

Planning & Development Report to  
Calgary Planning Commission  
2017 May 07

ISC: UNRESTRICTED  
CPC2020-0489

## Policy Amendment and Land Use Amendment in Greenbriar (Ward 1) at 222 Greenbriar Place NW, LOC2019-0101

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### EXECUTIVE SUMMARY

This application was submitted on 2019 June 27 by CivicWorks Planning + Design on behalf of landowner Melcor Developments Ltd. This application proposes to change the designation of the subject site from Multi-Residential – Contextual Medium Profile (M-C2f2.5d42) District to a DC Direct Control District based on the Multi-Residential – High Density Low Rise (M-H1) District. The proposed DC District will allow for:

- a customized building height envelope that is visually sensitive to the surrounding community and natural landscape;
- greater setbacks that respond to the unique characteristics and constraints of the parcel;
- multi-residential development with at grade orientation of dwelling units, enhanced landscaping and limited support commercial uses;
- a chamfered maximum building height of 32 metres, approximately 9 to 10 storeys (an increase from the current maximum of 16 metres);
- a minimum density of 150 dwelling units per hectare (an increase from the current maximum of 42 units per hectare);
- a maximum floor area ratio (FAR) of 2.0 (a decrease from the current M-C2 maximum FAR of 2.5); and
- the uses listed in the M-H1 District.

A site-specific policy amendment to the *Bowness Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation. The application conforms to the ARP as a result of the proposed amendments and is in keeping with applicable policies of the *Municipal Development Plan* (MDP).

No development permit application has been submitted at this time.

### ADMINISTRATION RECOMMENDATION:

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

1. Adopt, by bylaw, the proposed amendments to the Bowness Area Redevelopment Plan (Attachment 1);
2. Give three readings to the proposed bylaw;
3. Adopt, by bylaw, the proposed redesignation of 1.04 hectares  $\pm$  (2.58 acres  $\pm$ ) located at 222 Greenbriar Place NW (Plan 8211023, Block 8, Lot 7) from Multi-Residential – Contextual Medium Profile (M-C2f2.5d42) District to DC Direct Control District to accommodate a multi-residential development, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

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**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

**BACKGROUND**

This application was submitted on 2019 June 27 by CivicWorks Planning + Design on behalf of landowner Melcor Developments Ltd. The proposed land use change is aimed at diversifying the range of housing options within the community while also taking advantage of the site's size, views, proximity to parks and open spaces, and its location near major transportation corridors. A summary of the proposal is provided in the Applicant's Submission (Attachment 3). No development permit application has been submitted at this time.

The subject parcel was created by subdivision in 1982. A prominent Tudor style clubhouse built by John Hextall remained on this property from 1912 until its destruction by fire in 1997. It housed the Bowness Golf and Country Club until 1970 and the Romeo and Juliet Inn restaurant until the early 1990s. The 1982 subdivision resulted in the construction of the private access road which accessed the subject site and the Greenwood Village Mobile Home Park. At that time the escarpment area north of Juniper Drive NW was designated Environmental Reserve (ER).

In 2007 an outline plan and land use for phase one (LOC2006-0001) of Greenbriar was approved by Council. The adjacent escarpment east of the subject site was designated as ER, and the adjacent land south of the subject site was designated as Municipal Reserve (MR) to accommodate a playground. Since the initial outline plan, multiple land use, policy amendment and development permit applications have been approved in the area enabling further development of the community of Greenbriar. In the last three years, after the completion of the Bowfort Road interchange at 16 Avenue NW, Greenbriar has been actively building out with roads, utilities, green spaces in the form of both programmable parks and the protection of existing natural areas, regional and local pathways, several residential projects and the first phase of the mixed use village, the Farmer's Market.

