

Planning & Development Report to  
Calgary Planning Commission  
2020 May 07

ISC: UNRESTRICTED  
CPC2020-0488

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

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**EXECUTIVE SUMMARY**

This land use amendment application was submitted on 2019 November 07 by Situated Consulting Co on behalf of the landowner, Shawnee Park Inc, to accommodate multi-residential and standalone commercial development. This application proposes to change the designation of this property from DC Direct Control District ([Bylaw 54D2012](#)) based on the Multi-Residential – Medium Profile Support Commercial (M-X2) District to two new DC Direct Control Districts, one based on the Multi-Residential – Contextual Medium Profile (M-C2) District, and one based on Commercial – Neighbourhood 2 (C-N2) District. The application proposes to accommodate:

- Multi-residential development in close proximity to a transit station;
- Neighbourhood-scale standalone commercial development;
- Setback, tree retention and replacement rules specific to this location; and
- The uses listed in the M-C2 and C-N2 Districts.

No changes are proposed to the maximum height, floor area ratio, landscaping or other rules in the existing DC District.

The proposal is aligned with the applicable policies of the *Municipal Development Plan* (MDP) and the *Revised Midnapore Phase 2 Area Structure Plan* (ASP).

No development permit application has been submitted at this time.

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

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**ADMINISTRATION RECOMMENDATION:**

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

1. Adopt, by bylaw, the proposed redesignation of 2.01 hectares  $\pm$  (4.96 acres  $\pm$ ) located at 88 Shawnee Street SW (Portion of Plan 1611940, Block 21, Lot 1) from DC Direct Control District to DC Direct Control District to accommodate multi-residential development;
2. Give three readings to the proposed bylaw.
3. Adopt, by bylaw, the proposed redesignation of 0.81 hectares  $\pm$  (2.00 acres  $\pm$ ) located at 88 Shawnee Street SW (Portion of Plan 1611940, Block 21, Lot 1) from DC Direct Control District to DC Direct Control District to accommodate neighbourhood commercial development; and
4. Give first reading to the proposed bylaw.
5. Amend the proposed Bylaw by deleting Sections 5, 6 and 7 of the DC Direct Control District and replace with the following:  
  
Permitted Uses  
5 The *permitted uses* of the Commercial – Neighbourhood 1 (C-N1) District of Bylaw 1P2007 are the *permitted uses* in Direct Control District.;  
  
Discretionary Uses  
6 The *discretionary uses* of the Commercial – Neighbourhood 1 (C-N1) District of Bylaw 1P2007 are the *discretionary uses* in Direct Control District.; and  
  
Bylaw 1P2007 District Rules  
7 Unless otherwise specified, the rules of the Commercial – Neighbourhood 1 (C-N1) District of Bylaw 1P2007 apply in this Direct Control District; and
6. Give second and third readings to the proposed bylaw, as amended.

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

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**RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 MAY 07:**

That Council:

1. Adopt, by bylaw, the proposed redesignation of 2.01 hectares  $\pm$  (4.96 acres  $\pm$ ) located at 88 Shawnee Street SW (Portion of Plan 1611940, Block 21, Lot 1) from DC Direct Control District to DC Direct Control District to accommodate multi-residential development;
2. Give three readings to **Proposed Bylaw 72D2020**.
3. Adopt, by bylaw, the proposed redesignation of 0.81 hectares  $\pm$  (2.00 acres  $\pm$ ) located at 88 Shawnee Street SW (Portion of Plan 1611940, Block 21, Lot 1) from DC Direct Control District to DC Direct Control District to accommodate neighbourhood commercial development; and
4. Give first reading to **Proposed Bylaw 73D2020**.
5. Amend the proposed Bylaw by deleting Sections 5, 6 and 7 of the DC Direct Control District and replace with the following:

Permitted Uses

- 5 The *permitted uses* of the Commercial – Neighbourhood 1 (C-N1) District of Bylaw 1P2007 are the *permitted uses* in Direct Control District;

Discretionary Uses

- 6 The *discretionary uses* of the Commercial – Neighbourhood 1 (C-N1) District of Bylaw 1P2007 are the *discretionary uses* in Direct Control District.; and

Bylaw 1P2007 District Rules

- 7 Unless otherwise specified, the rules of the Commercial – Neighbourhood 1 (C-N1) District of Bylaw 1P2007 apply in this Direct Control District; and

6. Give second and third readings to **Proposed Bylaw 73D2020**, as amended.

**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

**BACKGROUND**

The subject application was submitted on 2019 November 07 by Situated Consulting Co on behalf of Shawnee Park Inc to accommodate multi-residential and standalone commercial development as identified in the Applicant's Submission in Attachment 1. No development permit application has been submitted at this time.

