

Planning & Development Report to
Calgary Planning Commission
2020 February 20

ISC: UNRESTRICTED
CPC2020-0114

Land Use Amendment in Kingsland (Ward 11) at 523 – 73 Avenue SW, LOC2019-0132

EXECUTIVE SUMMARY

This land use amendment application was submitted by Pacific Coast Architecture Inc on 2019 August 20 on behalf of the landowner, PBA Land Development Ltd (represented by Northland Properties). The application proposes to change the land use designation of the subject site from DC Direct Control District to Multi-Residential – High Density Low Rise (M-H1f2.0h22) District to allow for:

- a multi-residential development of an estimated 214 units;
- a maximum building height of 22 metres, about six storeys (an increase from the current maximum of 9 metres, about two to three storeys);
- a maximum floor area ratio (FAR) of 2.0, approximately 18,840 square metres of building floor area; and
- the uses listed in the M-H1 District.

The proposal aligns with the applicable policies of the *Municipal Development Plan* (MDP).

A development permit has been submitted and is under review. Administration is anticipating that it will be ready for approval soon after Council's decision on this land use amendment application.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.94 hectares \pm (2.32 acres \pm) located at 523 – 73 Avenue SW (Plan 3215HG, Block B) from DC Direct Control District to Multi-Residential – High Density Low Rise (M-H1f2.0h22) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This land use amendment application was submitted by Pacific Coast Architecture Inc on 2019 August 20 on behalf of the landowner, PBA Land Development Ltd (represented by Northland Properties). The Applicant's Submission (Attachment 1) indicates the landowner's intent to develop a multi-residential building with approximately 214 units. A development permit (DP2019-5837) for a purpose-built rental apartment building with a building height of six storeys,

