

LAND USE AMENDMENT
SPRUCE CLIFF (WARD 8)
37 STREET SW AND 5 AVENUE SW
BYLAW 251D2016

MAP 18C

EXECUTIVE SUMMARY

This land use redesignation proposes an increase in density from Residential - Contextual One/ Two Dwelling (R-C2) District to Residential – Grade-Oriented Infill (R-CG) District to allow for a multi-residential development.

PREVIOUS COUNCIL DIRECTION

None.

ADMINISTRATION RECOMMENDATION(S)

2016 July 28

That Calgary Planning Commission recommends **APPROVAL** of the proposed Land Use Amendment.

RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION

That Council hold a Public Hearing on Bylaw 251D2016; and

1. **ADOPT** the proposed redesignation of 0.06 hectares ± (0.15 acres ±) located at 3727 – 5 Avenue SW (Plan 2566GQ, Block 15, Lot 33) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Residential – Grade-Oriented Infill (R-CG) District, in accordance with Administration’s recommendation; and
2. Give three readings to the proposed Bylaw 251D2016

REASON(S) FOR RECOMMENDATION:

This proposal is in conformance with the applicable policies of the Municipal Development Plan. The proposed land use district was designed to be implemented in proximity to or directly adjacent to low density residential development. The proposal represents a modest density increase of inner city parcels of land and allows for a development that has the ability to be compatible with the character of the existing neighbourhood.

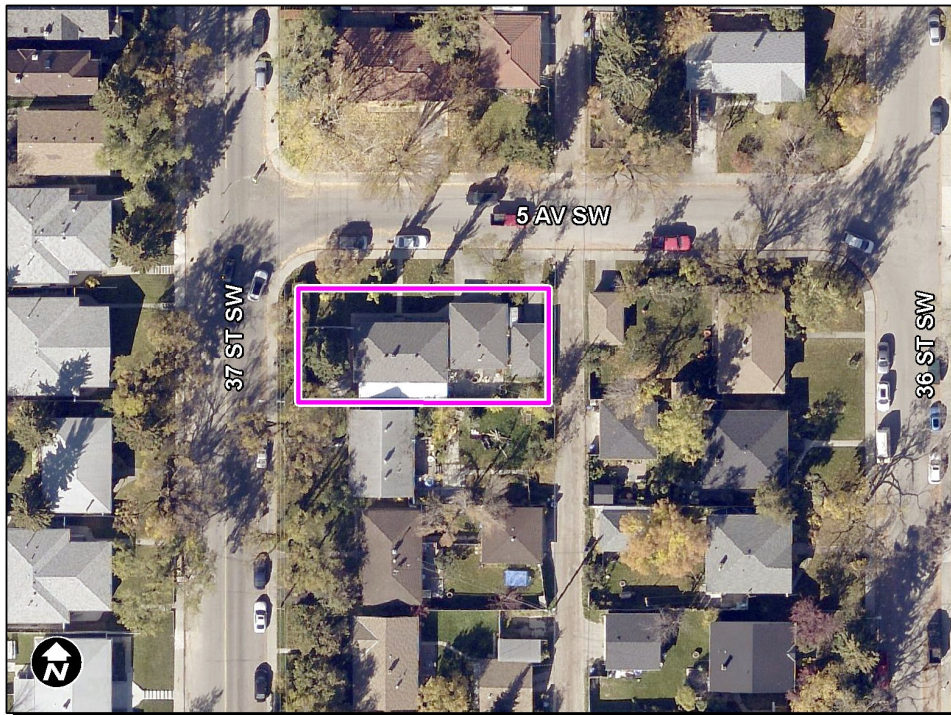
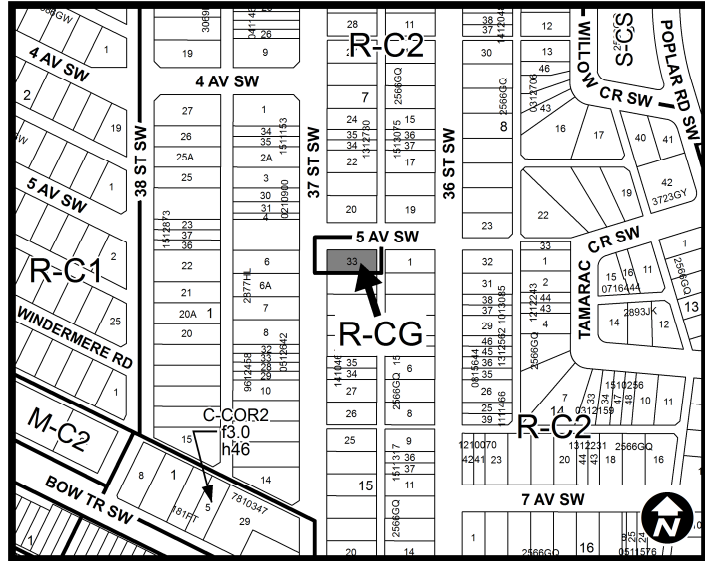
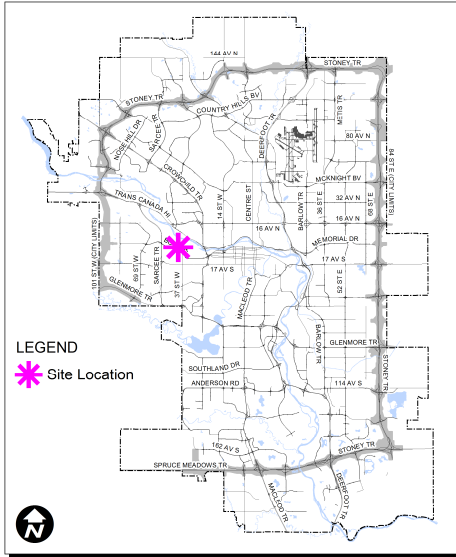
ATTACHMENTS