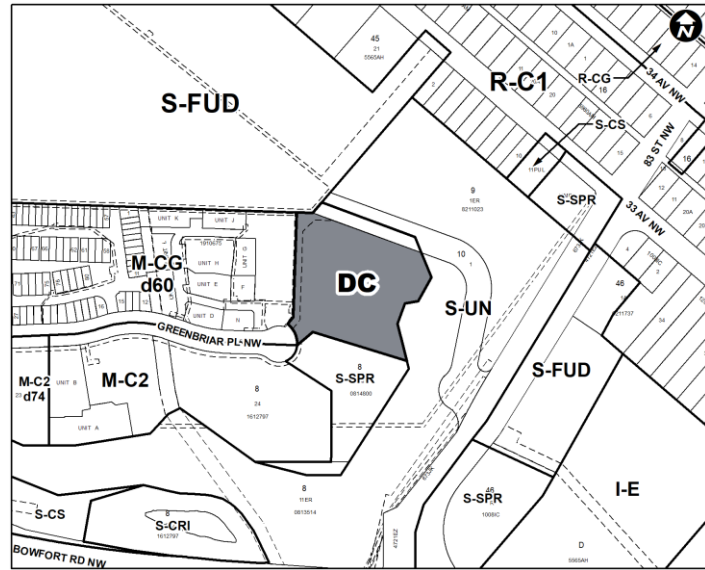
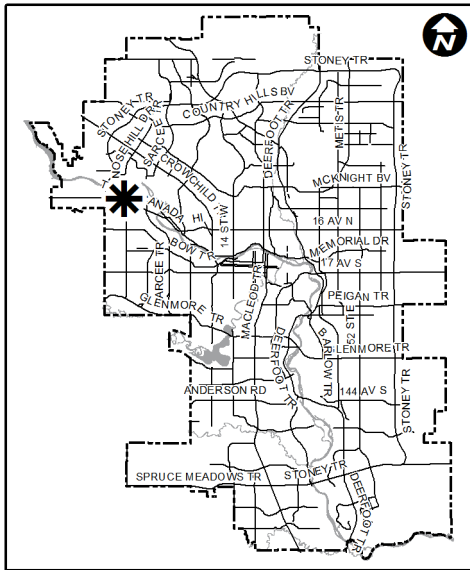
The current land use designation for the subject site of Multi-Residential – Contextual Medium Profile (M-C2f2.5d42) was approved in 2015 from a previous DC based on the restaurant use. Prior to the completion of the Bowfort Road interchange, a density cap of 250 residential units were in place for the Greenbriar area. The subject site had one access from the private access road (Juniper Drive NW), but ultimate access was planned for Greenbriar Place NW. The situation at the time of approval required the density modifier of 42 to be placed on the parcel. With the completion of the Bowfort Road interchange, Greenbriar is no longer under the 250 unit cap.

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**Location Maps**





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### Site Context

The subject site is located within the northwest community of Greenbriar, located north of 16 Avenue NW and east of Stoney Trail NW. The undeveloped site is located within a larger development area, as part of previously approved outline plan and land use amendments.

The subject site is mostly level with a sloped area on the north part of the parcel. This sloped area is a remnant portion cut off by Juniper Drive from the larger Bowness escarpment that slopes down to the north and stretches to the northwest and southeast. A mix of non-native trees and vegetation can be found in this north-slope area. Along the north property line is Juniper Drive NW, a publicly accessible private road. Along the east and south property lines are Environmental Reserve (ER) to preserve the east escarpment and Municipal Reserve (MR) lands for parks and open space. The main access is from Greenbriar Place NW.

As part of the 2007 outline plan, an emergency access easement was registered along the west property line of the subject parcel. This provides emergency vehicles a second access point from Juniper Drive to Greenbriar Place NW. Immediately to the west is a townhouse development currently under construction.

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Based on the 2019 City of Calgary Civic Census (see *Figure 1* below), the community of Greenwood/Greenbriar reached peak population in 1980 with 1,308 residents. The community of Greenbriar is currently at its early stage of development and will continue to grow.

*Figure 1: Community Peak Population*

<b>Greenwood / Greenbriar</b>	
Peak Population Year	1980
Peak Population	1308
2019 Current Population	896
Difference in Population (Number)	-412
Difference in Population (Percent)	-31.5%

Source: The City of Calgary 2019 Civic Census

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

### INVESTIGATION: ALTERNATIVES AND ANALYSIS

The initial application on 2019 June 27 proposed a standard Multi-Residential – High Density Low Rise Profile (M-H1f2.0h26) District applied to the whole parcel. After the completion of the Detail Team Review (DTR), a proposed ARP amendment to supplement the application and guide the development permit review process was submitted on 2019 September 23. With further consideration from what was being heard in the stakeholder outreach process and understanding of the complexity required in the site-specific policy amendment, the applicant agreed to a direct control designation in December 2019. The DC approach provides certainty and clarity of limitations to address community concern.

After a stakeholder outreach process which concluded on 2020 February 12, a formal response to the DTR was received on 2020 February 20. The response included a change in the application to a DC District with a site-specific text amendment to the *Bowness ARP*.

