

Planning & Development Report to  
Calgary Planning Commission  
2020 June 04

ISC: UNRESTRICTED  
CPC2020-0581

## Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2019-0195

### EXECUTIVE SUMMARY

This application was submitted by Rick Balbi Architect on 2019 December 16 on behalf of multiple landowners. This application proposes to change the designation of five residential properties from Residential – Contextual One Dwelling (R-C1) District to Multi Residential – Contextual Low Profile (M-C1) District to allow for:

- multi-residential buildings (e.g. townhouses, fourplexes, apartment buildings);
- a maximum building height of 9 metres (along a property line shared with parcels designated low density residential) to 14 metres (an increase from the R-C1 current maximum of 10 metres);
- a maximum of 47 units (an increase from the current 7 unit maximum); and
- the uses listed in the M-C1 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 0.32 hectares  $\pm$  (0.79 acres  $\pm$ ) located at 4919, 4923, 4927, 4931 and 4935 - 17 Avenue SW (Plan 6182HM, Block 5, Lots 43 to 47) from Residential – Contextual One Dwelling (R-C1) District to Multi-Residential – Contextual Low Profile (M-C1) District; and
2. Give three readings to the proposed bylaw.

#### RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 JUNE 04

That Council hold a Public Hearing; and

1. Adopt, by bylaw the proposed redesignation of 0.32 hectares  $\pm$  (0.79 acres  $\pm$ ) located at 4919, 4923, 4927, 4931 and 4935 - 17 Avenue SW (Plan 6182HM, Block 5, Lots 43 to 47) from Residential – Contextual One Dwelling (R-C1) District to Multi-Residential – Contextual Low Profile (M-C1) District; and
2. Give three readings to the **Proposed Bylaw 92D2020**.

#### PREVIOUS COUNCIL DIRECTION / POLICY

None.

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**BACKGROUND**

This application was submitted by Rick Balbi Architect on 2019 December 16 on behalf of multiple landowners (Attachment 5). A summary of the proposal is provided in the Applicant Submission (Attachment 1). No development permit application has been submitted at this time.

