

Planning & Development Report to  
Calgary Planning Commission  
2020 June 04

ISC: UNRESTRICTED  
CPC2020-0573

**Policy Amendment and Land Use Amendment in South Calgary (Ward 8) for 1823, 1831,  
1836 - 28 Avenue SW, LOC2019-0073**

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**EXECUTIVE SUMMARY**

This application was submitted by Civicworks Planning + Design and RNDSQR on 2019 May 21 on behalf of the landowner, Norbert Brinkhaus. The application proposes to change the designation of the subject site from Multi-Residential – Contextual Low Profile (M-C1) District to Multi-Residential – Contextual Medium Profile (M-C2) District to allow for:

- a multi-residential development (e.g. townhouses, apartment buildings);
- a maximum building height of 16 metres (an increase from the current maximum of 14 metres);
- a maximum building floor area of approximately 2,775 square metres based on a floor area ratio (FAR) of 2.5 (a shift from the current maximum density of 148 units per hectare); and
- the uses listed in the M-C2 District.

An amendment to the *South Calgary/Altadore Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation. The proposal conforms to the applicable policies of the *Municipal Development Plan* (MDP) and the ARP, as amended.

A concurrent development permit application for a five-storey building with 84 residential units has been submitted, reviewed and is ready to be approved pending Council's decision on this land use amendment application.

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**ADMINISTRATION RECOMMENDATION:**

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

1. **ADOPT**, by bylaw, the proposed amendment to the South Calgary/Altadore Area Redevelopment Plan (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.23 hectares  $\pm$  (0.56 acres  $\pm$ ) located at 1823, 1831 and 1835 - 28 Avenue SW (Plan 4479P, Block 24, Lots 23 to 30) from the Multi-Residential – Contextual Low Profile (M-C1) District to Multi-Residential – Contextual Medium Profile (M-C2) District; and
4. 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 amendment to the South Calgary/Altadore Area Redevelopment Plan (Attachment 1); and
2. Give three readings to the **Proposed Bylaw 31P2020**.
3. Adopt, by bylaw, the proposed redesignation of 0.23 hectares  $\pm$  (0.56 acres  $\pm$ ) located at 1823, 1831 and 1835 - 28 Avenue SW (Plan 4479P, Block 24, Lots 23 to 30) from the Multi-Residential – Contextual Low Profile (M-C1) District to Multi-Residential – Contextual Medium Profile (M-C2) District; and
4. Give three readings to the **Proposed Bylaw 91D2020**.

**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

**BACKGROUND**

This redesignation application was submitted by Civicworks Planning + Design on 2019 May 21, on behalf of the landowner, RDNSQR. Their proposal is outlined in the Applicant's Submission (Attachment 2).

A Development Permit application (DP2019-2702) was submitted concurrently with this land use amendment application for a five storey multi-residential building with 84 residential units. Attachment 3 includes a full summary of the development application. The development permit is ready to be approved pending Council's decision on the subject land use amendment.





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**Site Context**

The subject site, consisting of three parcels, is located at 1823, 1831, 1836 - 28 Avenue SW in the community of South Calgary and is approximately 60 metres in frontage by 38 metres in depth, totaling approximately 0.23 hectares (0.56 acres) in area.

The site is currently home to one single detached residential building and two older multi-residential buildings of approximately 2 to 3 storeys in height, with a combined total of 11 dwelling units.

Surrounding development is characterized by a mix of housing types that includes single detached homes, duplexes, rowhomes, townhomes, and apartment buildings ranging from approximately 10 metres to 14 metres (3 to 4 storeys) in height.

The subject site is at the foot of the rise in elevation in the blocks to the south, with the residential properties located along 29 Avenue SW approximately 10 metres higher in elevation relative to the site's frontage along 28 Avenue SW. The block in which the subject site is situated also experiences significant changes in elevation, with an approximate 19 metre difference from its highest point at the southwest corner to its lowest point at the northeast corner.

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Parcels to the north, south, east and west of the site are designated M-C1, which allows for a mix of residential built form, up to and include three to four storey residential apartment buildings.

As identified in *Figure 1*, the community of South Calgary has seen an increase in population and is currently at its peak population.