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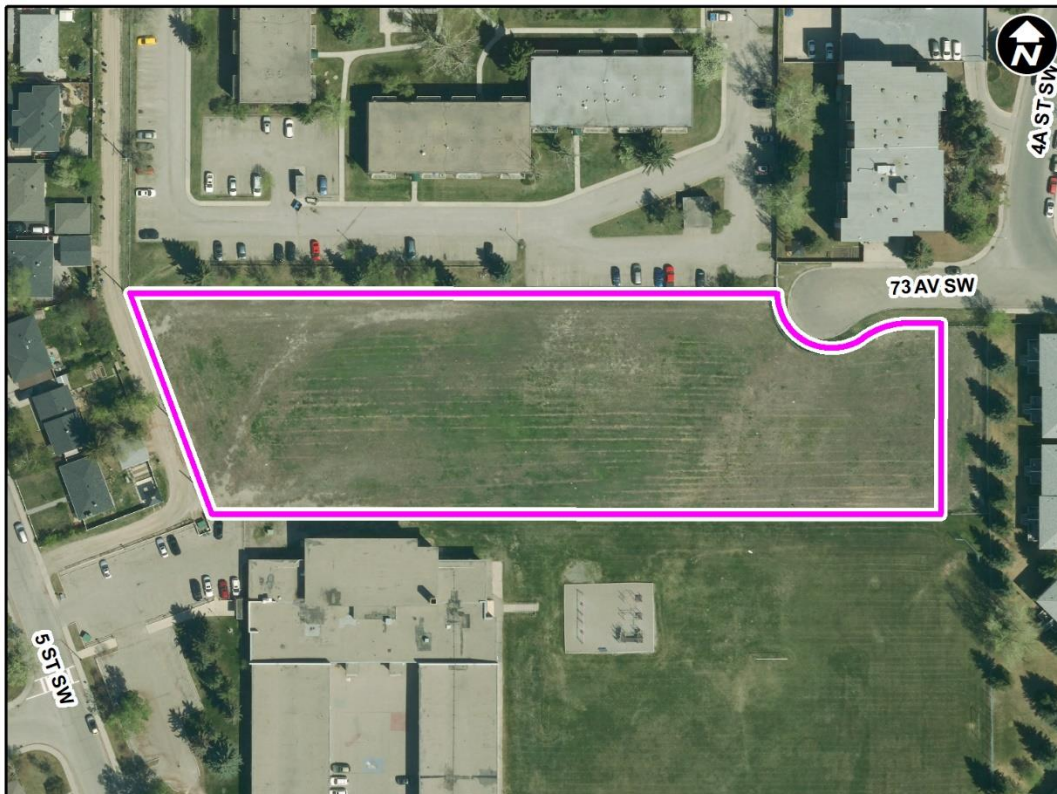
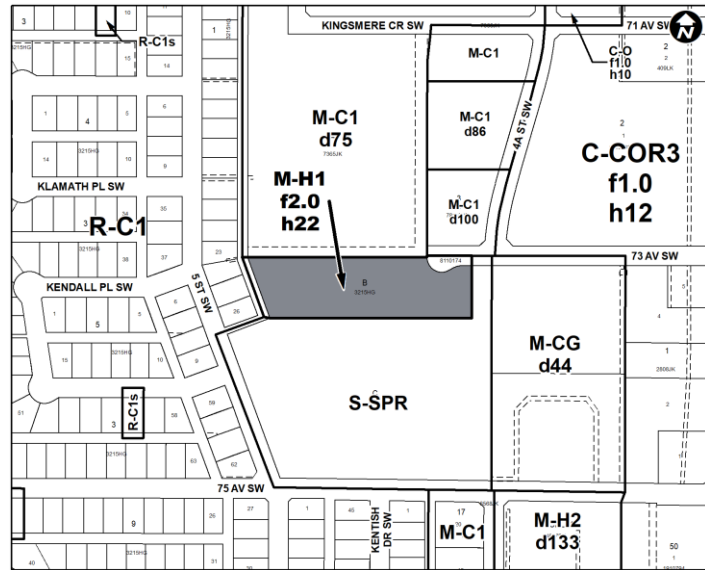
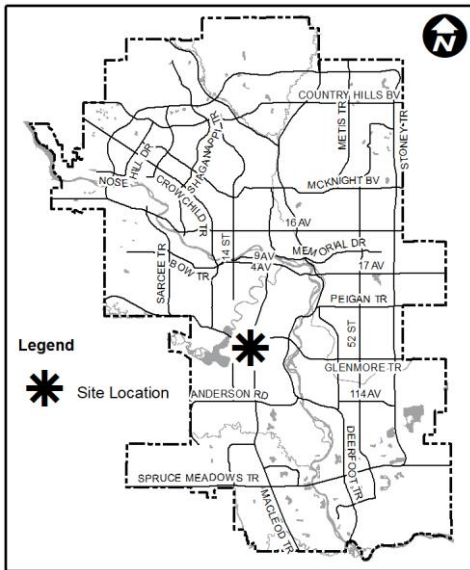
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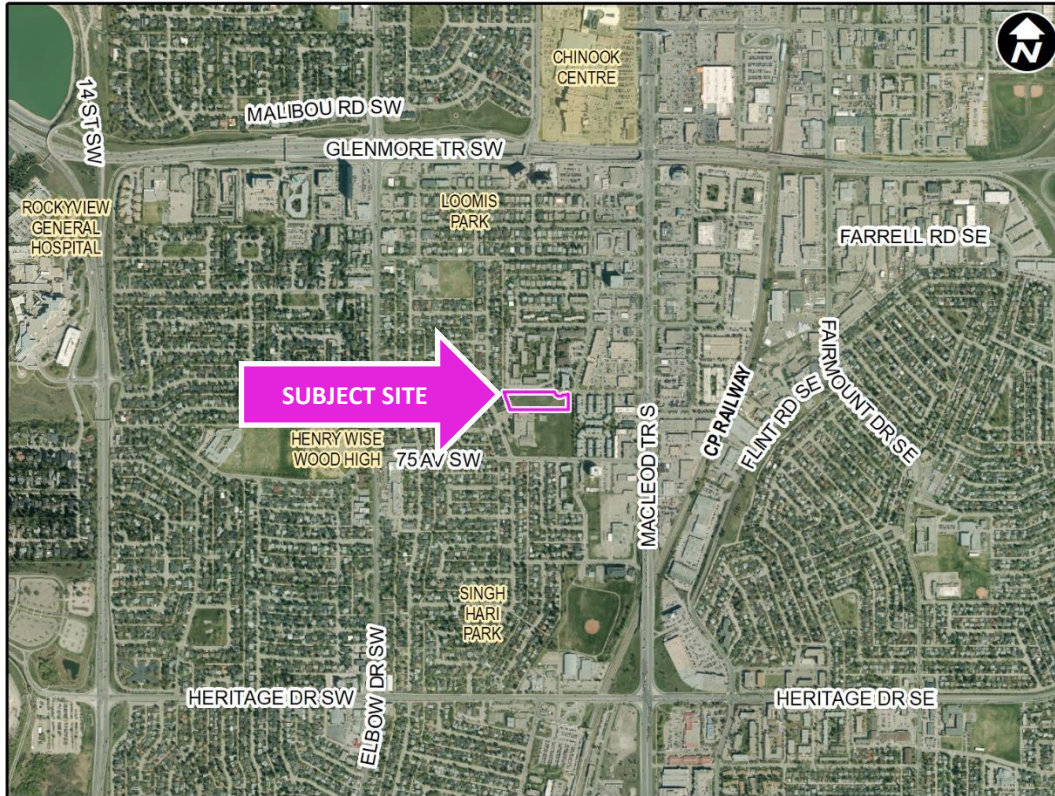
was submitted on 2019 November 14. The development permit is currently under review and there is a summary of it in Attachment 4. Administration is anticipating that it will be ready for approval soon after Council's decision on this land use amendment application.