1. Proposed Bylaw 251D2016
2. Public Submissions

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LOCATION MAPS



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ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.06 hectares ± (0.15 acres ±) located at 3727 – 5 Avenue SW (Plan 2566GQ, Block 15, Lot 33) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Residential – Grade-Oriented Infill (R-CG) District.

Moved by: J. Gondek

Carried: 6 – 0

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Applicant:

Inertia

Landowner:

Samdisha Holdings Inc

PLANNING EVALUATION

SITE CONTEXT

The subject parcel is located in the Community of Spruce Cliff, at the south east corner of 37 Street SW and 5 Avenue SW. Surrounding development consists of predominantly of low density residential development, two schools and a church located 200 metres to the east, as well as a small commercial area located 250 metres to the east.

Community Name	
Peak Population Year	2015
Peak Population	4,677
2015 Current Population	4,677
Difference in Population (Number)	0
Difference in Population (Percent)	0%

LAND USE DISTRICTS

The proposed R-CG District allows for up to 4 units on the parcel given the lot size. The R-CG district is intended to accommodate multi-residential development of low height and low density in close proximity or directly adjacent to low density residential development.

LEGISLATION & POLICY

Municipal Development Plan (2009 – statutory)

The subject site is identified as Developed Residential Area - Established on Map 1 – Urban Structure of the Municipal Development Plan (MDP). Although the document makes no specific reference to the site, the proposed land use amendment is in keeping with a number of overarching MDP policies.

- *Neighbourhood Infill and Redevelopment* policies encourage higher residential densities and redevelopment that is similar in scale and nature, and that increases the mix of housing choices including accessory suites.
- *Housing Diversity and Choice* policies encourage the provision of a wide range of housing types, tenures and densities that may meet affordability, accessibility, life cycle and lifestyle needs of different groups; an adaptation of the City's existing housing stock

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to enable changing households to remain in the same neighbourhood for longer time periods through allowing accessory suites in low density areas.

South Saskatchewan Regional Plan (SSRP)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the South Saskatchewan Regional Plan (SSRP).

TRANSPORTATION NETWORKS

A Transportation Impact Assessment was not required.

The site is located approximately 360 metres from the transit stop, servicing the #70, 72 & 73 routes, and offers service to the downtown court and the Westbrook LRT station respectively.

UTILITIES & SERVICING

No water main upgrade is required. At the Development Permit Stage a Sanitary Servicing Study may be required if the proposed Sanitary Peak Wet Weather Flow exceeds 1L/s.

ENVIRONMENTAL ISSUES

An Environmental site assessment was not required.

ENVIRONMENTAL SUSTAINABILITY

An analysis of site specific measures that would contribute toward an environmentally friendly development will be conducted at the development permit stage.

