

LAND USE AMENDMENT  
SHAGANAPPI (WARD 8)  
12 AVENUE SW & 28 STREET SW  
BYLAW 93D2014

MAP 18C

**EXECUTIVE SUMMARY**

This land use redesignation application in the inner city community of Shaganappi proposes the redesignation of two adjacent Residential – Contextual One/Two Dwelling (R-C2) District parcels to a Multi-Residential – Contextual Medium Profile (M-C2) District designation to allow for multi-residential re-development of this ± 0.13 hectare site in accordance with the City's Municipal Development Plan (MDP) and Calgary Transportation Plan (CTP), Transit Oriented Development (TOD) Policy Guidelines and the proposed Shaganappi Point Area Redevelopment Plan (ARP).

Administrative support of this land use proposal is contingent upon Council's approval of the proposed supporting Shaganappi Point ARP. This proposed ARP establishes a policy framework for redevelopment and new development within the community in proximity to the recently completed and operating Shaganappi Point LRT Station.

**PREVIOUS COUNCIL DIRECTION**

No previous Council direction.

**ADMINISTRATION RECOMMENDATION(S)**

2014 July 31

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

**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION**

That Council hold a Public Hearing on Bylaw 93D2014; and

1. **REFUSE** the proposed redesignation 0.13 hectares ± (0.34 acres ±) located at 1401 and 1407 – 28 Street SW (Plan 7237FO, Block 2, Lots A and B) from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Medium Profile (M-C2) District; and
2. **ABANDON** the proposed Bylaw 93D2014.

**REASON(S) FOR RECOMMENDATION:**

The M-C2 district provides an opportunity to allow for moderate residential intensification of an existing lower density inner city area that is in proximity to the Calgary West Light Rail Transit Line and more specifically, the Shaganappi Point LRT Station. The M-CG district allows for a variety of lower density and height multi-residential forms of development that are intended to

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be in close proximity or adjacent to low density residential development. The proposal allows for an increased variety of housing typologies within the community and is in keeping with applicable existing and proposed municipal policies allowing for strategic intensification of the site that is consistent with the recent and significant capital investment in public transit infrastructure in the area.

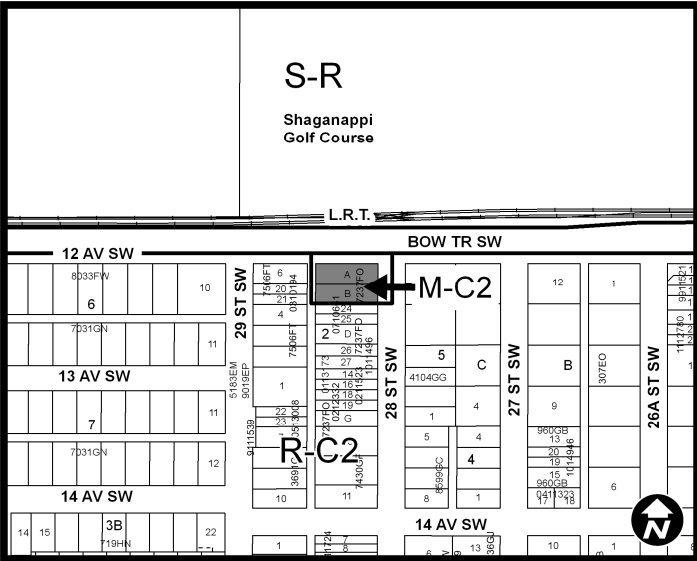
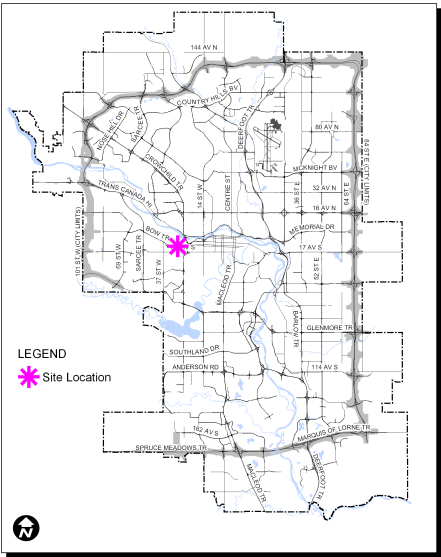
**ATTACHMENT**