The subject site was historically the site of the Shawnee Slopes golf course. The privately-owned golf course was sold and closed in 2011 October and the land was subsequently

Planning & Development Report to  
Calgary Planning Commission  
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ISC: UNRESTRICTED  
CPC2020-0488

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

---

redesignated to accommodate new residential development under the land use and outline plan application LOC2010-0005, approved by Council at the 2013 February 11 Public Hearing.

A further land use amendment (LOC2013-0109) was approved by Council on 2014 June 10 to satisfy a Notice of Motion to redesignate the land at the corner of Shawnee Drive SW and 6 Street SW to a more Transit Oriented Development (TOD) appropriate district, in addition to some housekeeping amendments.

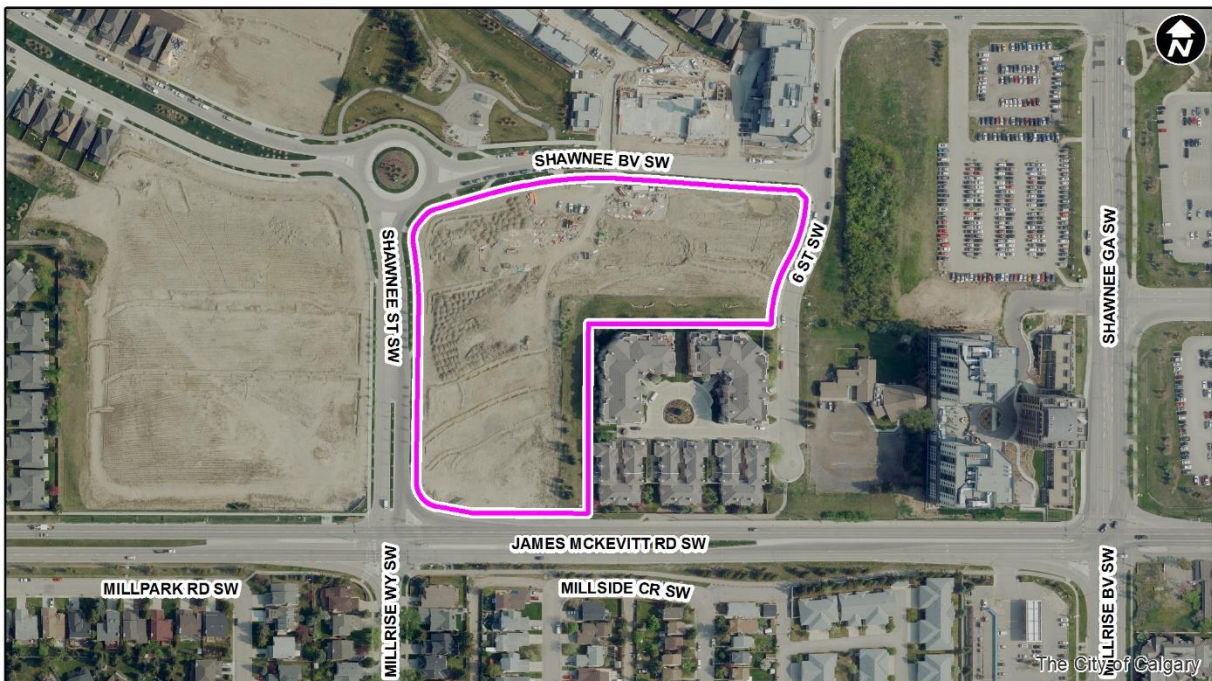
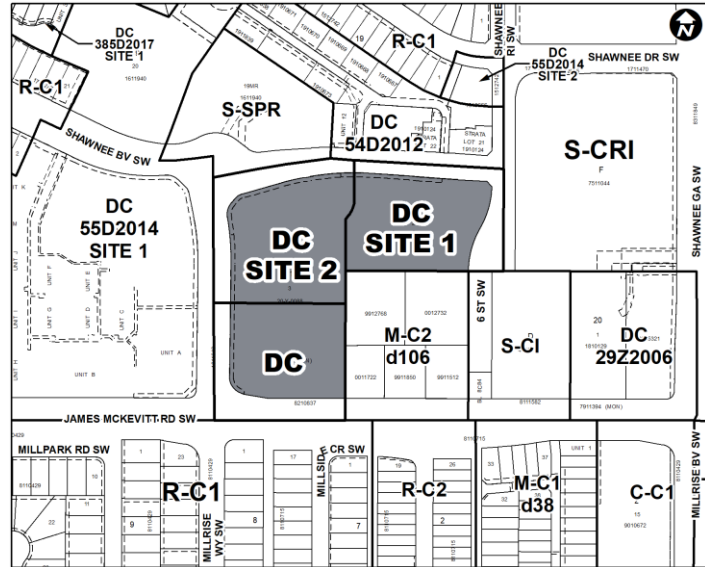
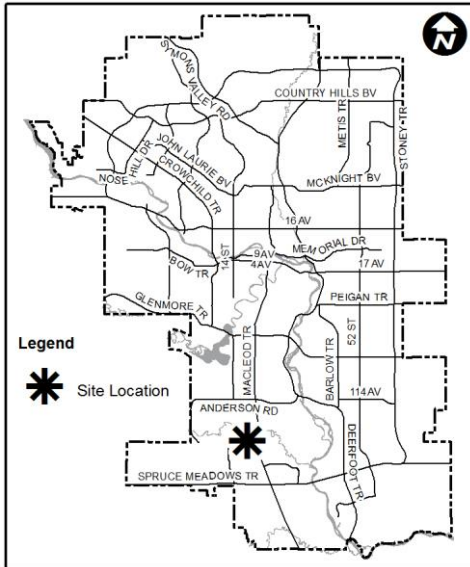
Most recently, a land use amendment (LOC2015-0180) for the majority of the residential redevelopment area was approved by Council at its 2016 July 05 Public Hearing to reduce the tree preservation requirements of the DC District due to the damage that the on-site trees sustained from the snow storm in 2014 September, in addition to other minor changes to the DC District's rules.