GROWTH MANAGEMENT

The proposed land use amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns.

PUBLIC ENGAGEMENT

Community Association Comments

See APPENDIX II.

Citizen Comments

There were 19 objections received by members of the public. The comments include:

- Proposed density and height does not fit into area
- Concerns with shadowing onto adjacent properties
- Neighbours yards will no longer be private
- Parking concerns, shortage and congestion
- High levels of traffic, safety concerns for pedestrians and cyclists
- Won't allow enough green space on property
- Sets a precedent for future applications
- Population has increased at alarming rate in community

Public Meetings

No public meetings were held.

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APPENDIX I

APPLICANT'S SUBMISSION

The subject parcel is located in the community of Spruce Cliff and consists of 0.0556 ha. The land is privately owned. A land use amendment is required in order to construct a Four-unit Rowhouse Building which is a project better suited to this site than a semi-detached building.

The current land use designation is R-C2 (Residential – Contextual One / Two Dwelling District) which allows for duplex, single and semi-detached dwellings. Secondary suites are permitted and Backyard suites are discretionary, though only on parcels 9m and 13m wide respectively, thus limiting this parcel to two households regardless of configuration.

The proposed development will provide Four dwellings in a Rowhouse Building configuration with front doors facing 5 Avenue SW. A new land use designation is required to support this development; therefore, the application is seeking to amend the designation to a Residential – Grade-Oriented Infill (R-CG) District.

Like R-C2, the R-CG District is a Low Density Residential District intended for Grade-Oriented development and does not support multi-residential uses. The Land Use Bylaw explains that the R-CG District:

Accommodates grade-oriented development in the form of Rowhouse Buildings, Duplex Dwellings, Semi-detached Dwellings and Cottage Housing Clusters, accommodates Secondary Suites and Backyard Suites with new and existing residential development, provides flexible parcel dimensions and building setbacks that facilitate integration of a diversity of grade-oriented housing over time, and accommodates site and building design that is adaptable to the functional requirements of evolving household needs.

This proposed development is consistent with the municipal development plan which encourage more housing options in established communities, more efficient use of infrastructure, and more compact built forms in locations with direct easy access to transit, shopping, schools and other community services. In addition, the site has specific attributes which make it ideal for rowhouse development:

- The site is only 12 minutes walk from Westbrook C-Train Station and other transit routes on Bow Trail SW
- It is only 15 minutes walk or 3 minutes drive to Wildwood School.
- It is less than 12 minutes walk to Westbrook mall and other commercial uses on bow Trail SW.

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APPENDIX II

COMMUNITY ASSOCIATION LETTER

LOC 2016 0129 address - 3727 5th Ave SW

2016 June 12

Community of Spruce Cliff

We submit for your consideration the community context for this LOC application:

The applicant did not contact the community association to discuss this project, so we are relying on the material attached to the circulation for our comment. We do not support the developer in the application to have RCG on 5th Avenue for the following reasons:

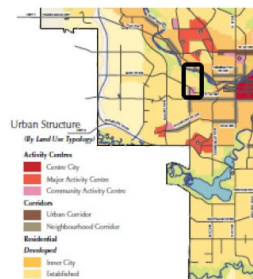
For a community that was told we would not be impacted by the West LRT as we did not have a *station* in our boundaries; well, let us just say that has not proven to be true in any way you want to measure it. It is amazing what this community has been able to absorb without the wheels falling totally off! Many now feel we are at a tipping point, and it is time for the "public realm" to catch up to our absorbed density increases; with things like burying front street overhead wiring, improvements to the pedestrian realm for safety, and traffic calming initiatives. We are approaching the 5000 population that is often sighted as a functioning size for a strong neighbourhood. Additional detail on liveability can be found in appendix 1.

The proposed density at this location, in the middle of the RC2 area is overwhelming to the street scape with four, three storey units at 1600 sq. ft. each, replacing a small single family home. The orientation of this site and proposed buildings offers challenges, beyond the community street scape context that is transitioning with reasonable success from small bungalows to attached and detached split lot infills. The rear yards are not facing the lane, and with four units overlooking to the property to the south, it makes this a poor choice of site for this development. This location with this proposal, makes what should be simple chores of daily living, like taking the garbage out, a major exercise. The plan shows site functions for things like rear yard maintenance requiring trespassing through the neighbours or trucking equipment through the house on at least two of the units.