1. Proposed Bylaw 93D2014
2. **Public Submission(s)**

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LOCATION MAPS



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**ADMINISTRATION'S RECOMMENDATION TO CALGARY PLANNING COMMISSION**

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.13 hectares  $\pm$  (0.34 acres  $\pm$ ) located at 1401 and 1407 – 28 Street SW (Plan 7237FO, Block 2, Lots A and B) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District.

**Moved by: R. Honsberger**

**LOST: 3 – 5**

Opposed: M. Wade, J. Sturgess,  
J. Gondek, G. C. Carra  
and S. Keating

The Calgary Planning Commission **FILED** Administration's recommendation of APPROVAL and recommends that Council:

1. **REFUSE** the proposed redesignation 0.13 hectares  $\pm$  (0.34 acres  $\square$ ) located at 1401 and 1407 – 28 Street SW (Plan 7237FO, Block 2, Lots A and B) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District; and
2. **ABANDON** the proposed Bylaw.

**Moved by: J. Gondek**

**Carried: 5 – 3**

Opposed: R. Wright, M. Thompson  
and R. Honsberger

Reasons for supporting the recommendation of Refusal from Ms. Gondek:

- Given that Commission has just refused the Shaganappi Point ARP, I cannot support these applications as stand-alones, when a larger, comprehensive plan has not been properly developed. A more dense land use on the subject sites could have resulted in a multi-family development that would add much needed housing stock to Calgary. Perhaps the separate ownership model would have become a consolidation or perhaps a larger developer would have purchased the sites. That is my speculation, but it is also speculation to think that this community will only accept lower densities and experience little change in demographics.

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**Applicant:**

Julius Lukasiewicz

**Landowner:**

Jack Doborski  
Sandra Doborski  
Milburn D'Silva  
Artur Magaj  
Renata Magaj  
Maria Surowka  
Tom Surowka

Planning Evaluation Content	*Issue	Page
<b>Density</b> <i>Is a <b>density increase</b> being proposed.</i>	Yes	5
<b>Land Use Districts</b> <i>Are the changes being proposed <b>housekeeping</b> or <b>simple bylaw amendment</b>.</i>	No	5
<b>Legislation and Policy</b> <i>Does the recommendation create <b>capital budget</b> impacts or concerns.</i>	No	5
<b>Transportation Networks</b> <i>Do different or specific <b>mobility considerations</b> impact this site</i>	Yes	8
<b>Utilities &amp; Servicing</b> <i>Is the site in an area under <b>current servicing</b> review and/or has <b>major infrastructure</b> (water, sewer and storm) concern</i>	No	8
<b>Environmental Issues</b> <i>Other considerations eg. sour gas or contaminated sites</i>	No	8
<b>Growth Management</b> <i>Does this site have the appropriate <b>growth management</b> direction.</i>	No	8
<b>Public Engagement</b> <i>Were <b>major comments</b> received from the circulation</i>	Yes	8

\*Issue - Yes, No or Resolved

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## **PLANNING EVALUATION**

The two adjacent 15 X 45 metre parcels subject to this application form a ± 0.13 hectare site located at the northwest corner of 28 Street SW and 12 Avenue SW in the inner city community of Shaganappi. The parcels are currently developed with two one storey single detached dwellings with detached garages accessed from an unpaved rear laneway. The surrounding residential blocks are comprised by R-C2 designated parcels with a mix of older single detached dwellings and more recently developed single and semi-detached infill developments. A newer (2004) two storey semi-detached dwelling exists on the adjacent parcels to the south. The subject site is flanked by 12 Avenue SW to the north with Bow Trail SW aligned parallel to 12 Avenue SW. The City owned Shaganappi Point Golf Course exists to the north of the site across 12 Avenue and Bow Trail SW respectively. The recently completed and operational Shaganappi Point LRT Station exists approximately 330 metres to the east of the site along 12 Avenue SW with the line alignment and station platform integrated within the Bow Trail SW right-of-way.

