

# Background and Planning Evaluation

## Background and Site Context

The subject site is located in the community of Shaganappi, on the east side of 33 Street SW and south of Bow Trail SW. The subject parcel is approximately 0.05 hectares (0.12 acres) in size and is approximately 15 metres wide by 30 metres long.

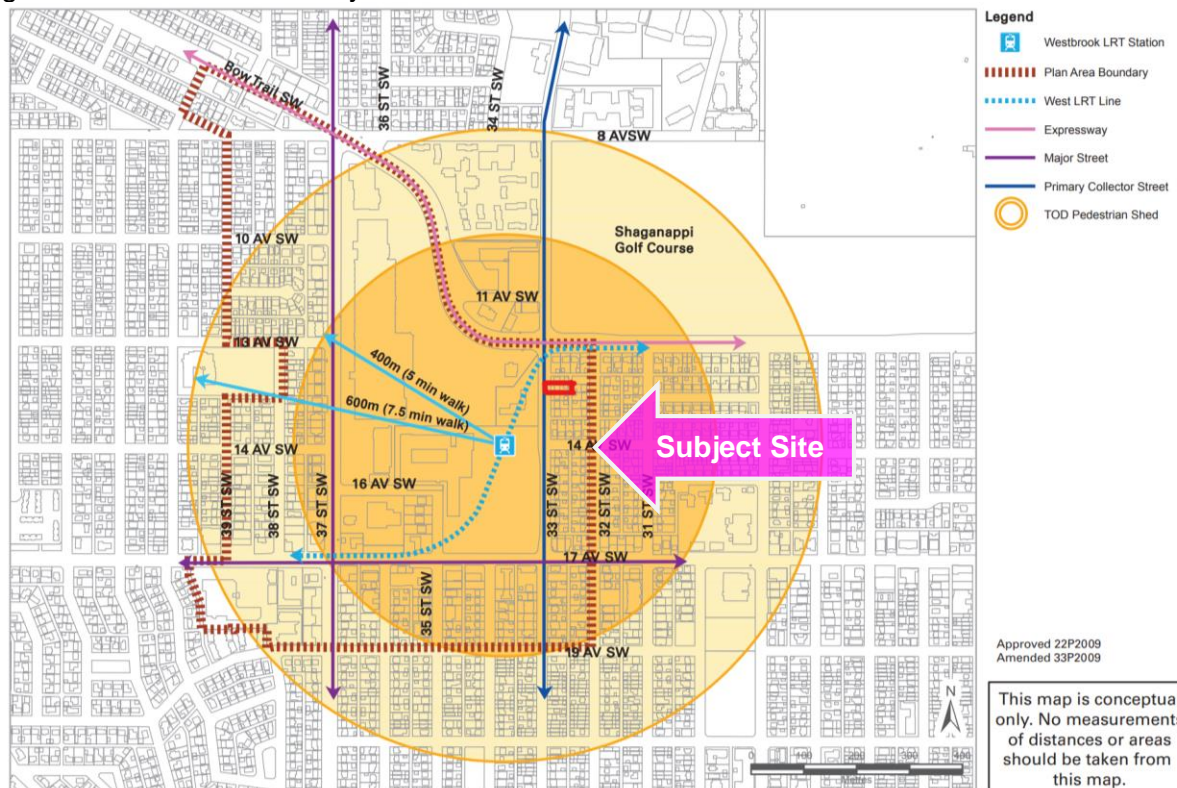
Surrounding development consists of a cluster of electrical transformers, single detached housing and Bow Trail SW to the north. An undeveloped parcel is located to the east and single detached housing to the south. Westbrook Mall is across the street to the west which includes the Westbrook LRT Station and Nicholls Family Library within an approximately 140 metre walk distance of the subject site. Approximately one block south of the site is an existing multi-residential building as well as sites with active applications for new mixed-use, transit - orientated developments.