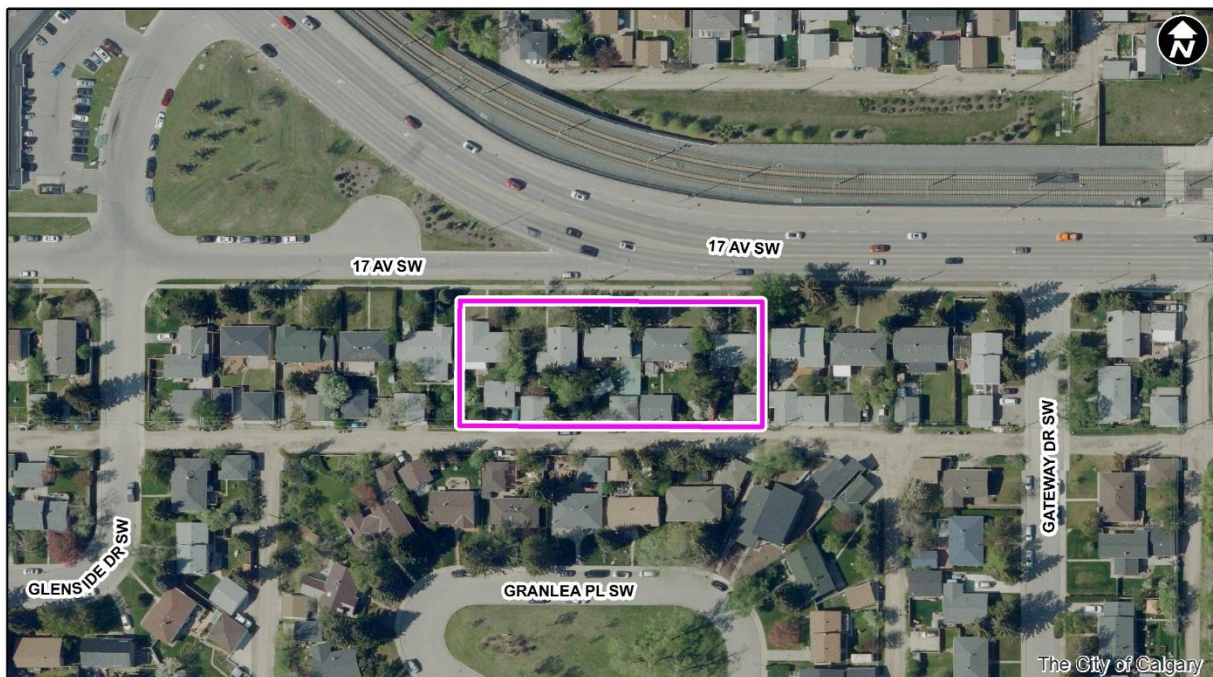
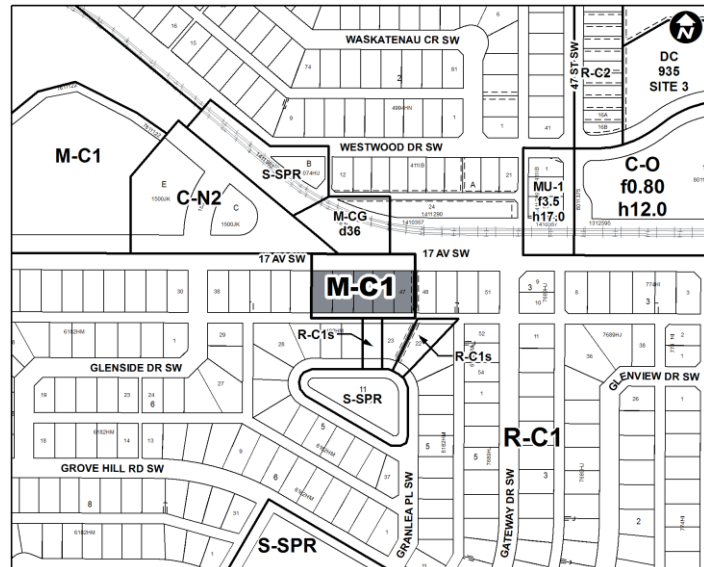
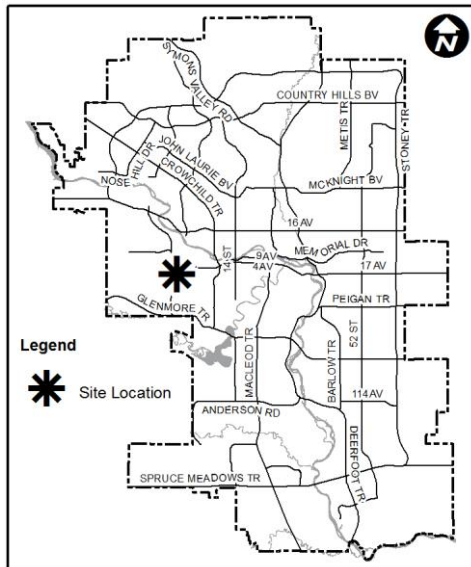
A previous land use application (LOC2017-0210) seeking to redesignate this site to Multi-Residential – Contextual Medium Profile (M-C2) District submitted by another group was abandoned by the applicant at Council on May of 2018. An inadequate stakeholder engagement was one of the key issues with that application and associated process.

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Location Maps





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**Site Context**

The proposed consolidation of five residential parcels is located in the community of Glendale, on the south side of 17 Avenue SW, mid-block between Glenside Drive SW and Gateway Drive SW. Commercial – Neighbourhood (C-N2) District exists to the northwest of the subject site and to the northeast is Mixed Use - General (MU-1) District. Single detached dwellings exist to the east and west. At the rear, south of the subject site, is a 9.1 metre wide gravel lane with single detached dwellings beyond.

The consolidated subject site is approximately 0.32 hectares (0.79 acres) in size, approximately 88 metres fronting 17 Avenue SW and 36 metres deep. It is relatively flat and currently developed with five single detached dwellings. The 45 Street LRT Station is approximately 250 metres to the east.

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

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*Figure 1: Community Peak Population*

<b>Glendale</b>	
Peak Population Year	1969
Peak Population	3,950
2019 Current Population	2765
Difference in Population (Number)	-1,185
Difference in Population (Percent)	-30%

Source: *The City of Calgary 2019 Civic Census*

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

## INVESTIGATION: ALTERNATIVES AND ANALYSIS

The existing Residential Contextual One Dwelling (R-C1) District would allow for a maximum of seven single detached dwelling units across the site. The proposed land use district is the Multi-Residential – Contextual Low Profile (M-C1) District. The M-C1 District would allow a variety of multi-residential build forms and an increased density that utilize the land more efficiently. The subject site will also contribute to a transit supportive land use policy by providing higher residential densities close to an existing LRT station. Further analysis on how this proposal aligns with applicable City policies is provided in the following Strategic Alignment section of this report.