It is a stretch to claim this location is on a "bordering area" between density zones. It is in the middle and the proposed built form is of much greater site coverage and height than the street areas around it. This would be the first RCG site with this zoning in the community. The sketch attached to the circulation materials is exceeding the 55% lot coverage for the RCG parcel, moving it we believe out of the permitted use envelope, even for this category. We have existing zoned sites in the community for this level of density that are not developed or are under developed.

If it is determined in a "whole community" picture that there is not sufficient density planned for our hectares, we feel there are better areas in the community to integrate this new RCG designation, and it should be done with a "community" planned approach.

Following is an extract from the MDP Map -Urban Structures on which the boundaries of Spruce Cliff have been super imposed. The majority of Spruce Cliff is considered part of the Residential Developed Established Area that has a non-typical demographic and percentage mixture of built forms. We are surprisingly excluded from the "inner city" boundary area.

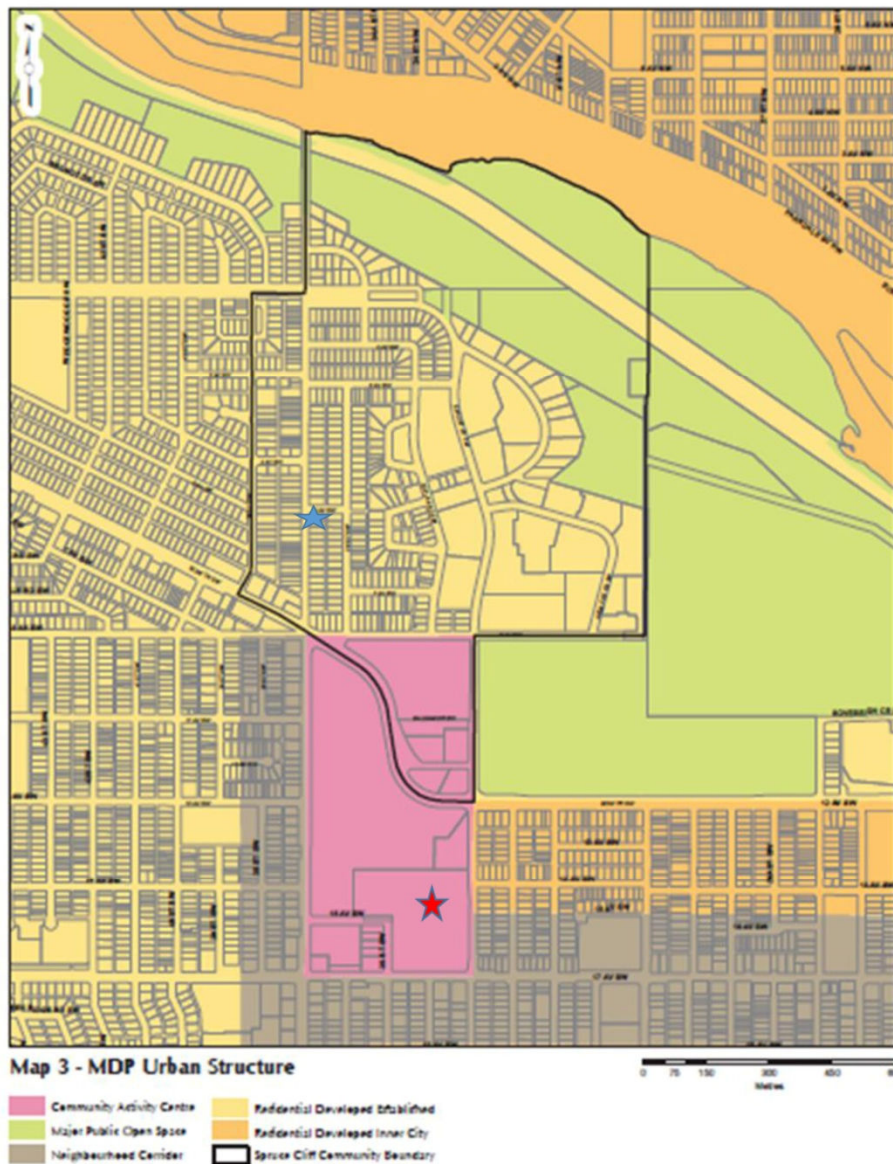


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The blue star is the site of this LOC application: ★