Planning & Development Report to  
Calgary Planning Commission  
2020 May 07

ISC: UNRESTRICTED  
CPC2020-0488

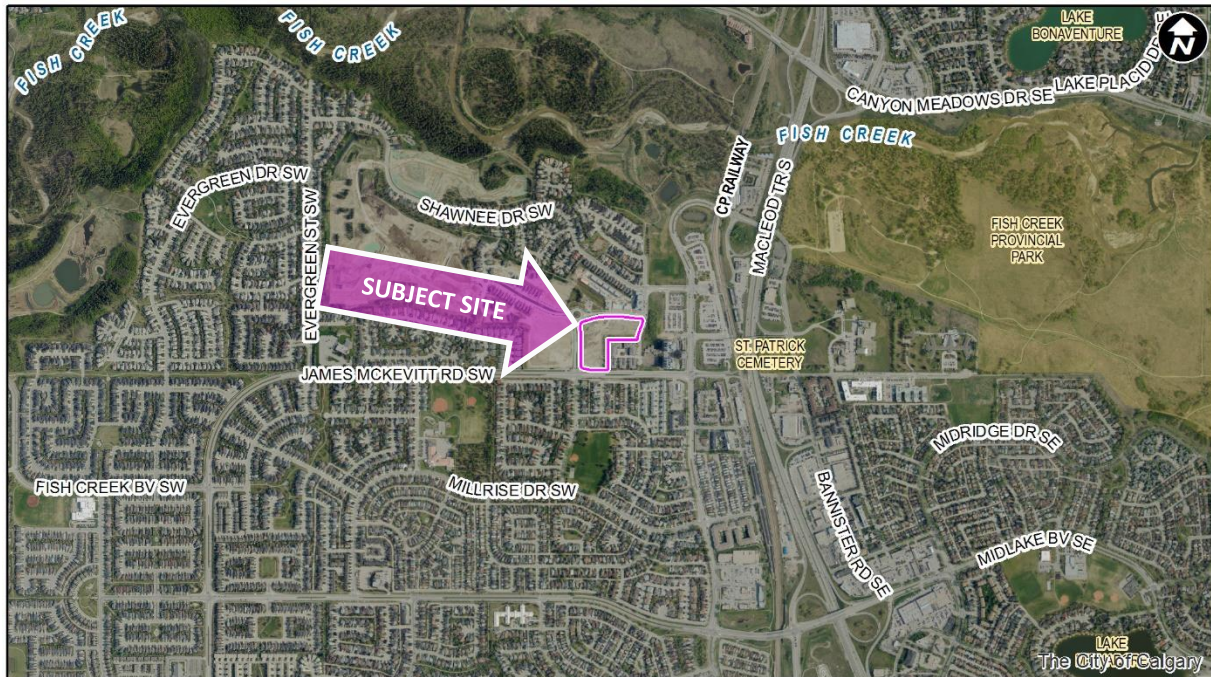
Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170

