

# Background and Planning Evaluation

## Background and Site Context

The subject site is located in the community of Shaganappi, north of Bow Trail between 24 and 26 Streets SW. Approximately 5.36 hectares (13.23 acres) in size, the site is currently vacant. No stripping or grading have commenced on the site, except for the removal of several trees in the southeast corner in response to nuisance complaints. Vehicle access to the site is available from both 24 Street SW and Sovereign Crescent SW. A seniors' housing cluster of 300 cottages and townhouses (Jacques Lodge) stood on the site from 1963 until their demolition in 2014.

Surrounding development consists of single detached housing across the lane to the west and across 24 Street SW to the east. The Shaganappi Point Golf Course is located to the west and north across Sovereign Crescent SW, and Shaganappi Park is directly south across Bow Trail SW via a pedestrian bridge. The residential communities of Sunalta West, Scarborough, and Shaganappi are generally to the east, southeast, and southwest.

The site is entirely within 600 metres (a seven-minute walk) of Blue Line LRT service at Shaganappi Point Station. The site is approximately 1.5 kilometres (an 18-minute walk) from retail and groceries at Westbrook Mall, as well as from the Killarney Aquatic and Recreation Centre. Additional retail and recreational opportunities are within 700 metres (a nine-minute walk) along 17 Avenue SW and down toward the Bow River Pathway.

A development permit for the majority of the site has been submitted (DP2021-0337) and is under review. This permit proposes 150 grade-oriented dwelling units in 22 buildings closely integrated with privately owned but publicly accessible open spaces. Future development permit applications will propose low-density units along the future Sovereign Heights SW and mid-rise multi-residential units at the site's southeast corner.

## Community Peak Population Table

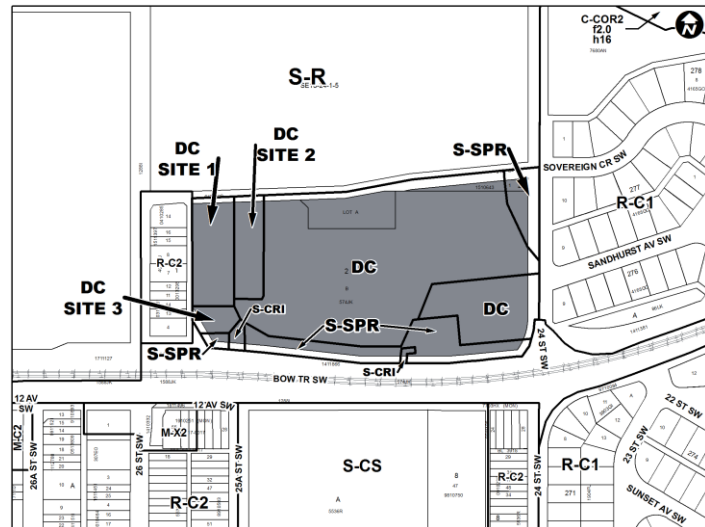
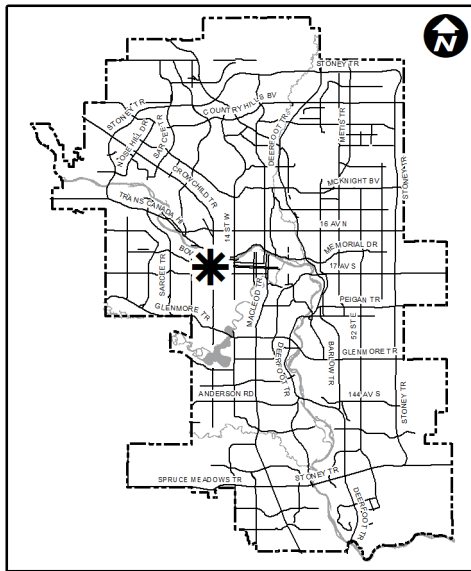
The community of Shaganappi reached its peak population in 1969 and experienced a decrease of 33 per cent by 2010. As shown in the following table, in 2019 the community's population was still 24 per cent below its peak.