The red star is the Westbrook LRT station in the adjacent community to the south of Bow Trail

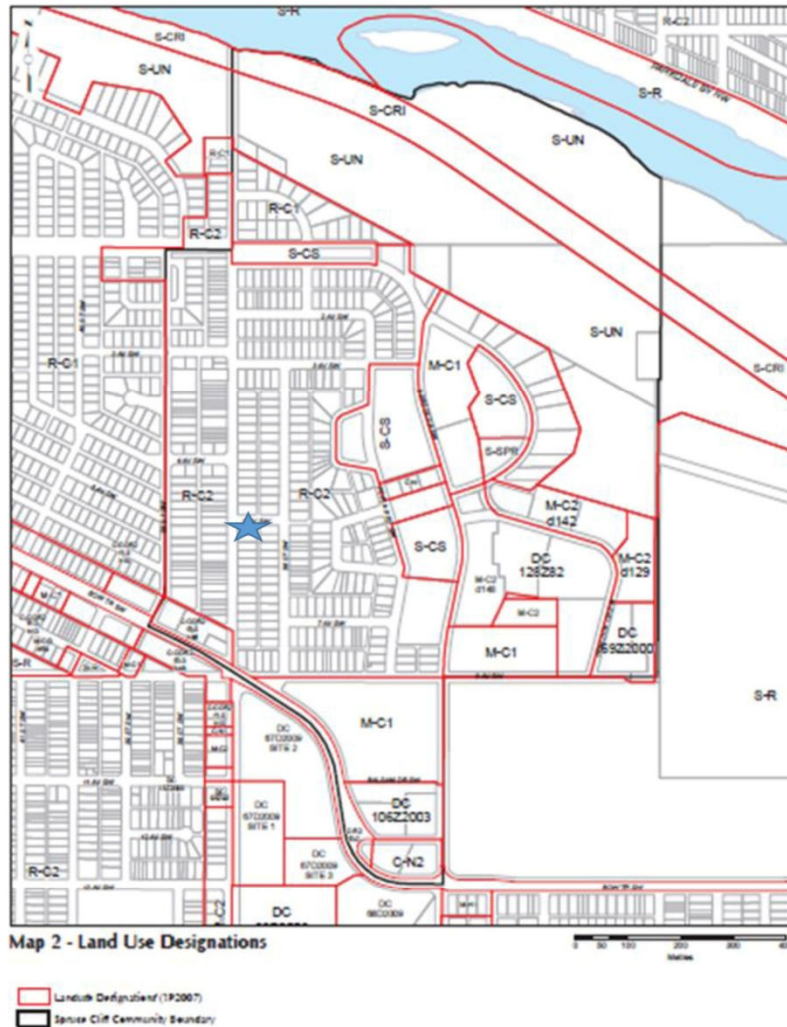


The MDP has targets of 200 people per hectare of Gross Developable Area on a Primary Transit Network, and given the predominantly residential nature of the community a 25 to 75 split, jobs to people ratio would seem to be a desired mix. We are not considered a TOD area.