Location Maps





**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**



**Site Context**

The subject site is located on the site of the former Shawnee Slopes golf course within the Shawnee Slopes community. This parcel is within the 600 metre Transit Oriented Development (TOD) radius from the Fish Creek Lacombe Light Rail Transit (LRT) Station to the east, with the nearest point of the site located approximately 300 metres west of the station, and the farthest point nearly 600 metres to the southwest of the station.

The site is adjacent to James McKeivitt Road SW on the south, with existing single detached residential development in the community of Millrise further south. The new streets that have been recently constructed to access the overall redevelopment site bound this parcel, with Shawnee Street SW on the west and Shawnee Road SW on the north.

This parcel has an inverted L-shape and is adjacent to the north and west sides of the “Beacon Hill” multi-residential development on 6 Street SW, which bounds the eastern edge of the subject site. The site has been graded and cleared of vegetation with the exception of the trees within the 15-metre tree retention buffer area adjacent to the existing residential development, as required by the existing DC Direct Control District ([Bylaw 54D2012](#)).

Development permits have been approved for mixed-use, townhouse and multi-residential development on this developer’s sites to the north and west of this parcel, with construction in various stages of completion.

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

---

As identified in *Figure 1*, the community of Shawnee Slopes reached peak population in 2019.

*Figure 1: Community Peak Population*

<b>Shawnee Slopes</b>	
Peak Population Year	2019
Peak Population	1,911
2019 Current Population	1,911
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: *The City of Calgary 2019 Civic Census*

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

## **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

This application seeks to redesignate the subject parcel from the existing DC District based on M-X2 District with a density modifier of 160 to two new DC Districts. One proposed DC is based on the M-C2 District, and the other is based on C-N2 District, in order to separate the uses and create standalone multi-residential and commercial development parcels.

### **Multi-Residential Sites**

#### ***Density***

The initial application proposed density modifiers of 300 and 375 units per hectare (uph) on the two multi-residential sites in the northern portion of the parcel, as shown on Attachment 3 as Sites 1 and 2, in addition to a combined 600-unit maximum. Administration reviewed the application and requested a number of changes.

Given that the 600-unit maximum is required by the area developer due to constraints from the transportation and utility networks, the individual density modifiers (i.e. 300 and 375 uph) were removed from the proposed DC District's in order to eliminate confusion. As the sites would share a Direct Control bylaw in perpetuity, the proposed maximum combined unit count will control the density even after the sites are subdivided, therefore adding density modifiers would be considered redundant.

#### ***Landscaping and Parking***

The existing DC District requires that 40 per cent of the overall site area be landscaped, and also requires that all required parking stalls, other than visitor parking stalls and stalls required for commercial uses, be provided within a building. The initial application proposed the removal

## Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW, LOC2019-0170

---

of the 40 per cent site landscaping requirement as well as the provision for 25 per cent of the required parking stalls to be allowed as surface parking. Administration was not supportive of the removal of the landscaping requirement, particularly in combination with the request for a larger allowance for surface parking stalls and worked with the applicant to retain the 40 per cent landscaping requirement and to limit the allowable area for surface parking stalls to 2,000 square metres while still meeting the applicant's development goals.