### Westbrook Village History

New development at Westbrook Village was envisioned to commence with the construction of the West LRT line in 2012, providing rapid transit access to Downtown Calgary. This redevelopment has been much slower than anticipated with no significant projects reaching construction since that time. Some of the more recent applications have occurred within the *Westbrook Village ARP* boundary (see Figure 1 below) since the plan was approved are:

- In 2016, a development permit was approved for large-scale mixed-use development with 501 new residential dwellings, located to the south of the Westbrook LRT Station-head was approved in 2016 but was never constructed and the approval has since lapsed.
- On 2021 April 16, a land use amendment and development permit applications were submitted for a new five-storey mixed-use building that includes 18 affordable housing units, a social service organization and childcare facilities, located at the northwest corner of Bow Trail SW and Spruce Drive SW and are currently under review. A CPC meeting date has not been scheduled.
- In Q1 2021, land use amendment and development permit applications were submitted for a new six-storey mixed-use apartment building with 100 dwelling units and retail at-grade. The land use amendment will go before CPC on 05 August 2021.

Figure 1: Plan Area Boundary



### Application Improvements

This proposed policy and land use amendment evolved during Administration’s review in several ways. The initial proposal did not include an associated development permit application and Administration was unsure if a mixed-use, multi-storey development would be feasible on this site without substantial relaxations at the development permit stage. Since then, a subsequent development permit application was submitted, demonstrating how a seven-storey, mixed-use development with 45 dwellings units with limited at-grade office units could be accommodated on this site. This associated development permit is under review by Administration and is not ready for a decision.

