at the corner of 32 Avenue NE and Rundlehorn Drive NE offers an opportunity for strengthening an already existing commercial/retail node with a street-oriented building with high quality interface with the pedestrian realm, Administration has reviewed this conceptual design and determined that it does not demonstrate a high quality interface with the pedestrian realm. This direction is supported by the *Municipal Development Plan* urban design objectives in established neighborhoods which envision developments to “demonstrate a strong relationship to human scale and contribute positively to the public realm and street.” Site design will continue to be reviewed at the development permit stage to potentially bring the commercial building closer to the sidewalk by moving the parking behind the building to provide for a pedestrian-friendly interface with the street and this corner.

While the proposed C-N2 District provides the necessary land use framework to redevelop this site with small-scale commercial uses to serve the nearby residential area, additional items to be considered through the development permit process include, but are not limited to:

- ensuring building and site design that prioritizes pedestrians and provides for high quality interface with the streets;
- ensuring building and site design that addresses the unique setting of this corner site;
- explore if parking could be shared with the existing place of worship to achieve efficiency;
- considering relaxations to required parking for shared parking scenarios and finding ways to integrate this site with the place of worship; and
- require 10 percent Municipal Reserve (MR) dedication at the time of subdivision and explore options of cash-in-lieu payment.

Planning & Development Report to
Calgary Planning Commission
2019 November 21

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Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE, LOC2019-0105

A new commercial building on this parcel will require a discretionary use development permit. Site design, building placement and orientation will be negotiated with the applicant at the development permit stage relying on the *Municipal Development Plan* Urban Design objectives.

Environmental

An Environmental Site Assessment was not required. There are no environmental concerns associated with the site or this proposal.

Transportation

Vehicular access to the site will be determined at the development permit stage, but will be generally available from Rundlehorn Drive NE and Pinemeadow Road NE. Direct vehicular access to or from 32 Avenue NE is prohibited. Pedestrian access is available from 32 Avenue NE, Pinemeadow Road NE, and Rundlehorn Drive NE. Regarding transit service, Route 48 (Rundle) and Route 34 (Pineridge) have stops adjacent to the intersection of 28 Avenue NE and Rundlehorn Drive NE, approximately 350 metres south from the site (5-minute walk).

At present time, there are no sidewalks along the north boulevard of Pinemeadow Road NE. At the development permit stage, the developer will be required to address this deficiency.

A Transportation Impact Assessment (TIA) was reviewed as part of this application. The TIA findings have been accepted by Administration.

Utilities and Servicing

Water, sanitary and storm sewer mains are available and can accommodate the proposed land use redesignation without the need for network upgrades at this time. A sanitary servicing study was submitted for review in support of the proposed land use and deemed acceptable. Specific details of site servicing and stormwater management will be reviewed in detail at the development permit stage.

Stakeholder Engagement, Research and Communication

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

Administration received two public responses in opposition to this application. The concerns focused on the following areas:

- no need for additional commercial establishments in the area; and
- potential to increase traffic.

The applicant-led engagement included two meetings with Pineridge Community Association

Planning & Development Report to
Calgary Planning Commission
2019 November 21

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CPC2019-1436

Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE, LOC2019-0105

representatives. A letter was received from the Pineridge Community Association in support of the application (Attachment 3).

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 (2014)

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

Interim Growth Plan (2019)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed 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 proposed land use conforms to multiple policies in the *Municipal Development Plan* (MDP). The subject parcel is located within Residential – Developed – Established designation as identified on Map 1: Urban Structure in the MDP.

Section 3.5.1 outlines Land Use Policies for Developed Residential Area and encourages “moderate intensification in a form and nature that respects the scale and character of the neighborhood” and “revitalization of local communities by ... adding a mix of commercial and service uses.” Section 3.5.3 outlines Land Use Policies for Established Area, within Developed Residential Area. It encourages “modest redevelopment of Established Areas.” Section 2.3 Creating great communities provides a City-wide key direction for providing “more choice within complete communities.”

The proposed C-N2 District complies with these policies as it allows for small-scale commercial development that would serve the nearby residential area. This corner site is an appropriate location for infill neighborhood-oriented commercial uses because it is currently developed with a parking lot and has other similar commercial uses across the intersection.

There is no local area plan for the subject area.

Social, Environmental, Economic (External)

Planning & Development Report to
Calgary Planning Commission
2019 November 21

ISC: UNRESTRICTED
CPC2019-1436

**Land Use Amendment in Pineridge (Ward 10) at 6927 Rundlehorn Drive NE,
LOC2019-0105**

The recommended land use allows for additional neighborhood-oriented commercial uses and services for the nearby residential area.

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

While a small-scale commercial development has potential to activate the street and to strengthen the developing commercial node, the proposed C-N2 District has a minimum front setback requirement of three metres and allows “motor vehicle access to commercial uses.” The C-N2 District poses the risk of the parcel being developed with a commercial building that is not oriented to the street and has a parking lot in the front – which may not provide a pedestrian-friendly interface with the public realm. However, as identified in the Development and Site Design section of this report, Administration has notified the applicant about the *Municipal Development Plan* urban design objectives and will continue to work toward improvement of the site design through the development permit stages.

REASON(S) FOR RECOMMENDATION(S):

The proposal conforms to the applicable policies of the *Municipal Development Plan*. The Commercial – Neighbourhood 2 (C-N2) District is structured to allow for small-scale commercial developments with buildings that are in keeping with the scale of nearby residential areas. The proposed district will allow for moderate intensification and add a mix of additional neighborhood-oriented commercial uses in an established community where commercial uses are already existing.

ATTACHMENT(S)

1. Applicant Submission
2. Concept Site Plan
3. Community Association Letter
4. **Proposed Bylaw 4D2020**