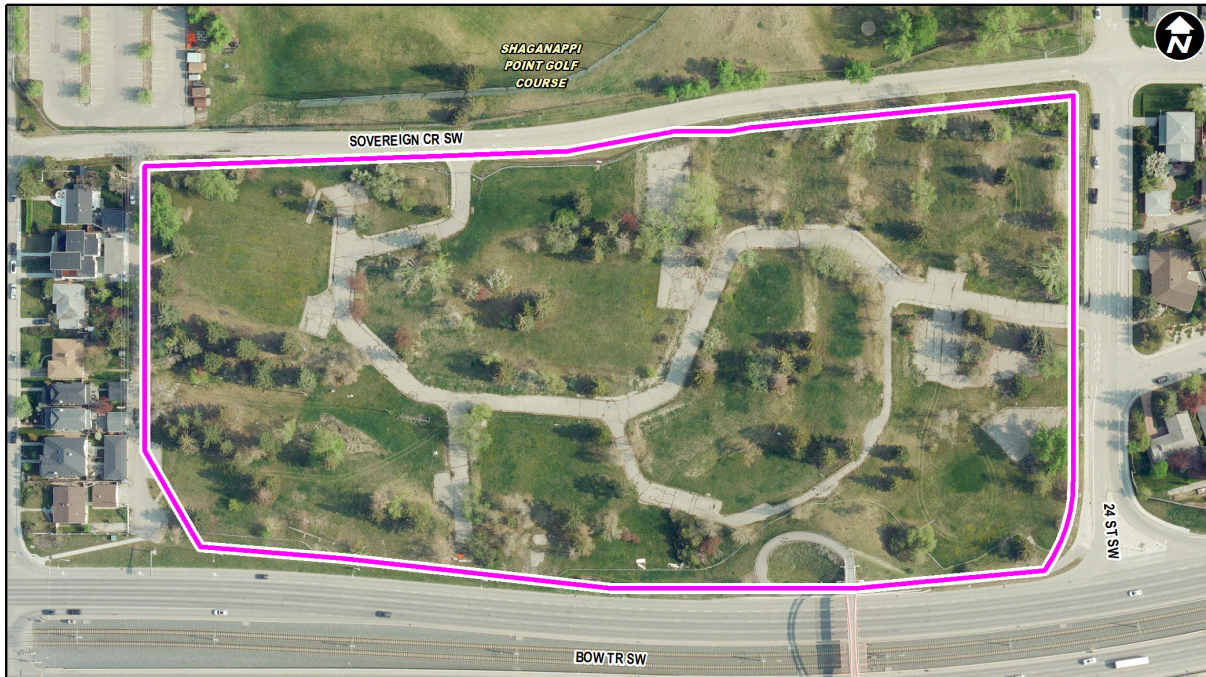
<b>Shaganappi</b>	
Peak Population Year	1969
Peak Population	2,132
2019 Current Population	1,626
Difference in Population (Number)	-506
Difference in Population (Percent)	-24%

Source: *The City of Calgary 2019 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Shaganappi Community Profile](#).

# Location Maps





## Previous Council Direction

None.

## Planning Evaluation

### Land Use

The existing M-C2f1.5d140 and M-C2f1.5d165 Districts are designed to support medium-density multi-residential development. These specific districts allow for a maximum height of 16 metres and a total floor area ratio (FAR) of 1.5, below the base district maximum of 2.5. The placement of these districts on the east and west boundaries of the site aligns with their intent to be in close proximity or adjacent to low-density residential development.

The existing land use designation across the remaining portion of the site is a DC District based on the Multi-Residential – High Density Medium Rise (M-H2) District. Allowing for an FAR of 3.2 and a maximum height of 36 metres, the existing designation is designed to support high-density residential development with supportive medical, office and retail uses.

These two existing land use districts were approved by City Council on 2014 July 21 as part of application LOC2012-0058, which also included a policy amendment and outline plan to support high-density seniors' housing. Since that time, the land has remained vacant, reflecting a desire on the part of the previous landowner to more closely integrate their institutional development with existing neighbourhoods.

A higher-density transit-oriented development is planned around the nearby Westbrook LRT Station and was approved by Council on 2009 June 01. However, even with higher maximum height and buildable area than at Jacques Lodge, as well as the substantial public investment in

an underground transit station, market uptake has been slow and no development has yet been realized.

The Jacques Lodge site has since been sold and the new landowner has submitted an application for a different development concept on the site, one more modest in scale and density but with higher potential for build-out over the next ten years.

This application proposes three new DC Districts and two special purpose districts:

- DC District with three sites based on the R-2 and R-G Districts;
- DC District based on the M-G District;
- DC District based on the M-H1 District;
- Special Purpose – City and Regional Infrastructure (S-CRI) District; and
- Special Purpose – School, Park and Community Reserve (S-SPR) District.

The distribution of these districts may be viewed in Attachment 6.