### Commercial Site

#### *Land Use: C-N1 vs. C-N2*

Administration also requested changes to the proposal for the standalone commercial site. It was requested that the C-N1 District be applied as the base district for the commercial site instead of the C-N2 District. Given this site's location within 600 metres of the Fish Creek Lacombe LRT Station, Transit Oriented Development (TOD) guidelines should be followed for the site. Given that the proposed C-N2 land use is intended to accommodate limited automotive uses and motor vehicle access to the site, it is not an ideal district for this location. As detailed in the Stakeholder Engagement section below, there was also strong opposition to the automotive uses from the community, and general acceptance of the less auto-oriented C-N1.

In their response to these comments in the Detailed Team Review (DTR) document, the applicant initially agreed to move to a C-N1 base for their commercial site, but very soon after, the COVID-19 pandemic and resulting economic instability caused the applicant to reconsider their position. The applicant indicated that after consulting with industry partners, the site would have a very low likelihood of developing in the foreseeable future with the C-N1 base, and is likely only viable in the near term if it can be developed with a gas bar or similar use. As such, the developer requested that the application be put forward with the original proposed C-N2 base district.

Given that Administration is supportive of the redesignations proposed for the multi-residential site, and supportive of the establishment of a standalone commercial site, but not supportive of the specific district being proposed, a unique solution was required. In order to allow the application to move forward despite Administration's non-support of the C-N2 base district, Administration recommends moving the application forward as proposed, but requests that Council amend the Bylaw after first reading to change the base district from C-N2 to C-N1.

### Planning Considerations

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

#### *Land Use*

The subject site is currently designated as a DC Direct Control District (Bylaw 54D2012) with a base district of M-X2, a density modifier of 160 units per hectare and floor area ratio (FAR) of



**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

---

3.0. The approximately 2.8 hectare site was intended to accommodate mixed-use, transit-oriented development. This application proposes to redistribute that overall density to the two northern sites, and increase the overall density from 451 units (on the overall 2.8 hectare site at 160 units per hectare) to a maximum combined total of 600 units on the two sites, representing an overall increase of 149 units. Given the site's location in close proximity to the LRT station, Administration is supportive of the increase in density.

The proposed DC Direct Control District (North) for these multi-residential sites is included as Attachment 3 to this report, and is based on the Multi-Residential – Contextual Medium Profile (M-C2) District with specific provisions for the retention and replacement of the trees adjacent to existing residences that were historically located on the site, which was negotiated as part of the 2010 outline plan for the redevelopment of the former golf course.

As noted above, the application also proposes that up to 25 per cent of the required parking stall may be provided as surface parking up to a maximum of 2,000 square metres of surface parking on the northwest development parcel, Site 2. Additional provisions have been added for landscaped islands and direct pedestrian connections to the building from these parking areas as well. All required parking for Site 1 (the northeastern site), with the exception of visitor stalls, will continue to be required to be provided within a building.

The maximum 26.0 metre building height, maximum 3.0 FAR, 40 per cent landscaping requirement, tree protection and replacement requirements, all building setbacks, and planting rules are all being retained from the existing DC District.

The southern portion of the parcel is proposed to be redesignated to a DC District (Attachment 4) in order to retain the same tree protection and replacement rules for the site's interface with the existing residential development as the multi-residential sites above, but is intended to be redesignated to a commercial land use district in order to accommodate standalone commercial development. As outlined in the Investigation section above, the application proposes the use of the C-N2 District rules for the development of an anticipated gas bar or similar use.

Administration is not supportive of this auto-oriented commercial base district in an area expected to be developed in conformance with TOD Guidelines, and therefore recommends that Council amend the Bylaw after first reading to C-N1 in order to accommodate a more pedestrian-oriented, community commercial development.

***Development and Site Design***

The overall built form of the multi-residential sites is not proposed to change, with the retention of the 26-metre building height and 3.0 FAR as it currently exists. The increased density would be accommodated within the same built form that is currently permitted.

The redesignation of the southern portion of the site from the existing DC(M-X2) to a commercial base district will reduce the maximum height of the built form from the current maximum of 26.0 metres to 10.0 metres, reducing the impact of the building height on the

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

---

adjacent properties. The proposed C-N2 rules for this site would allow a more traditionally auto-oriented development, whereas Administration's recommended C-N1 rules would require buildings that are oriented toward the street, reduced setback requirements, and more controlled vehicular access for a more pedestrian-friendly development.