This M-C2 land use proposal is in response to a community land use and planning exercise that was undertaken by Administration in consultation with the community in response to this initial owner initiated land use redesignation proposal. Development of the proposed supporting Shaganappi Point Area Redevelopment Plan is an outcome of this initial community planning exercise.

### **LAND USE DISTRICTS**

The proposed M-C2 District is intended to apply to developed areas in the city and allows for multi-residential development that typically has higher numbers of dwelling units and traffic generation than low density residential dwellings and the M-CG and M-C1 multi-residential districts. The M-C2 district allows for a variety of forms of multi-residential development of medium height and medium density and is intended to be in close proximity or adjacent to low density residential development. The M-C2 district is typically located at community nodes or transit and transportation corridors and nodes. A key feature of the district is that development intensity is measured by floor area ratio in order to provide flexibility in building form and dwelling unit size and number. The maximum floor area ratio is 2.5 and the maximum building height is 16 metres. An 11 unit development concept was submitted in support of this land use proposal by the Applicant.

### **LEGISLATION & POLICY**

Municipal Development Plan (MDP) (Approved by Council - 2009)

The parcel is located within an area identified as *Developed – Inner City* on Map 1: Urban Structure of the MDP. Developed – Inner City areas are comprised of residential communities that were primarily subdivided and developed prior to the 1950s. Key features of these areas are a grid road network, older housing stock in the form of low to moderate housing densities and a finer mix of land uses along many of the edge streets. These areas have undergone

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redevelopment in recent years and much of this redevelopment has occurred along busier roads and as low density infilling within lower density areas. It is anticipated that intensification and change will continue to occur in these areas over time.

The MDP contains General – Developed Residential Area (Section 3.5.1) and specific Inner City Area land use and mobility policies that are applicable to this proposal. The MDP recognizes the predominantly low density, residential nature of these areas and supports the retention of housing stock, or moderate intensification in a form and nature that is respective of the scale and character of these neighbourhoods. Redevelopment within predominantly multi-residential areas is intended to be compatible with the established pattern of development and should consider appropriate transitions between adjacent areas and a variety of multi residential housing types to meet the diverse needs of present and future populations. Redevelopment of these areas should support the revitalization of local communities by adding population and a mix of commercial and service uses.

The MDP's mobility policies for these areas encourage that multi-residential parking is well integrated within the residential environment and that high-quality pedestrian and cyclist connections and facilities are provided as linkages to other areas of higher intensity development.

Specific Inner City Area land use policies (Section 3.5.2) identify that sites may intensify particularly in transition zones adjacent to areas designated for higher density, or if the intensification is consistent and compatible with the character of the neighbourhood with these transition zones identified through subsequent planning studies. A range of intensification strategies are identified that should be employed to modestly intensify these areas from parcel-to-parcel intensification to larger more comprehensive approaches at the block level or larger. Buildings in these areas should maximize front door access to the street and principal public areas in order to encourage pedestrian activity.

Redesignation of this site to a proposed M-C2 district in conjunction with the policies and guidelines contained within the proposed Shaganappi Point ARP are believed to be in keeping with the abovementioned MPD policies for these areas.