### Community Peak Population Table

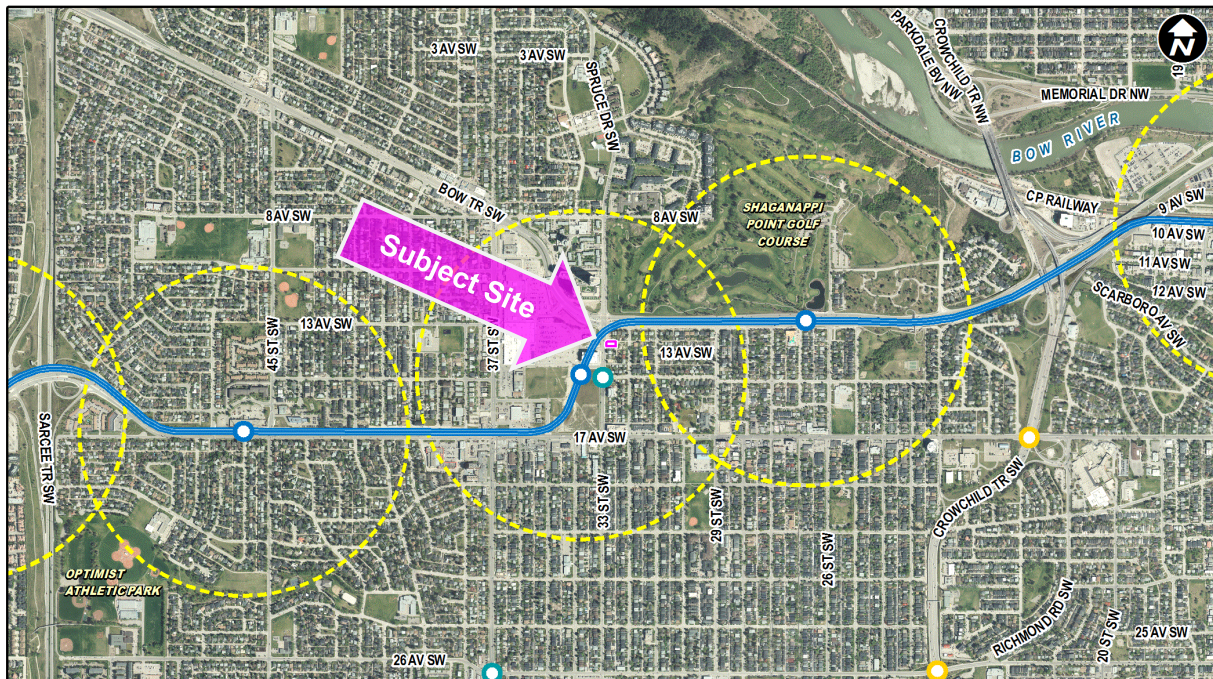
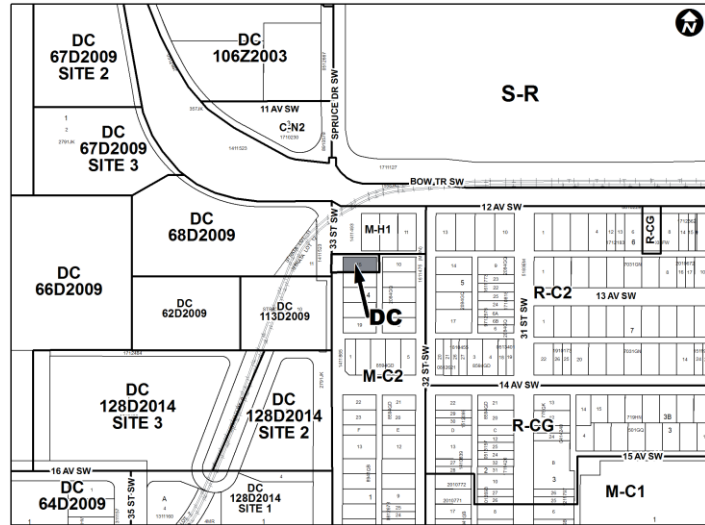
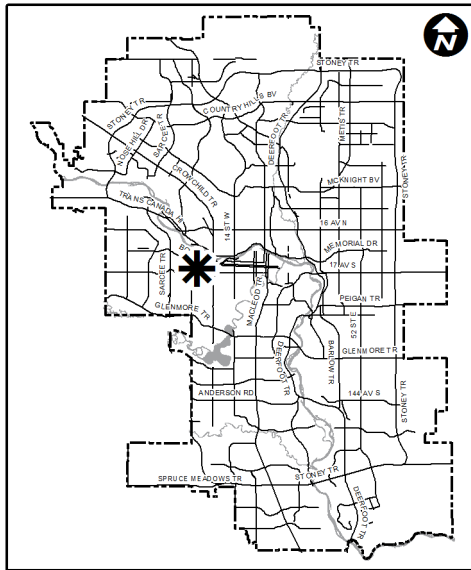
As identified below, the community of Shaganappi reached its peak population in 1969.