***Environmental***

The development of these sites will be expected to align with the City's environmental policies, including the related policies in the *Municipal Development Plan* (MDP) and the *Climate Resilience Strategy*. At the development permit stage, the developer will be asked to explore alternate energy systems and infrastructure for alternative transportation options such as electric vehicles. The preservation of some of the existing trees in this area also represents an effort to promote environmental sustainability.

***Transportation***

Pedestrian and vehicular access to the site is available via James McKeivitt Road SW, Shawnee Street SW, and Shawnee Boulevard SW. James McKeivitt Road SW is classified as an Arterial Street as per the Calgary Transportation Plan. The area is serviced by Calgary Transit Route 12 Southwest Loop with service every 30 minutes during the peak hours. The nearest Route 12 bus stop is located within a 100 metre walking distance of the site on James McKeivitt Road SW. The site is within a 500 metres radius of the Fish Creek Lacombe LRT Station and is therefore within the TOD area. On-street parking adjacent to the site is prohibited on James McKeivitt Road SW and Shawnee Street SW, however parking is unregulated on Shawnee Boulevard SW. There is a regional pathway adjacent to the site on Shawnee Street SW that provides a cycling connection through the Shawnee Slopes community to Fish Creek Park.

A Transportation Impact Assessment (TIA) was completed and approved as part of the original application from 2010 and remains in place, guiding this redevelopment. An updated Traffic Capacity Analysis was also completed with LOC2015-0180. This land use redesignation keeps within the already determined FAR Maximums and does not increase density. This application stays within the determined maximum number of units and does not materially impact the results of the previous TIA findings.

***Utilities and Servicing***

Servicing arrangements will comply with all appropriate City standards and will be required to meet the conditions laid out in the previously approved outline plan for this site. There are existing water and storm mains available to the west along Shawnee Street SW and water, sanitary and storm mains available to the north along Shawnee Boulevard SW. Servicing for the commercial parcel is proposed to be through new sanitary and storm servicing connections under a private road to the existing mains along Shawnee Boulevard SW and a water connection to the west. If a sanitary connection for the commercial parcel is changed to the west of the development, a developer-funded, sanitary extension would be required from the existing sanitary main along Shawnee Boulevard SW to the service connection.

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

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**Stakeholder Engagement, Research and Communication**

The applicant hosted an open house for this application on 2020 January 29 at their current sales office across the street from the subject site. Representatives from Administration, including the area Councillor, were in attendance. Approximately 80 people attended the open house, and a summary of the survey responses received at that event are included in Attachment 5 to this report.

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

***Community Association***

The application was circulated to the Shawnee-Evergreen Community Association (SECA) and the adjacent Millrise Community Association. Administration met and communicated with representatives from SECA throughout the course of the application to discuss their concerns. Attachment 2 contains the Community Association Letter and outlines their outstanding concerns with this application, many of which are shared with the citizen comments outlined below.

***Public Submissions***

Administration received comments via phone, email and/or online submission from 37 nearby households, all of whom raised concerns with the application. The most common concerns raised are summarized below.

- Area Traffic (14 comments): Residents noted that traffic is already backed up, particularly at peak times, and are concerned that additional development will intensify the traffic issues.
- Parking concerns (13 comments): There has been an issue with LRT patrons parking along 6 Street SW, which becomes too narrow for two-way traffic when vehicles are parked on both sides of the street, particularly in the winter months. Some commenters raised concerns with the potential for parking relaxations for the future developments, citing concerns that relaxations would exacerbate parking issues in the area.
- Development concerns (12 comments): Concerns were raised related to building height, massing, loss of views or property values, or new development in general.
- Commercial Development (9 comments): Citizens objected to the establishment of a commercial development site, many objecting specifically to gas station or automotive uses.
- Density (9 comments): Submissions objected to the density increase, and some comments referenced their belief that this site was expected to develop as townhouses and therefore expressed surprise that the site is already designated for mixed-use development up to 26 metres.

Planning & Development Report to  
Calgary Planning Commission  
2020 May 07

ISC: UNRESTRICTED  
CPC2020-0488

## **Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW, LOC2019-0170**

---

A petition in opposition to the application was submitted on 2020 April 24 by residents of the Beacon Hill condominiums at 14645 – 6 Street SW. The petition was signed by 22 residents and the petition lists opposition to the increased density, traffic generation, parking and taller buildings.