**Transit Oriented Development Policy Guidelines (Adopted by Council - 2004)**

The parcel is located within a 600 metre radius of the Shaganappi Point LRT Station and therefore, it is also appropriate to consider applicable TOD guidelines in the evaluation of this proposal. Section 10.0 of the TOD guidelines outlines a variety of contexts in which TOD can be achieved and categorizes various station typologies. The Shaganappi Point LRT Station most closely resembles a Residential Neighbourhood Station Type in which surrounding land uses that have the ability to accommodate a mix of residential, commercial, office, supporting retail and services are recommended.

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The M-C2 proposal is believed to be in keeping with these TOD guidelines by allowing the opportunity for transit oriented residential intensification within the community.

Shaganappi Point Area Redevelopment Plan (ARP) (Proposed by Administration - 2014)

The proposed Shaganappi Point Area Redevelopment Plan (ARP) was developed in response to and in support of this and two other owner initiated land use applications and one land use / outline plan application within the community in proximity to the Shaganappi Point LRT Station.

The purpose of the proposed ARP is to provide a policy framework to guide long-term redevelopment of portions of the community that are in proximity to the West LRT alignment and the Shaganappi Point LRT Station. The ARP proposes primarily residential development within the plan boundary in the form of moderate density intensification that is consistent with the MDP's policies allow for intensification that complements and contributes to the existing character of the area. The proposed ARP provides specific policy direction on key redevelopment aspects for the sites within its boundaries including direction on appropriate use, scale, urban form and character.

The site is located within a portion of the proposed ARP plan area that has been identified as appropriate for multi-residential development. Sites within this portion of the plan area have been identified as suitable to accommodate a slight increase in density without having a detrimental effect on the overall character of the existing streets. New developments within this area should be limited to multi-residential development and include townhouses, apartments and live/work units.

General built form and site design policies and specific policies for sites south of Bow Trail SW also exist in the ARP that are intended to minimize impacts on adjacent lower density parcels to the south by allowing for appropriate transitions in building height and massing. Other key development aspects include the encouragement of at-grade orientation of dwelling units, appropriate architectural/interface treatment of developments on corner parcels and building height, massing and stepback guidelines to ensure a sensitive transition in scale from the 12 Avenue SW edge to adjacent low density R-C2 parcels and developments to the south. Specific mobility policies are also applicable and are intended to ensure that vehicle access to sites is provided in a fashion that minimizes its presence along street frontages where possible and allows for an enhanced pedestrian realm in the area.

This land use application is not tied-to-plans and future redevelopment of the site should be guided by the development provisions of the M-C2 district and the applicable policies within the proposed ARP.



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## **TRANSPORTATION NETWORKS**

A Transportation Impact Assessment or Parking study was not required in support of this proposal. The site is located at the northwest corner of 28 Street SW and 12 Avenue SW and contains existing vehicle access via an unpaved rear lane. Recent infrastructure projects completed by the City have greatly increased the transportation options available in the area. Most notable is the West LRT, with the Shaganappi Point LRT Station located approximately 330 metres to the east of the site along 12 Avenue SW with the alignment and station platform integrated within the Bow Trail SW right-of-way.

## **UTILITIES & SERVICING**

Water, sanitary and sewer services are available and are anticipated to accommodate intensification on-site without the need for off-site improvements at this time. Any necessary future upgrades to support redevelopment of the site will be determined at the development permit stage.

## **ENVIRONMENTAL ISSUES**

An Environmental Site Assessment was not required.

## **GROWTH MANAGEMENT**

This land use proposal does not require additional capital infrastructure investment and therefore, no growth management concerns have been identified at this time. The proposal is in alignment with the MDP references associated with growth management matters.

## **PUBLIC ENGAGEMENT**

### **Community Association Comments**

The Shaganappi Community Association is in support of this proposal. See Appendix II for community correspondence.

### **Citizen Comments**

- The majority of citizen comments were requests for additional information about the proposal and/or in regard to the community planning exercise and proposed Shaganappi Point ARP. While there were some comments in support of the proposal identifying that redevelopment of this site would be beneficial to the community, there were also some comments that expressed concern regarding the appropriateness of allowing for multi-residential development intensification within a lower density R-C2 area. Incompatible building height and scale, overshadowing and loss of privacy, increased area traffic and on-street parking were common concerns.