As proposed, the new land use concept for the site involves three DC Districts designed to support a variety of residential building forms that innovatively respond to the site's significant topography. The proposed DCs on this site allow for grade-oriented housing to be located close to the site's two internal roadways and prioritize rooftop amenity spaces and proximity to communal open spaces over private yards and setbacks. Because this proposal seeks to provide a master plan for a currently vacant site with no internal context, non-contextual low-density districts were deemed appropriate to use as base districts for the proposed DC Districts.

The first DC District (Attachment 7) applies to the westernmost portion of the application area and consists of three low-density grade-oriented sites. Site 1 is based on the R-2 District but increases the maximum height to 12 metres and includes provisions for larger rooftop patios. Site 2 is envisioned to be developed with rowhouses. As such, it is based on the R-G District but with a maximum height of 14.5 metres to accommodate rooftop patios, and reduces the setback required from the adjacent open space to the rear of the parcel. Site 3 is also based on the R-G District but creates more flexibility in constructing single detached and/or semi-detached dwellings on parcels which will be constrained by adjacent public rights-of-way.

The second DC District (Attachment 8) encompasses the majority of the site and is designed to support medium-density grade-oriented housing in the form of rowhouses, townhouses and stacked townhouses. The DC differs from the base district of M-G by increasing the maximum height from 12 metres to 14.5 metres and by allowing for smaller private amenity spaces. In alignment with the concurrent development permit application, the corner visibility triangle does not apply at private internal roadway intersections, and the visitor parking requirement is reduced.

The third DC District (Attachment 9) applies to the southeast corner of the property and allows for mid-rise multi-residential development as per the base district of M-H1. The purpose of a DC in this location is to set a maximum FAR of 2.5 and to create a maximum height regulation intended to limit the visual impact of future development on the adjacent low-density community east across 24 Street SW. The proposed maximum height rules restrict the perceived height of the building to no more than what is currently allowed under the existing M-C2 land use designation.

The proposed DC Districts include a relaxation section that allows the Development Authority to relax the rules of the base districts in Bylaw 1P2007, where the DCs do not provide specific regulations. In a standard district, many of these rules can be relaxed if they meet the test for relaxation of Bylaw 1P2007. The intent of this DC rule is to ensure that rules regulating aspects of development that are not specifically regulated by the DCs, can also be relaxed in the same way that they would be in standard districts.

The proposed S-SPR District is intended to provide for parks and open space and will be applied to land dedicated as Municipal Reserve (MR) pursuant to the *Municipal Government Act* (MGA). The three-metre setback area surrounding the pedestrian bridge support structure is to be designated S-SPR but will not be credited toward the applicant's required MR dedication.

The proposed S-CRI District is intended to provide for city and regional infrastructure necessary for the proper servicing of the development. As shown on Attachment 11, these land use districts are located where new drainage infrastructure is needed and gives those pipes a right-of-way that does not negatively impact land dedicated as MR. These areas are to be designated as Public Utility Lots (PULs) as per the MGA.

### **Development and Site Design**

Development of the majority of the site will be able to proceed as per DP2021-0337 if the relevant DC District (Attachment 8) and policy amendments (Attachment 10) are approved by Council.

If the amendments are approved, the eastern and western portions of the site will require development permits. The relevant land use designations and amended ARP policy will provide guidance on building massing, height, landscaping and parking.

### **Urban Design Review Panel**

The overall development concept was presented at the pre-application enquiry stage to the Urban Design Review Panel on 2020 March 25. Comments from the Panel were generally supportive, praising the creative approach to handling the slope, maximization of scenic views, connectivity and navigability. However, the proposal was determined to be lacking in terms of accessibility and its flexibility to intensify over time. In response, the applicant was able to reduce several pathway grades.

### **Subdivision Design**

The proposed outline plan comprises 5.36 hectares (13.23 acres) and includes three main development areas. The western portion of the site is to be oriented around a new north-south public roadway (Sovereign Heights SW) and includes 0.89 hectares (2.18 acres) set aside for single detached, semi-detached and rowhouse units on fee-simple lots. The proposed regulations in the DC District (Attachment 2) allow for these units to have higher parcel coverage and taller height than would otherwise be permitted in the base districts. The intent of this design is to preserve a sensitive interface with existing development to the west while still encouraging intensification. Backyard suites are desirable in this location and are listed uses in the land use district. The street itself is proposed to end in a cul-de-sac which will serve as one of three access points to a private condominium road servicing the remainder of the site, connecting to Sovereign Crescent SW and 24 Street SW.