### Land Use

The proposed M-C1 District is intended to be implemented on sites adjacent to low density residential development. It lowers the maximum height of 14 metres to 9 metres at the shared property line with a low density residential district. Rules on landscaping are incorporated to complement the design of the development and to help screen and buffer elements of the development that may have impacts on residents or nearby parcels.

M-C1 District limits density to a maximum of 148 units per hectare that equates to 47 units for the subject site. Due to its size, the subject site may accommodate more but as a response to the predominant existing context of low density single detached dwellings, M-C1 provides the appropriate building form for this site. The site is appropriate for an increased density considering its location along 17 Avenue SW and approximately 250 metres to the LRT station.

### Development and Site Design

A proposed concept plan for a three storey, 47 unit multi-residential building with one level of underground parkade was submitted with this application. It is modest and responds to the immediate context of the predominantly low density development. Vehicular access is proposed to be provided from the rear lane along the south property line and all parking will be provided on-site.

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At the development permit stage, the subject site will be evaluated against the rules of the proposed M-C1 District and will be reviewed in relation to height, massing, parking and landscaping. Other key factors that will be important to consider include, but are not limited to the following:

- ensure acceptable vehicular access from the rear lane;
- mitigate any potential impacts on the existing R-C1 properties to the south, east and west of the subject site;
- articulate long building facades to add scale and visual interest;
- provide for a Street-Oriented Multi-Residential Building interface with 17 Avenue SW by reducing the building setback;
- integrate sufficient amenity space in the site plan; and
- green building and climate resiliency mitigation and adaptation considerations.

#### **Transportation**

The subject site is located within 250 metres of the 45 Street LRT Station along 17 Avenue SW. Several transit stops are also available within 150 metres of the subject site on Glenside Drive and 17 Avenue SW. Vehicular access to the site will be determined at the development permit stage.

#### **Environmental Site Considerations**

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

#### **Utilities and Servicing**

Water, sanitary sewer and storm sewer mains are available to service the subject site. Any potential upgrades, and appropriate storm water management will be determined at the development permit stage.

#### **Climate Resilience**

Administration has reviewed this application in relation to the objectives of the Climate Resilience Strategy programs and actions. Electric Vehicle (EV) infrastructure is being considered for the intended development. Further opportunities to align future development on this site with applicable climate resilience strategies may be explored at the development permit stage.

#### **Stakeholder Engagement, Research and Communication**

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.

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The applicant's outreach process started prior to the submission of this application. They included discussions with the community association as early as August 2019 and followed up with concept presentation with committee representatives. In October 2019 the applicant had direct meeting with adjacent residences. In general, the concept of 47 units in a three storey building received better response with concerns similar to the summary of concerns received by administration listed below. During the application review process a project overview was published in the community newsletter and the applicant held a community wide open house in March 2020 with similar response. Attached are the Applicant Engagement Summary (Attachment 2) and Applicant's Concept Plan (Attachment 3) presented during the outreach sessions.

The Glendale and Westgate Community Associations were circulated as part of standard procedure. Glendale Community Association provided a response of support to the concept presented with the noted request to change access from the back alley to 17 Avenue SW. (see Attachment 4).

Administration received eight letters of objection. The following is a summary of concerns:

1. Access should be off 17 Avenue SW not the rear lane. Rear lane is experiencing short cutting traffic issues that cause noise and disturbance to the private quiet enjoyment of the private rear yards. Also, safety concerns for the pedestrian crossing at the rear lane.
2. Proposed density (46-47 units) is too much, prefer row housing and semi-detached.
3. Population density will increase safety/security issues as well as environmental impacts of noise, dust, loss of trees and air quality.
4. Parking congestion, street parking concerns.
5. Additional traffic at rear lane will rapidly degrade the rough gravel lane, development should pave the lane.
6. Require excess parking underground to not park on the street.
7. Invasion of privacy due to height proposed. Overlooking concern into private amenity space in rear yards.
8. 17 Avenue SW is over capacity.

Administration considered the relevant planning issues specific to the proposed redesignation.

The M-C1 District includes rules to ensure an appropriate height transition for development adjacent to low density residential areas. The density and height proposed with the concept plan is modest for a site in close proximity to an LRT station. Lane access is generally Administration's preference; as pedestrian conflict is avoided at the public sidewalk on 17 Avenue SW. Access and potential issues regarding increased traffic generated by a new development will be reviewed and addressed accordingly at the future 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.