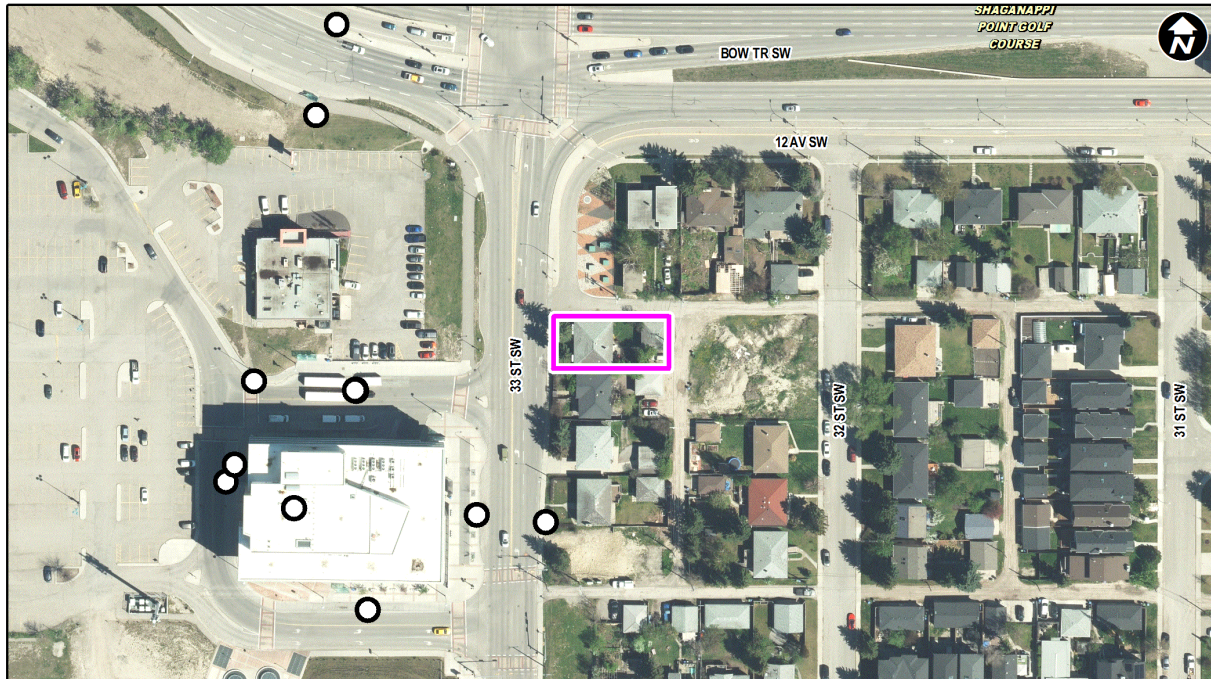
<b>Shaganappi</b>	
Peak Population Year	1969
Peak Population	1,969
2019 Current Population	1,626
Difference in Population (Number)	-506
Difference in Population (Percent)	-23%

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-C2 District accommodates multi-residential development in a variety of forms that is of medium height and density.

The proposed DC District, based on the Mixed Use - General (MU-1) District, will allow for a mixed-use development. The MU-1 District allows for commercial storefronts at-grade along the street to create a street-oriented building and provides opportunities for a mix of commercial and residential uses in the same building. The proposed DC District would allow for a multi-residential or mixed-use development with no required residential parking stalls, as long as storage of mobility alternatives (e.g. bicycles, scooters) are included and implemented as part of an approved development permit.

Modifying the minimum parking requirements through a DC District is appropriate for this site due to its unique characteristics, as no other land use district provides a zero motor vehicle parking standard for residential uses. The provision of zero residential parking provides a choice of housing to Calgarians within the market who may not require such an amenity. Section 5.2.1 of the Calgary Parking Policies provides criteria to evaluate multi-residential applications that propose significant reductions to parking, including zero parking developments. The subject site meets all but one of the required criteria; that it be in an MDP-defined Centre City, Major Activity Centre or Urban Corridor area. Administration notes that the subject site is located along a Community Activity Center and therefore does not meet the criteria as defined by the Policy. Given the subject site's close proximity to the Westbrook LRT Station and the otherwise strong

merit for the removal of the residential parking requirements, a DC District is being brought forward to Council for this decision on the matter.

The proposed DC District includes a rule that allows the Development Authority to relax Section 6 of the DC. Section 6 incorporates the rules of the base district in Bylaw 1P2007 where the DC does not provide for specific regulation. 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 DC can also be relaxed in the same way that they would be in a standard district.

### **Development and Site Design**

If approved by Council, the rules of the proposed DC District and the base MU-1 District will provide guidance for the development of the site, including appropriate uses, building height and massing, landscaping and parcel coverage. Other key factors that are being considered during the review of the development permit application include the following:

- interface with the lane and parking stall access;
- increasing the 33 Street public realm by providing additional space within private property;
- exploring potential public realm enhancements along 33 Street SW in alignment with the *Westbrook Village ARP*;
- building massing and relationship with the adjacent parcels;
- mix of uses within the building;
- appropriate amenity space for the residents;
- aligning building to relate directly with the primary pedestrian frontage with lobbies and building entries oriented toward the sidewalks; and
- accommodate an on-site loading stall to accommodate unexpected tenant needs as well as short-stay, mobility-as-a-service parking for services including but not limited to food delivery and ridesharing.