As the site slopes down to the east, the private road meanders across the parcel, using the switchbacks to create blocks of flat land suitable for grade-oriented rowhouse, stacked townhouse, and low-rise apartment units. The proposed buildings are to be located close to the

street to provide a sense of enclosure to the public realm. Driveway aprons are kept short to further improve the public realm by discouraging parking in front of the units.

A key design consideration for the location of buildings is to create close integration between the amenity spaces of each unit and the series of open spaces throughout the community. With the exception of several of the buildings in the east, almost every unit in the development has direct access to a park space from their rear door. Pathway connections through the open spaces connect residents throughout the site to the LRT station, the bridge over Bow Trail SW to Shaganappi Park, and to the Bow River Pathway system accessible to the northeast.

The southeast corner of the site is intended to be developed with five-to-six storey multi-residential development. The area proposed for this DC District has a 10-metre change in elevation from its west to east, offering an opportunity for a terraced building to be constructed into the side of the hill. This site is deemed acceptable for the mid-rise form, provided that the interface with 24 Street SW is carefully designed to be as sensitive as possible to existing development. Custom height regulations promote at-grade townhouse units with apartment units above and set back. Height increases up the slope, allowing the built form to rise concurrent with the grade. Though this area is intended to feature the highest density on the site, it is situated where it would have the least visual impact and least ability to impact the privacy of adjacent residents.

Municipal Reserve is proposed along the entire south boundary of the application area, allowing for better pedestrian and cyclist connectivity between Shaganappi Point LRT Station and 24 Street SW. Another MR site is intended at the northeast corner of the application area where it would be able to serve as a rest stop for pedestrians and cyclists who have ascended the Bow River valley. In all, 0.498 hectares of MR are being dedicated, which is 10.67 per cent of the area of the main parcel. This application includes two small remnant parcels from which reserves shall not be taken.

A breakdown of the statistics for the outline plan can be found in the Proposed Outline Plan Data Sheet (Attachment 12).

### **Density and Intensity**

The proposed land uses provide for development designed to achieve the *Municipal Development Plan* (MDP) minimum density and intensity (population and jobs) targets.

At full build-out, the subject area is expected to accommodate approximately 331 units: 31 units fronting the new public road, 150 units in the central part of the site, and an estimated 150 apartment units in the southeast corner. Over a total site area of 5.36 gross developable hectares (13.23 acres) the proposed development would achieve a unit density of 61.8 units per hectare (25.0 units per acre).

The MDP sets minimum intensity targets for both new communities (60 people and/or jobs per gross developable hectare) and in areas meant to support the Primary Transit Network (100 people and/or jobs per gross developable hectare).

At an estimated 1.9 persons per unit, the development would have a total population of approximately 630 persons and a residential intensity of approximately 117 persons per gross developable hectare, exceeding MDP minimums.

## **Transportation**

### ***Transit***

The subject site has access to Calgary Transit bus and rail service as it is located along the Primary Transit Network close to Shaganappi Point LRT Station. The entire site is within 600 metres (a seven-minute walk) of the LRT station, and bus service is available via Route 9 stops located at either end of the site at 24 Street SW, 26 Street SW and across Bow Trail SW.

### ***Active Transportation Network***

The outline plan includes the provision of a new pathway along the south side of the site parallel to Bow Trail SW, a desired link between 26 Street SW and the pedestrian bridge. The pathway will extend both west and north, connecting the Shaganappi Point LRT Station to the Bow River Pathway northeast of the site.

Pedestrian connectivity through the site will be via the sidewalks along the private road, but also through connections between the site's internal open spaces and the MR space to the south. The MR space in the northeast also functions as a gateway between the development site and the Bow River Pathway to the northeast.

### ***Streets Network***

The applicant proposes two major changes to the public street network in this community: creation of a new public road to provide the western point of access to the site, and the widening of Sovereign Crescent SW. The current configuration of the road is one that is narrow and steep. As proposed, an additional lane width would be created on the road to allow for public parking. As part of this widening, the grade on both the south and the north side of the road will be affected, requiring minor changes to Shaganappi Point Golf Course land.

A Transportation Impact Assessment (TIA) was submitted as part of this application to determine likely changes to transportation patterns in the area as a result of this development. The TIA has determined that there is sufficient capacity on all surrounding to accommodate the expected increase in vehicular traffic. The Calgary Fire Department had no concerns over emergency vehicles being able to access the neighbourhood.

However, a key finding of the TIA is that southbound traffic on 26 Street SW will continue to experience a "failure" level of service (delays exceeding 80 seconds) regardless of whether this site is developed or not. This is currently and will continue to be caused by high traffic volumes on Bow Trail SW and the prioritization of the LRT during rush hour.