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**Public Meetings**

- While there were no public meetings held specifically for this land use proposal, there was considerable public consultation with the Community in the form of open houses during development of the proposed Shaganappi Point ARP. During these consultations, it was acknowledged by all parties that this land use proposal existed, was under Administrative review and would be subject to an Administrative recommendation at the end of the planning process associated with the proposed ARP.

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## **APPENDIX I**

### **APPLICANT'S SUBMISSION**

The site of the proposed re-zoning is located in the Shaganappi neighbourhood, directly adjacent to the West LRT Line and Bow Trail, 160 metres west of the 26 St. SW LRT station. This area was part of the West LRT Land Use Study and the proposed re-zoning is consistent with classifications identified on Map 4 of the Study. (medium density zone: stacked townhouses/ low rise, 4 to 6 storeys)

In accordance with the guiding principles of the West LRT Study, the proposed eleven residential units would provide a wider variety of housing types and styles in the area and would increase residential density within the vicinity of the 26 St. LRT station. The stacked units vary in size from 1650sq. ft. to 2340 sq. ft. and are either 2 or 3 floors high.

The massing of the proposed development is well articulated and provides heights transition into the adjacent context, also in accordance with the principles of the Study.

Due to the topography of the site, which slopes sharply towards 12th Ave. SW, the proposed development will appear to be only 4 floors high as viewed from the Shaganappi neighbourhood and 5 floors high from 12th Avenue and Bow Trail.

The proposed parking garage provides 17 parking stalls. The number of stalls could be reduced and the extra space used for small retail, facing 12th Avenue SW, again in accordance with the West LRT Study.

Being located to the north of the existing housing, the proposed building will not overshadow the neighbours, as is shown in the attached shadowing study. The building will create a noise and wind buffer for the houses located to the south of it.

In conclusion, the proposed re-zoning and development is consistent with many guiding principles of the West LRT Study, and in the view of the applicants, will positively impact the neighbourhood.

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**APPENDIX II**

**LETTERS SUBMITTED**

Mon 7/21/2014 8:13 PM

RE: Land Use Redesignation Proposal Information / Request for Comment - LOC2011-0064

Stuart;

Further to our discussions, the Shaganappi Community Association is supportive of the three Land Use Amendments described in your correspondence below. We also believe they are within the spirit and intent of the proposed Shaganappi Point ARP that was recently presented at CPC by City Administration.

While the Shaganappi Point ARP is still under review, our Board believes that these applications demonstrate the economic viability of the zoning proposed in the original draft and that these projects will add to the diversity of housing types that we seek for this part of the community.

As you are aware with LOC2011-0064, the property at 1401 and 1407 28 Street SW has a sharp drop in grade to the north toward 12<sup>th</sup> Avenue. In separate correspondence to Steve Jones, we stated that we believe the narrow, steep and often congested lanes in this area are often not the most suitable way to access underground parking. In this case, we would suggest that the Applicant be given the choice as to whether lane access is appropriate for his particular parking needs, or whether street access is a better option.

While we agree that unfettered front access can be problematic to pedestrian traffic, 12<sup>th</sup> Avenue with its direct exposure to Bow Trail will never be a very comfortable pedestrian street. Our view is that 14<sup>th</sup> Avenue will attract most of the internal east-west foot traffic.

This proponent also suggested that a small commercial component might be appropriate for his site. We disagree. Vehicular access from Bow Trail to 12<sup>th</sup> Ave is restricted by physical barriers and as long as 17<sup>th</sup> Avenue continues to struggle to revitalize its commercial property, it should be given precedence as a shopping precinct.

Please let me know if you need any clarification on any of these items.

Ron Goodfellow; FRAIC (retired)  
Planning and Development.  
Shaganappi Community Association