### **Public Realm and Outdoor Amenity Spaces**

The limited size of the site and the intended development form (7-storey residential building), will render provision of at-grade amenity space as challenging. As such, future development permit applications should consider amenity space at the top of the building including design details such as intended programming, surface treatment, and architectural / landscape treatment.

To ensure alignment with the *Westbrook Village ARP* policy regarding the future 33 Street SW public realm area, future site designs should increase the existing narrow sidewalk and provide a building setback ranging anywhere from 1.5 metres to 3 metres from the front property line. The area between the maximum building setback and the property line should be occupied by building entryways, bicycle parking, street furniture and residential front porches or yards. The pedestrian realm should have three distinct zones as follows:

- Street Edge & Furnishings – Used for street trees, benches, bus stops, lighting and wayfinding;
- Throughway – Used for pedestrian travel; must be kept clear of obstructions and can be used for underground utilities; and
- Frontage – Used for outdoor seating, canopies, building and entrance projections, signage, planting boxes and bicycle racks on commercial streets.

### ***City Wide Urban Design***

Given the site proximity to a Transit Orientated Development area (Westbrook Mall), the associated development permit application went before the City of Calgary Urban Design Review Panel for feedback that will be incorporated as part of the development permit review.

### **Transportation**

#### ***Site Access & Traffic***

Vehicular access, waste and recycling operations, and loading is available and is intended to occur off the rear lane. Pedestrian access to the site is available from 33 Street SW, via an existing sidewalk along the subject site. A 3.0-metre wide pathway exists along the west side of 33 Street SW which connects to a westerly pathway along the north side of 17 Avenue SW, further to the south. The site is also located in close proximity to bicycle infrastructure including a Neighborhood Greenway along 14 Street SW to the south, as well as dedicated bike lane located on 12 Avenue SW to the north. The 12 Avenue Bike Lane connects to further bicycle infrastructure including the pathway system along the Bow River, connecting cyclists to the Downtown core to the east, and to communities such as Bowness and Valley Ridge to the west.

#### ***Transit***

The area is well served by Calgary Transit with the Westbrook LRT Station (Primary Transit) located approximately 140 metres (two to three minute walk) from the site, which provides service westbound to the 69 Street LRT Station, and eastbound to the Downtown core with access to other stations, and other routes. The Westbrook LRT Station also includes a MAX Teal transit stop, which provides service south to Douglas Glen. The site is also approximately 400 metres (five-minute walk) north of both westbound and eastbound Route 2 Killarney / 17 Avenue / Mount Pleasant bus stops located on 17 Avenue SW.

#### ***Motor Vehicle Parking***

A parking analysis was submitted with the land use amendment application which supports the zero residential parking proposed in the DC District. Additional Class 1 bicycle parking beyond the Land Use Bylaw requirement is proposed to help encourage cycling for residents and encourage the reduction of dependence on private vehicle for residents. On-street parking within the community adjacent to the site is regulated through the Calgary Parking Authority's residential parking permit system. Currently on street parking is by permit only on the east side of 33 Street SW and there is two-hour parking on the west side of 33 Street SW from 07:00 - 18:00 Monday to Friday. Residents of multi-residential sites such as this will not be eligible for residential parking permits for on-street parking. The Calgary Parking Policies provide land use and development permit application guidance regarding "Zero Parking or Significant Parking Reductions for Multi-Family Residential Buildings". The proposed application aligns with all but one of the required criteria for zero parking provisions; that the site be in the Centre City, a Major Activity Centre or Urban Corridor.

#### **Environmental Site Considerations**

A Phase 1 and 2 Environmental Site Assessment report was provided and reviewed by the Administration. No further actions are required at this time.

#### **Utilities and Servicing**

Water, storm, and sanitary deep utilities are available to service the subject site. Development servicing requirements will be determined at the future development permit and development site servicing plan stage.