*Figure 1: Community Peak Population*

South Calgary	
Peak Population Year	2019
Peak Population	4,492
2019 Current Population	4,492
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 [South Calgary](#) / [Altadore](#) community profile.

### INVESTIGATION: ALTERNATIVES AND ANALYSIS

The applicant decided to amend this land use redesignation application from a DC Direct Control District to Multi-Residential – Contextual Medium Profile (M-C2) District which was encouraged and supported by Administration and in keeping with the applicable policies as discussed in the Strategic Alignment section of this report.

#### Land Use

The existing Multi-Residential – Contextual Low Profile (M-C1) District allows for medium density residential development with a maximum of 148 units per hectare, or 33 units on this site, and a maximum height of 14 metres.

The proposed Multi-Residential – Contextual Medium Profile (M-C2) District is intended to allow for a slightly higher intensity multi-residential development governed by a floor area ratio (FAR) rather than a set density maximum. The M-C2 District removes the maximum allowable units on the site and introduces a maximum FAR of 2.5, which allows for approximately 2,775 square metres of developable building floor area on this site. This added flexibility allows for a greater variety of unit sizes, while ensuring the appropriate building mass and façade articulation.

The M-C2 District has a maximum height of 16 metres, two metres higher than the existing 14 metre maximum height. This increase in building height is mitigated by the site's unique topography and location at the foot of a significant slope. Like the existing M-C1 District, the

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M-C2 District includes numerous contextual rules that allow buildings to fit in within a diverse urban fabric that includes low density residential and multi-residential buildings. These rules include contextual setbacks and building height cross-section requirements.

### **Development and Site Design**

A development permit (see summary in Attachment 3) was submitted concurrent with this land use amendment application on 2019 May 21. A slope adaptive five storey multi-residential building, with individual street-oriented unit entrances along 28 Avenue SW. The development concept is a unique lifestyle development comprising of a mix of 84 rental dwelling units. It has 55 underground parking stalls, and integrated bike and car-share facilities for residents. Landscaping and rooftop amenity spaces have been incorporated into the design in order to appropriately address the requirements of Land Use Bylaw 1P2007.

If approved, the rules of the proposed M-C2 District would provide guidance for the development on the site, including height and building massing, landscaping and parking. In particular, the M-C2 District contains provisions for requiring stepbacks adjacent properties with an M-C1 designation.

Given the context of this site, additional items are being considered as part of the development permit that has been submitted (DP2019-0073) include but are not limited to:

- Ensuring the development uses slope adaptive techniques to mitigate height and massing impact of the development, which is a steeply sloped site; and
- Emphasizing the provision of at-grade entrances.

### **Transportation**

The subject site is well-located in terms of walking, cycling, and transit infrastructure and service. The parcel is located along 28 Avenue SW which is classified as a local road in the *Calgary Transportation Plan*. Destinations within a 20-minute walk include Marda Loop (33 Avenue/34 Avenue), 14 Street SW Neighbourhood Main Street, various schools (Richmond K-6, Mount Royal Junior High), and parks (South Calgary Park & Outdoor Pool, Marda Loop Communities Association), and community resources (cSPACE King Edward, Giuffre Family Library).

Calgary Transit bus service (Route 6) is located approximately 250 metres walking distance from the subject site, along 26 Avenue SW. Additional bus service (Route 7) along 33 Avenue SW is located approximately 500 metres walking distance from the subject site. Cycling routes are provided on 20 Street SW (bike lanes) and 26 Avenue SW (bikeway), which are accessed via residential streets.

A Transportation Impact Statement (TIS) and Parking Study were required as part of the review of this application. No Transportation Impact Assessment (TIA) was required for this application as the TIS found expected increase in peak hour trip generation of 38 person trips (28 vehicle

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trips), which is well below the 100 trips per hour threshold identified by The City of Calgary for requiring a TIA.

The Parking Study found a total of 367 publicly available on-street parking stalls provided within a one-block radius of the site. Peak Thursday and Saturday demand for on-street parking stalls was observed to be 49 percent and 52 percent respectively, at 9:00 PM. No time-limit restrictions are currently provided near the site.

Vehicular access to the parcel will be provided via 28 Avenue SW. The grade difference on the subject site makes access from the lane non-viable, therefore, access from the street is appropriate.