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Location Maps



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Site Context

The subject site consists of one parcel that is located south and west of the terminus of the 73 Avenue SW cul-de-sac in the established community of Kingsland. The site is located approximately 245 metres west of Macleod Trail S. To the west of the site, across a lane, are single detached dwellings.

To the north of the site are nine multi-residential buildings that are each three storeys tall on an approximately three hectare site designated Multi-Residential – Contextual Low Profile (M-C1d75) District with a total of 207 units and a net density of 65 units per hectare. Also to the north of the site is a five storey multi-residential building on a 0.36 hectare site designated M-C1d100 with 43 units, and a net density of approximately 119 units per hectare.

To the east of the site are 24 fourplex buildings (96 units) on two parcels with a combined area of approximately 2.2 hectares, designated Multi-Residential – Contextual Grade-Oriented (M-CGd44) District and developed at a net density of about 43.6 units per hectare.

To the south is a Calgary Board of Education (CBE) school site that is currently being used for administrative offices and the CBE’s Admissions and Assessment Office for new Canadians.

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The site is approximately three hectares in size and is designated Special Purpose – School, Park and Community Reserve (S-SPR) District. Given the predominantly multi-residential context of the site, further multi-residential development is considered compatible.

The subject site is approximately 0.94 hectares (2.32 acres) in size with approximately 50 metres of frontage along the 73 Avenue SW cul-de-sac. The site is currently undeveloped and has a chain link fence around most of the perimeter.

As identified in *Figure 1*, below, Kingsland has experienced a relatively substantial population decline from its peak in 1971.

Figure 1: Community Peak Population

Kingsland	
Peak Population Year	1971
Peak Population	5,341
2019 Current Population	4,688
Difference in Population (Number)	-653
Difference in Population (Percent)	-12%

Source: The City of Calgary 2019 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal represents an increase in density and allows for a building type that has the ability to be compatible with the established building form of the existing neighbourhood and complementary to development to the north and east.

Planning Considerations

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

Land Use

This application proposes to change the land use designation of the site from a DC Direct Control District ([Bylaw 2004Z77](#)) to M-H1f2.0h22 District to allow for multi-residential development. The existing DC District was based on Land Use Bylaw 2P80's Residential Medium Density Multi-Dwelling (RM-4) District. The RM-4 District was intended to provide for a variety of residential dwellings in low profile form at a maximum height of 9 metres. It does not have specific floor area ratio (FAR) provisions. The current DC District builds on the RM-4 District and has a limit of 141 units, additional parking requirements (1.65 per unit), a requirement for landscaping screening on the east and west sides of the site, and a restriction for site access to only be off of 73 Avenue SW (no access from the lane to the west).

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The proposed land use district is the M-H1f2.0h22 District, which provides for multi-residential and support commercial development in a variety of forms at a tall height and higher density. The minimum density for parcels designated M-H1 District is 150 units per hectare, translates to a minimum of 141 units on the 0.94 hectare site. The applicant is proposing 214 units, which is 73 more than the minimum requirement of the proposed District. Given that a density modifier is not proposed, there is no maximum density expressed in units per hectare. The proposed district would allow for approximately 18,840 square metres of building floor area, based on a maximum floor area ratio of 2.0, to be developed under the 22 metre height limit. A 22 metre height limit will allow for a building of up to seven stories to be developed. In accordance with the Applicant's Submission in Attachment 1, the intent is to develop a purpose-built rental apartment building at a height of six storeys with an underground parkade.

Development and Site Design

The development permit (DP2019-5837) was submitted 86 days after this land use amendment application, and is anticipated to be ready for approval by the Development Authority soon after Council's approval of the proposed land use amendment.

The development permit (see Attachment 4 for a summary) is being evaluated against the rules of the M-H1f2.0h22 District. The development permit application proposes a multi-residential building with 214 units. No commercial is proposed. A key consideration in the review of the development permit application is the balance between the number of units, the amount of surface parking and the amount of landscaping. Due to the proposed development's location north of the CBE's building and green space, the integration, pedestrian connectivity, and edge interface with the green space is a critical part of the overall site design and contextual integration.

Administration's review of the development permit will determine the ultimate building design, number of units and site layout details such as parking, landscaping and site access. No decision will be made on the development permit application until Council has made a decision on this land use redesignation.

Environmental

An Environmental Site Assessment (ESA) was submitted with the subject application. This material was reviewed by Environmental Development Review (EDR) and no outstanding concerns were identified. As such, no additional reports, studies and/or supplementary material were deemed necessary for the purposes of the subject land use amendment proposal.