## 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 proposed land use and policy amendment builds on the principles of the IGP by promoting efficient use of land and regional infrastructure, and establishing strong, sustainable communities.

### **Municipal Development Plan (Statutory – 2009)**

The [Municipal Development Plan](#) identifies the subject site as Residential – Developed – Inner City area as identified on Map 1: Urban Structure in the MDP. The proposed application aligns with these policies through an intensification of development within an established community to make more efficient use of existing infrastructure, public amenities and transit. Such redevelopment would occur in a form that respects the scale and neighbourhood context in that the neighboring parcels to the north (M-H1) allow for building heights of up to 26 metres and the parcels to the east and south (M-C2) would allow for redevelopment with 16 metre building height.

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

This site is within the Westbrook LRT Transit Oriented Development station area (approximate 600 metre radius of the station head). TOD Policies (8.1 TOD Guideline – Consider Reduced Parking Requirements) encourage sites within station areas to be considered for minimum required parking stall reductions. In exchange for these reductions, Transportation Demand Measures such as surplus Class 1 bicycle parking should be incorporated into the future development.

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

This application does not include any specific actions that address objectives of the [Climate Resilience Strategy](#).

### **Westbrook Village Area Redevelopment Plan (Statutory - 2009)**

This subject site is part of the [Westbrook Village Area Redevelopment Plan](#) which articulates a vision and policy framework for redevelopment of a mixed-use, higher-density activity node that can be effectively serviced by rapid transit, namely the Westbrook LRT Station. This node is envisioned as a complete community with a range of activities – including living, working, shopping and playing—all within a comfortable walking distance. The vision embraces the opportunity to provide a wide range of housing choices, including many options that are more affordable and convenient than the detached single-family home, a diversity of employment opportunities, and a wide array of public amenities and activities.

The [Westbrook Village Area Redevelopment Plan](#) identifies the subject site as the Medium Density Residential precinct, on Map 3.1 Land Use Precincts, allowing for only residential uses, including at-grade live-work uses. Policy allows for buildings that range in height from four to eight storeys at the inner-most edge (which the subject site is in) with a graduation to a three storey maximum at the outer edge.

To support the application that is based on a mixed-use land use district, text and map amendments are proposed to change the subject site from the Medium Density Residential to Urban Retail / Residential precinct. To accommodate the proposed building height and FAR, amendments to Map 3.2 (Density Areas) and Map 3.3 (Building Heights) are also required. The ARP TDM policy (section 3.4.4 [2]) that directs Administration to consider parking rate reductions through the adoption of proven and effective TDM measures and the elimination of residential parking has been further supported by the findings of the applicant's Transportation Impact Assessment.

The proposed application will help realize the vision of the ARP by allowing for the redevelopment of a mixed-use building that will bring more opportunities for living, working, shopping and playing within walking distance of each other. It will also redirect future population growth in the area to increase use of the primary transit network.

#### **Westbrook Communities Local Area Plan (Under Development)**

Administration is currently developing the [Westbrook Communities Local Area Plan](#) which includes Shaganappi and other surrounding communities. Planning applications are being accepted for processing during the local growth plan process. The *Westbrook Communities Local Area Plan* is anticipated to be finalized in Q3 2022. No draft plan has been created at this time. Consultation with the project lead has confirmed that the proposed land use is likely to align with the Urban Form and Building Scale categories that are likely to be proposed in this area.

#### **Calgary Parking Policies (Non-Statutory – 2017)**

The [Calgary Parking Policies](#) provide land use and development permit application guidance regarding “Zero Parking or Significant Parking Reductions for Multi-Family Residential Buildings” in areas of the city where the transportation system provides convenient access to high-quality travel options (including walking, cycling, transit and carshare) as well as being in close proximity to a diverse range of amenities and services.

The proposed application aligns with all but one of the required criteria for zero parking provisions; that the site be in the Centre City, a Major Activity Centre or Urban Corridor. Given the strong merit for zero parking requirements due to the TOD location, a direct control district is being brought forward to Council for this decision on the matter.