In addition to these comments, other concerns raised by nearby residents included concerns with the intended uses of rental apartments and seniors housing, crime and/or transient populations resulting from the commercial development, and general socioeconomic concerns with the development of the area.

One letter of conditional support was received from the area developer, who indicated that they are supportive of a commercial development site in this location but have concerns with regards to ensuring that the development presents a positive impression at this gateway site into the greater community, as well as ensuring that massing at the northwestern corner of the site does not overwhelm the pedestrian experience in that location and in the public park directly to the north of the roundabout at that intersection.

Administration considered the relevant planning issues specific to the proposed redesignation and has deemed the proposal appropriate. The proposed redesignation is considered a moderate density increase; the compatibility of specific proposed uses with the surrounding neighbourhood and parking requirements will be reviewed at the development permit stage.

Following a meeting of the Calgary Planning Commission, Commission's recommendation and the date of the Public Hearing will be advertised, posted on-site and mailed out to adjacent landowners.

### **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 builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Planning & Development Report to  
Calgary Planning Commission  
2020 May 07

ISC: UNRESTRICTED  
CPC2020-0488

## Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW, LOC2019-0170

---

### ***Municipal Development Plan (Statutory – 2008)***

The [Municipal Development Plan](#) identifies this area as a Residential – Developed – Established area, characterized by predominantly low density residential development, and calling for moderate intensification that respects the scale and character of the neighbourhood. The proposed land use presents densities that integrate well with the surrounding communities and is therefore considered to be in line with the MDP's goals for moderate intensification in Residential Developed areas.

### ***Revised Midnapore Phase 2 Area Structure Plan (Statutory – 1991)***

The [Revised Midnapore Phase 2 Area Structure Plan](#) (ASP) establishes the entire former golf course property as a Special Policy Area, which consists of a Special Residential Area and a Transit Oriented Development (TOD) Area. This site falls entirely within the TOD Area, with specific policies to guide the redevelopment of the site that were developed concurrently with the Outline Plan and Land Use application in 2012. The ASP policies call for sensitive integration of new development into the surrounding area, with a range of housing choices and built forms.

The TOD area in particular is intended to be characterized by a mix of uses, with medium density residential development as the predominant use. The policy lists a minimum net density of 74 uph (no maximum density is noted) and a maximum FAR of 3.0. Commercial development in the area is expected to offer local access to retail shopping needs and contribute to the vibrancy, activity and pedestrian connections to the surrounding area. The policy also states that rules for the preservation of existing trees must be guided by DC Districts for this area.

### ***Transit Oriented Development Policy Guidelines (Non-Statutory – 2005)***

The [Transit Oriented Development \(TOD\) Policy Guidelines](#) contains policies intended to guide development of areas within 600 metres of an LRT or BRT station with walkable, mixed-use, transit supportive land uses. The multi-residential development proposed for the sites closest to the LRT station are in alignment with these policies.

However, Section 4.3 specifically contains policies to limit auto-oriented uses in TOD areas, which is in contradiction with the C-N2 base district proposed for the commercial site in this application due to the auto-oriented uses that are listed.

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

The land use amendment will allow for multi-residential and commercial development in close proximity to an existing LRT station, which encourages the use of transit and provides a broader variety of housing options in an established area.



Planning & Development Report to  
Calgary Planning Commission  
2020 May 07

ISC: UNRESTRICTED  
CPC2020-0488

**Land Use Amendment in Shawnee Slopes (Ward 13) at 88 Shawnee Street SW,  
LOC2019-0170**

---

**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 land use 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. Operational and/or land use challenges, which have been identified in this report, will be managed at the time of development permit or subdivision application.

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

The proposed land use amendment for multi-residential and community scaled commercial development generally aligns with the applicable policies of the *Revised Midnapore Phase 2 Area Structure Plan* and the *Municipal Development Plan*.

The proposed C-N2 base for the commercial DC District does not align with the *Transit Oriented Development Policy Guidelines*, and therefore Administration recommends that the uses and rules for the C-N1 district be applied for the commercial DC District.

**ATTACHMENT(S)**

1. Applicant's Submission
2. Community Association Letter
3. **Proposed Bylaw 72D2020**
4. **Proposed Bylaw 73D2020**
5. Open House Survey Responses
6. **Public Submissions**
7. **Commissioner Comments**