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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](#) 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 Calgary Metropolitan Region Board's [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)***

Land assembly in general is extremely challenging, time consuming and costly process. With it, we come closer to meeting our MDP targets and objectives. The consolidated subject site is identified on [Map 1: Urban Structure](#) as Established Residential in the Developed area of the [Municipal Development Plan](#) (MDP). The MDP supports modest infill development that sensitively transitions down towards adjacent areas. The Respecting and Enhancing Neighbourhood Character policies speak specifically to infill development that respects the current scale and character of the neighbourhood.

The proposed M-C1 District represents a moderate residential intensification that allows for building forms that can respect the scale and character of the neighbourhood. The subject site is an appropriate location to add residential density that would leverage the existing Primary Transit Network.

The intended development contemplates the use of low water landscaping with native drought resistant trees and plantings. This aligns with Section 2.6 "Greening the City" promoting the use of resources more efficiently.

#### ***Climate Resilience Strategy (2018)***

The [Climate Resilience Strategy](#) contains the Climate Mitigation Action Plan (CMAP) and the Climate Adaptation Action Plan (CAAP), which identify actions that will reduce Calgary's greenhouse gas emissions and manage climate risks. The applicant intends to pursue measures to support Program 4: Electric and Low-emissions Vehicles at subsequent development permit stage.



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### ***Location Criteria for Multi-Residential Infill (Non-Statutory – 2016)***

The proposed land use amendment meets the majority of the location criteria for multi-residential infill development. The subject site is:

- Within 400 metres of a transit stop (within 150 metres);
- Within 600 metres of an existing primary transit stop (within 250 metres);
- Adjacent to planned non-residential development (as supported in the *West LRT Land Use Study*);
- On a collector or higher standard roadway on at least one frontage (17 Avenue SW is Arterial); and
- Direct lane access (accessible 9 metre lane at rear)

Criteria not met include:

- Not on a corner parcel;
- Not adjacent to or across from an existing or planned open space, park or community amenity; and
- Not along or in close proximity to an existing or planned corridor or activity centre.

These criteria provide a framework in which Administration evaluates a site's appropriateness for intensification. The subject site's size, scale and type of development proposed in relation to existing local context indicate that the subject site is an appropriate location for sensitive residential intensification.

### ***Local Area Policy***

There is no existing Local Area Plan for the community of Glendale. The *West LRT Land Use Study* suggest that future planning study will evaluate the opportunities to higher densities and identify appropriate development sensitive to the adjacent low density neighbourhood. Administration is currently undertaking the Westbrook Communities Local Growth Plan that includes Glendale and surrounding communities. The multi-community planning process does not prohibit applications from being submitted. The local growth plan is anticipated to be finalized in 2021 and will include more detailed direction regarding suitability of densification in alignment with The Guidebook for Great Communities.

### ***West LRT Land Use Study (Non-Statutory – 2009)***

The subject site is identified on Map 4: Density Areas as Medium Density – Stacked Townhouses/Low Rise (4-6 storeys or 12-18 metres). The [West LRT Land Use Study](#) encourages redevelopment to be consistent with Map 4. Although the subject parcels are not located within the identified priority area, it is recognized that the time frame for the priority areas has passed.

The *West LRT Land Use Study* is heavily influenced by existing city policy, especially the *Transit Orientated Development Policy Guidelines*. Low rise/medium density residential development is identified as an appropriate transitional use between adjacent low density residential and the broader TOD area. The proposed M-C1 District is an appropriate transitional land use designation.

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### ***Transit Orientated Development Policy Guidelines (2004)***

The [Transit Oriented Development Policy Guidelines](#) encourage increased development densities, mixed land uses and pedestrian orientated design within 600 metres of LRT stations. Land uses around transit stations should encourage high levels of transit use. Along with the support for increased density, developments should be pedestrian oriented in design. The proposed concept plan has the potential to create a comfortable and safe linkage to and from the LRT station.

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

The recommended land use amendment will provide for a moderate increase in residential density and allow for a more efficient use of existing public infrastructure. In addition, this proposal would encourage an increase in socio-economic diversity within the area by providing a variety of housing types and forms.

### **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.

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

The proposed land use redesignation is compatible with applicable policies identified in the *Municipal Development Plan*, the *West LRT Land Use Study* and the *Location Criteria for Multi-Residential Infill*. The proposal provides for a moderate increase in residential density within a form that respects the existing low-density residential development. The site is approximately 250 metres to the 45 Street LRT Station and fronts onto an arterial corridor.

### **ATTACHMENT(S)**

1. Applicant Submission
2. Applicant Engagement Summary
3. Applicant's Concept Plan
4. Glendale Community Association Letter
5. List of Landowners
6. **Proposed Bylaw 92D2020**

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**7. Public Submissions**