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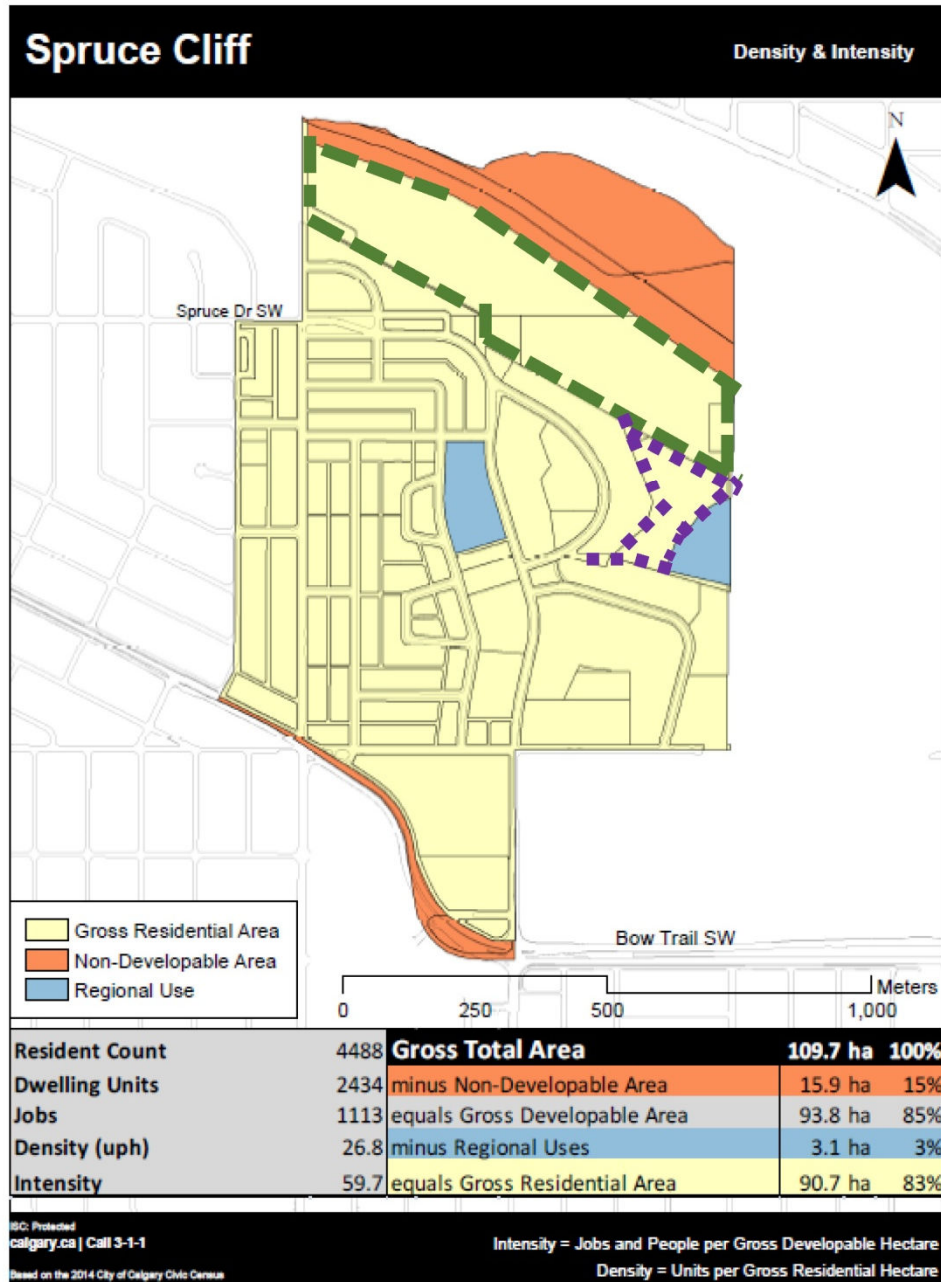
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Below is map 2 (page 8 - from the Spruce Cliff Community Planning Statement -June 2012) with current approved zoned areas outlined in red and labeled. (Blue star it the applicant site)



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A note re the preceding map and calculations - **Spruce Cliff** in reality is doing *better* with our current occupancy density ratio than this graphic and calculations shows: the Gross Developable Area & Gross Residential Area includes the ridge land of **Edworthy Park- Lowery Gardens, the Douglas Fir Trail East**

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Area and the Quarry Road Trail (historically significant). We have imposed a dotted green & purple for those areas which on the zoning map are S-UN (urban natural). I believe the majority of this area is in the 85% slope range and within the proximity of the rail line.

In addition, the population has also grown from these 2014 stats of 4488 to be 4677 in 2015.

Spruce Cliff Structure Type: (2014 data)

	Number	Percent		Number	Percent
Total Occupied Dwelling	2209	100	Total Population	4488	100
Single-family	305	14%	Single-family	724	16%
Duplex	109	5%	Duplex	252	6%
Apartment	1600	72%	Apartment	2628	59%
Townhouse	125	6%	Townhouse	524	12%
Converted Structure	68	3%	Converted Structure	119	3%

The row house built form, like many other built forms, already has a presence in the “petri dish” of the Spruce Cliff Community. Row housing was built in areas of the community under MC1 and DC zoned areas along the identified primary transit zone of 8th Avenue, and sections of Spruce Drive and Cedar Cr. As you can see from the demographic statistics/growth, the mixture of different built forms are not foreign to us. We have different vintages; that many when built were considered the “best practices” of the day, some have not stood the test of time.