### **Environmental Site Considerations**

An Environmental Site Assessment was not required as part of this application. There are no known environmental concerns on the parcel or in the immediate area.

### **Utilities and Servicing**

Water, sanitary and storm water mains are available to service the site. The specific servicing arrangements and stormwater management are being reviewed and evaluated in detail as part of the related development permit application.

### **Climate Resilience**

The applicant has expressed an intent to pursue a number of Transportation Demand Management strategies that include: integrated car-share program for residents; integrate ebike-share program for residents; secure, indoor, high-quality bike storage for all units, on-site bike maintenance facility. Further confirmation of these commitments will be required through 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 on-line.

An applicant led public meeting was held on 2019 May 28 at cSPACE King Edward with city staff in attendance. There were 3 people in attendance who were concerned about height.

Administration received 13 letters of concern from nearby residents for the M-C2 District. These letters identified concerns with the height, over developing the area, parking and loss of neighbourhood character.

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The Marda Loop Communities Association submitted a letter on 2019 June 24 in opposition of the land use M-C2 proposal (Attachment 4). The applicant met with the Community Association on 2019 October 22 addressing some concerns with the land use amendment and proposed development permit. City staff also attended this meeting. The Community Association verbally stated that the land use was acceptable due to topographic constraints on this particular site.

Administration considered relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate with the height increase of 2 metres above the current allowable maximum height. Compliance with relevant policies and bylaws, as well as site design, the compatibility of discretionary uses with surrounding neighbourhood context, traffic, and access were reviewed as part of the development permit process.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and date of 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](#) which directs population growth in the region to 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 builds on the principles of the *Calgary Metropolitan Region Board's 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 - Inner City area of the [Municipal Development Plan](#) (MDP). The Residential Developed Inner City area is supportive of moderate intensification in a form and nature that reflects the scale and character of the neighbourhood. In general, the MDP policies encourage redevelopment in the inner-city areas that is similar in scale and built form to existing development, and that contributes to a greater housing mix overall. The proposed policy and land use amendment complies with the policies of the MDP.



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### **Climate Resilience**

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. The associated development permit intends to implement measures to support Program 5: Low or Zero-Emissions Transportation.

### ***South Calgary / Altadore Area Redevelopment Plan (Statutory – 1986)***

The [South Calgary / Altadore Area Redevelopment Plan](#) (ARP), indicates the subject site as within the medium density residential policy area. The medium density area states that redevelopment should use the RM-4 designation, which is equivalent to the M-C1 District in Land Use Bylaw 1P2007. In order to ensure the proposed redesignation is in alignment with the ARP an amendment has been proposed to indicate that the subject site is appropriate for the M-C2 designation due to topographic constraints.

The *South Calgary / Altadore ARP* is currently under review by Administration as part of the West Elbow Communities Local Growth Planning project. While the project was launched on 2020 March 02, project and engagement timelines will be adjusted due to the COVID-19 pandemic. The multi-community planning process does not prohibit applications from being submitted. Decision related to planning applications will be reviewed against existing Council-approved policies and follow current processes. The multi-community local area plan does not currently have an anticipated date of completion.

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

The proposal will allow for additional residential intensities which will facilitate a more compact urban form that makes efficient use of land existing infrastructure. The proposed land use and policy amendment also encourages housing diversity and housing options.

### **Financial Capacity**

#### ***Current and Future Operating Budget***

There are no known impacts to the current and future operating budgets.

#### ***Current and Future Capital Budget***

The proposed amendments do not trigger capital infrastructure and 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 proposal is in keeping with applicable policies of the *Municipal Development Plan* and the *South Calgary/Altadore Area Redevelopment Plan* as amended. The proposed M-C2 District allows for a modest increase in intensity and additional housing types while still respecting the existing context immediately adjacent to the site.

**ATTACHMENT(S)**

1. **Proposed Bylaw 31P2020**
2. Applicant's Submission
3. Development Permit (DP2019-2702) Summary
4. Applicant's Community Outreach
5. **Proposed Bylaw 91D2020**
6. **Public Submissions**
7. **Confidential Public Submissions Poll**