Transportation

Pedestrian and vehicular access to the site is currently available from 73 Avenue SW and the rear lane. The existing lane access will be restricted to emergency access only at the development permit stage. The area is served by Calgary Transit bus service Route 81 Macleod Trail with service every 30 minutes in the AM and PM peak. The Route 81 bus stop is

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approximately 200 metres walking distance from the site on 73 Avenue SW. The site is approximately 1 kilometre from the Heritage LRT Station. On-street parking adjacent to the site is prohibited on 73 Avenue SW and signed as 'No Parking' along the frontage of the site. A Transportation Impact Assessment was received in support of this application.

Utilities and Servicing

Public water, sanitary and storm deep utilities exist for future development servicing and site servicing will be determined at the time of development. The anticipated 214 residential units would require a minimum of two access points from adjacent public rights-of-way. The applicant has proposed both a primary access from 73 Avenue SW and a secondary (emergency) access to the adjacent lane. Details pertaining to adequate fire truck access into, through and out of the site (i.e. route) are currently being determined via the development permit.

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 land owners and the application was advertised online.

Administration circulated the application to the Kingsland Community Association and their comments are included in Attachment 2. The comments supported this application and focus primarily on the development permit (DP2019-5837).

Administration received six responses to the public submission representing thirty-nine people, including one letter signed by thirty-four people. Thirty-eight respondents were opposed and one was in favour of the proposal. The response in support mentioned that a higher population is necessary for further shops and services in the local area. The responses in opposition raised the following concerns:

- **Height:** Three storeys is the norm for the area and appropriate for the site. Related to this are concerns about privacy and access to natural light.
- **Building mass:** How large the building is relative to the site.
- **Traffic:** There is currently congestion on 73 Avenue SW and 4A Street SW. Traffic safety on local streets as well as at the intersection of 75 Avenue SW and Macleod Trail SW is a concern. Increased vehicular and pedestrian traffic is a concern. Related to this are concerns about additional noise.
- **Parking:** Parking on nearby streets is already almost fully utilized. The sufficiency of onsite parking is a concern. Nearby businesses are seen as having too little parking.
- **Overspill lighting:** There was a concern that lighting will be placed in a way that is a nuisance to adjacent properties.
- **Property values:** This project will negatively affect adjacent property values due to the scale of what is proposed.
- **Absence of need:** Recent apartment developments underway in the community are sufficient and the site would be better used as a park.

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- Community wellness: The effect of rental units on community engagement and the effect of the building on the school site to the south.

A summary of applicant engagement is included as Attachment 3.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The proposal is considered to be a density increase that is compatible with the surrounding neighbourhood. Design, traffic and parking requirements will be reviewed at the development permit stage.

Following Calgary Planning Commission, notifications for the Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, Planning 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](#) (SSPR) which directs population growth in the region to the Cities and Towns and promotes 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 Residential Developed – Established land use typology area as identified on Map 1: Urban Structure of the [Municipal Development Plan](#) (MDP).

MDP policies encourage modest redevelopment of the Established Areas in a manner that respects the low density, residential nature, scale and character of the neighbourhood. Redevelopment within predominantly multi-family areas should be compatible with the established pattern of development and will consider appropriate transitions between adjacent areas and a variety of multi-residential housing types to meet the diverse needs of present and future populations.

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A 22 metre tall building adjacent to three storey multi-residential buildings on two sides, a school site and single detached houses on a large site is compatible with neighbourhood building heights. The floor area ratio of 2.0 is only slightly more than what has been developed on other sites. Setbacks and landscaping should limit the visual impacts of the development.

The proposal generally aligns with the MDP's city-wide policy that encourages intensification including housing diversity and choices, shaping a more compact urban form, and creating great communities. The MDP directs future growth in a way that fosters a more compact, efficient use of land, creates complete communities, allows for greater mobility choices and enhances vitality and character of local neighbourhoods.

Administration considers this application to be consistent with MDP policy and compatible with the context.

There is currently no local area plan for the community, however the Heritage Communities Local Growth Planning project is currently underway. The project is a multi-community policy plan that is being developed to create a future vision for how land could be used and redeveloped in the area where the proposed application is located. The plan includes ten communities in the SW and SE quadrants of the city, including Kingsland. Further project details are available in the [project's website](#).

Social, Environmental, Economic (External)

This proposal will allow for additional residential density in an established community and in proximity to an urban main street. The proposal will facilitate a more compact urban form in a location well served by existing infrastructure. Increased development of the subject site has the potential to allow for population growth with comparatively lower vehicle use relative to other sites elsewhere in Calgary.

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.

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REASON(S) FOR RECOMMENDATION(S):

The proposed land use redesignation is consistent with the applicable policies of the *Municipal Development Plan*. The allowable building form under the proposed land use district is compatible with adjacent development and generally appropriate for intensification.

ATTACHMENT(S)

1. Applicant Submission
2. Community Association Comments
3. Summary of Applicant Engagement
4. Development Permit (DP2019-5837) Summary