The TIA examined the impact of creating an additional right-turn lane for vehicles to turn west onto Bow Trail SW and demonstrated that this additional lane would largely offset the additional delays and congestion caused by this development. Administration is working with the applicant and other stakeholders to determine the appropriateness and feasibility of this improvement through the subdivision process.

### **Environmental Site Considerations**

The applicant provided a Slope Stability Report and a Deep Fills Report, both of which were approved by Administration. Despite public report of underground instability, no significant geotechnical issues were identified, however a post-development slope stability study will be required.

A Phase 1 Environmental Site Assessment determined the risk of environmental contamination was low, and a Preliminary Natural Site Assessment determined the potential for critical species or habitat loss was also low.

## **Utilities and Servicing**

### ***Stormwater Servicing***

A Staged Master Drainage Plan was submitted and approved by Administration. Should overland drainage occur from the west, it will be directed down Sovereign Heights SW and south through the end of the cul-de-sac, through the proposed public utility lot and towards Bow Trail SW.

### ***Sanitary Servicing***

A Sanitary Servicing Study was submitted and approved by Administration, showing that there is capacity to service the site within existing infrastructure.

### ***Water Servicing***

As the previous use of the site had required relatively light servicing, upgrades to off-site utilities are required to accommodate the proposed development. The developer is required to construct water mains, including a dual feed from the West Calgary pressure zone and a pressure-reducing valve to the Sunalta pressure zone.

## **Legislation and Policy**

### **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](#) (IGP). The proposal builds on the principles of the IGP 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 – Developed – Inner City area as identified on Map 1: Urban Structure of the [Municipal Development Plan](#) (MDP). Policies for this area support appropriate transitions between adjacent areas, a variety of multi-family housing types, and maximal front door access to the street and other public areas.

In particular, the proposal aligns with the MDP goal of encouraging a transit-supportive land use framework by locating population growth within walking distance of the Primary Transit Network. The proposal exceeds the minimum density in the MDP and creates a pedestrian environment conducive to walking from 24 Street SW to the LRT station. While the application does not propose any commercial or other non-residential uses, it does support a broad mix of higher-density residential forms which tend to result in lower levels of daily automobile use.



In addition to typology-specific policies, the proposal aligns with applicable city-wide policies regarding building a more compact city, making more efficient use of existing infrastructure, and accommodating a broader mix of housing and residents in established areas.

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

The [TOD Guidelines](#) lay out The City's expectations for what constitutes good planning near LRT stations and frequent bus stops. The proposal aligns with the Guidelines in that it is within 600 metres of the station, has medium-density residential development to support transit ridership, and offers direct and easy-to-navigate pathway connections to the station.

Where the application does not align with the Guidelines is in organizing the density of the development such that the highest density is placed closest to the station, and in incorporating commercial development into the site. The location of the multi-residential site is such that it has the least impact on the least amount of its surroundings and, while not directly adjacent to the LRT station, is within 600 metres and has a direct pedestrian connection along the new pathway. Commercial development is not proposed at this time, but may be included in the future at the base of the multi-residential site.

The proposal most closely aligns with the Residential Neighbourhood station type, which supports medium-density residential development including townhouses and four-to-five-storey apartments. Developments of this type can serve as "feeders" to higher-order transit stations at major nodes, such as Westbrook Village (Westbrook Mall) or Greater Downtown.

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

The project provides support to several objectives of the [Climate Resilience Strategy](#) by encouraging lower transportation emissions via transit mobility and more efficient use of land to combat urban sprawl.

#### **Shaganappi Point Area Redevelopment Plan (ARP) (Statutory – 2014)**

The [Shaganappi Point ARP](#) policies for the subject site were originally written in conjunction with the previous land use and outline plan application. Given the shift in direction with this new proposal, several amendments to the Plan are required (Attachment 10). Amendments include changes to the previously approved open space concept, mobility network, and pedestrian linkages, as well as to remove policy specific to the anticipated seniors' housing. Other amendments include realignment of the Land Use Policy Areas along with changes to the associated policies to support the proposed land use districts for the subject site.

#### **Westbrook Communities Local Area Plan**

The *Shaganappi Point Area Redevelopment Plan* (ARP) is under review as Administration is currently working on the [Westbrook Communities Local Area Plan](#) (LAP) which includes Shaganappi and surrounding communities. Planning applications are being accepted for processing during the local growth plan process. The Westbrook Communities LAP is anticipated to be finalized in 2021.