The policy amendment and rules of the proposed DC District allows for the opportunity to develop a high density mid-rise multi-residential development that will give careful and sensitive attention to visibility impacts on the immediate surrounding community. This policy and land use amendment for a sculpted, site sensitive landmark development on a historically prominent site makes this an appropriate candidate for additional height and density. The key approach to minimizing visual impact is by creating visual interest worthy of a landmark location. This policy and land use amendment is aligned with the City-wide policies of the *Municipal Development Plan* (MDP).

### Planning Considerations

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



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The DC District rules for the east elevation are similar. The steeper chamfered slope allows the building height envelope to reach the maximum height at 40 metres from the east reference property line. To the south which faces the MR lands and the west a town-housing development, a step back at the 16 metre height is required to reach the maximum height of the DC.

These chamfer and step back rules are further enhanced by increased setbacks of 18 metres from the north and east property lines, 3 metres to the south and 13 metres to the west. Overall the DC District will provide a level of certainty that balances the developer's aspirations and community concerns while allowing flexibility that makes it viable for a distinct landmark development.

### ***Development and Site Design***

A development permit application has not been submitted at this time. The rules of the proposed DC District and site-specific policy will regulate development on the site including appropriate building mass, orientation, building height, landscaping and parking. At the development permit stage, key factors will be considered, including but not limited to:

- improved pedestrian and vehicular access and connectivity;
- viewsheds and environmental protection;
- quality and building design measures;
- building mass and orientation that minimize shadow, visual and privacy impacts;
- enhanced landscaping and amenity spaces well integrated with surrounding open spaces; and
- climate resiliency considerations.

### ***Environmental***

A Preliminary Natural Site Assessment (PNSA) was submitted and reviewed by Administration.

No concerns were noted and further investigation deemed unnecessary.

### ***Transportation***

The site is accessible via both Greenbriar Place NW and Juniper Drive NW.

There is an existing Emergency Access connection between Greenbriar Place NW and Juniper Drive NW. This connection will be upgraded to a Public Access Easement at the development permit stage.

A Transportation Impact Assessment (TIA) was submitted as part of the outline plan / master plan approval process for the Greenbriar area. The TIA has been updated as land use and development concepts have been further refined. The updated TIA demonstrates that the planned area road network would remain capable of supporting the intended proposed

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development consistent with prior approvals and no changes would be warranted by the proposed land use re-designation. Further TIA updates may be required at the development permit stage to review localised transportation impacts specific to the development.

Route 53 provides transit service from Greenwood Village to Brentwood Station with a bus stop located approximately 150 metres west of the site on Juniper Drive NW. Transit continues to monitor the area as it builds out and will provide additional service as demand warrants.

### ***Utilities and Servicing***

Public utilities (water, sanitary and storm) exist within the adjacent public right-of-way. Development servicing will be determined at the future development permit and development site servicing plan circulation stages.

### **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.

In addition, the applicant developed and led an outreach program to inform and gather comments from the surrounding community. The Applicant's Outreach Report (Attachment 4) provides a summary of the process, community feedback ("what we heard") and the applicant's response.

Through the original circulation, Administration received a letter from the Bowness Community Association on 2019 September 05 (Attachment 5) outlining their concerns, in response to the original proposal seeking the redesignate the site to M-H1. Through a subsequent circulation on the revised proposal (DC and ARP amendment), Administration received another letter from the Bowness Community Association on 2020 March 05 indicating their continuing concerns and non-support for the land use and policy amendment (Attachment 6). The applicant has provided a response memo (Attachment 7) to the 2020 March 05 Bowness Community Association letter.

From the initial notice posting, mail out to adjacent owners and throughout the outreach process, Administration received approximately 95 letters of objections. Many had similar issues which are summarized as follows:

1. Density increase is inappropriate for the site.
2. Transportation, Traffic and Noise:
  - Concerns on the increase in traffic, noise and safety on Juniper Drive NW.
  - The lack of or limited access to the whole area.
  - Existing traffic volume on 83 Street NW is already high.
  - The limited capacity of the new one lane traffic circle on Bowfort Road NW.
3. Environmental:
  - Protection of wildlife that frequent the escarpment.



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- Escarpment must be preserved and protected.
- Loss of direct sunlight will negatively impact the escarpment.
- 4. Slope Sensitive:
  - The natural top of slope within the property should be respected.
- 5. Height:
  - Views and shadow impacts for residents at the bottom of the escarpment.
  - Tall building encroaches on privacy not fit the Bowness context.
  - Will change the aesthetic and character of Bowness.
- 6. Building
  - Building on the north edge will ruin our back yard and deteriorate the property value.
- 7. Historic Significance of the site should be considered with the land use application.
- 8. Cumulative effects of continued amendments and density increases has profound impact on the character and well-being of the community. Developer must stick to the approved plan.