Today we would welcome a redevelopment of this housing form in some areas of the community already zoned for higher density, some at density, but past their best before date, with others on sites that are undeveloped or underdeveloped on the existing approved MC1 and DC zoning map.

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Even with our significant growth over the last years, as a community the existing assigned land uses compared to the current build-out, tells us we have much more approved /planned growth to absorb.

In 2014 the single family form was 14% and some of those sit on RC2 parcels. The RC2 area with modest densification, in the lower density transition areas of the community is part of the communities "diversified housing mix".

Single Family + Duplex + Townhouse =24.4% in 2014.

This application for LOC RC2 to RCG:

We do not support the application for rezoning from RC2 to RCG on this parcel of land for the above reasons and due to its location on a low traffic residential side street.

Respectfully,

Lois Sime
Spruce Cliff CA – board reviewed 2016 June 12

cc
Evan Woolley, Councillor Ward 8 evan.woolley@calgary.ca
Executive Assistant Ward 8 caward8@calgary.ca
Jenna Dutton, File Manger jenna.dutton@calgary.ca
Circulation Control CPAG.Circ@Calgary.ca
Caralyn Macdonald, SCCA president caralyn@shaw.ca

Map excerpts are from the Calgary.ca web site MDP and the Spruce Cliff Community Planning Statement.

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Appendix 1 Strong Neighbourhoods - Liveability.

Section 2.3.4 of the MDP sets out the objectives and policies related to the City's parks, open spaces and outdoor recreation. The section notes that:

"Calgary's most prominent natural open spaces occur on its ridges and hill tops and along its creeks and river fronts within the river valley system. The City is committed to protecting the value and quality of these assets and will strive to sustain them while ensuring they remain accessible for the enjoyment and outdoor pursuits of all".

The escarpment and adjacent river valley lands in Spruce Cliff are already under public ownership.

Note: the area is included in the Communities Gross Developable and Gross Residential area.

Section 2.3.4 and 2.3.5 of the MDP contain policies related to parks, open space and outdoor recreation. A significant policy for Spruce Cliff is:

h. Ensure sufficient community open space provision in Inner City and Established Areas by maintaining a minimum of 2.0 hectares of open space per 1,000 residents. Calculations should be applied to logical community clusters where parks and recreation amenities are accessible and shared between communities. Community open space includes areas dedicated for schools; community centres; playgrounds; outdoor performance spaces; community gardens; and habitat areas that offer public amenity.

In 2012, as part of the Community Planning Statement, the Calgary Parks open space calculations indicate that Spruce Cliff had 2.2 hectares per 1,000 population. Our 2011 population of 3992 has grown to 4677 in 2015. We are not doing as well with this *liveability* measure. It is difficult to see how the open space area will be increased as the density of undeveloped/underdeveloped plan areas meet density targets, especially as some of the lands included in the open space calculation for 2011 are zoned RC2. It is also becoming increasingly unsafe to use some of the green space to play, as the traffic behaviours (through traffic in part) have changed. Our existing identified space includes land that some communities would think of as a wide road median.



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APPENDIX III
LOCATION CRITERIA FOR MULTI-RESIDENTIAL INFILL

Subject Site	Comments
On a Corner	<p>Corner developments have fewer direct interfaces with low density development.</p> <p>Corner sites avoid mid-block development that could signal speculation that the entire block is appropriate for redevelopment.</p>
Within 400m of a transit stop	<p>Allows for greater transit use, providing more mobility options for residents of multi-dwelling developments.</p> <p>Can reduce motor vehicle usage, thereby minimizing vehicle traffic impact on community.</p>
Within 600m of a Primary Transit stop or station	<p>Allows for greater transit use, providing more mobility options for residents of multi-dwelling developments.</p> <p>Can reduce motor vehicle usage, thereby minimizing vehicle traffic impact on community.</p>
On a collector or higher standard roadway on at least one frontage	Minimizes traffic on local streets
Adjacent to existing or planned non-residential development or multi-dwelling development	Creates an appropriate transition between low density and other more intensive land uses or larger scale buildings
Adjacent to or across from existing or planned open space or park or community centre	Creates an appropriate transition between low density and other land uses
Along or in close proximity to a corridor or activity centre	Creates an appropriate transition between low density and other land uses
Direct lane access	Improves pedestrian environment for local residents by limiting the creation of multiple or high frequency use driveways across local sidewalks.