As reflected in the outreach process timeline associated with this land use application, Administration and the applicant worked to ensure that all concerns were considered in the drafting of the proposed DC District and site-specific policy amendments. The following provides a summary of how each item were considered:

1. Density – CPAG has no technical concerns. The site is large enough to transfer density away from the north and east edges and concentrate the highest to the southwest corner of the site.
2. Transportation, Traffic and Noise - Transportation engineer has reviewed the road networks and is satisfied with the proposed land use amendment. Further review will be undertaken at the development permit stage.
3. Environmental – Calgary Parks has reviewed and approved the submitted PNSA. Through greater setbacks and chamfering, building height impacts will be mitigated.
4. Slope Sensitive - The DC setback of 18 metres from property lines protects the top of slope within the private property.
5. Height - Chamfering, setbacks and step backs in the DC supported by policy guidance address this concern and will regulate the future development permit application.
6. Building on north edge - The north-slope concern is addressed in the setback, transition area and low angle chamfer.
7. Historic Significance - Policy statements on its prominent historical value are included.
8. Change in local area policy plans are inevitable over time as the city matures and market opportunities change. Administration reviews each application on its specific planning merit and against the objectives of applicable policies. The proposed site-specific policy amendment is appropriate as it will provide guidance to the DP review and site design.

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

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### **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](#) (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 land use amendment and policy 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 located within the Residential - Developing area as identified in [Map 1: Urban Structure](#) of the [Municipal Development Plan](#) (MDP). The proposal is consistent with the overarching residential policies. Specifically, it supports shaping a more compact urban form, providing a range of housing choices within complete communities, creating a beautiful, memorable city including the expanded network of pedestrian pathways and the orientation of units towards the streets.

*As stated in the MDP, "...natural and cultural landmarks provide city reference points that contribute to wayfinding, sense of place and city identity. Enhancing Calgary's unique natural and constructed assets through the appropriate design of our built form and mobility networks can strengthen the prominence of these resources and contribute to making Calgary a more beautiful city." (MDP, 2.4.1 Creating a beautiful city, pg.2-30)*

#### ***Bowness Area Redevelopment Plan (Statutory – 1995)***

The [Bowness Area Redevelopment Plan](#) (ARP) – Section 6A, Greenbriar Area Land Use, encourages several objectives. These include fostering complete communities, a variety of housing forms, promoting connectivity and integration with the surrounding community. The policies further dictate that the Greenbriar area shall be predominantly residential with an identified community-oriented Commercial Core.

The centre of the Mixed Use Village is approximately 500 metres from the subject site. To facilitate the proposed redesignation, site-specific policy amendment to the Bowness ARP is required. The proposed amendment will provide guidance in the review of any new development. It is intended to work in concert with the proposed DC District and provides direction on the design of a prominent site.

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The purpose of the amendment is to clarify the policy as it relates to the subject site. The policy and land use amendment is intended to facilitate development on the site with enhanced design requirements that respects the ARP objectives of minimizing visibility impacts.

*“Developments adjacent to the Bowness escarpment should be designed to minimize visibility from the greater Bowness community.”... (Bowness ARP, Section 6A, Urban Design #14, page 30)*

### **Social, Environmental, Economic (External)**

The proposal helps achieve a greater mix of housing types in the developing community of Greenbriar. Its close proximity to the planned mixed-use village will support the objectives of creating a diverse population mix, invigorate the pedestrian activity and support local commercial activity for a sustainable community activity centre in the community of Greenbriar.

### **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 amendments do not trigger capital infrastructure investment and there are no growth management concerns currently.

### **Risk Assessment**

There are no significant risks associated with this proposal.

### **REASON(S) FOR RECOMMENDATION(S):**

The proposed policy amendment and land use redesignation are aligned with applicable policies of the *Municipal Development Plan* and general intent of the *Bowness Area Redevelopment Plan*. The proposed DC District and site-specific policy amendment will allow a prominent historic landmark site to sensitively develop and enhance the community.

### **ATTACHMENT(S)**

1. Proposed Amendments to the Bowness Area Redevelopment Plan
2. Proposed DC Direct Control District
3. Applicant's Submission
4. Applicant's Outreach Report
5. Community Association Letter (2019)
6. Community Association Letter (2020)
7. Applicant Response Memo to the Community Association Letter