

LAND USE AMENDMENT
GLAMORGAN – WARD 6
EAST OF SARCEE TRAIL SW & SOUTH OF RICHMOND ROAD SW
BYLAW 27D2014

MAP 1W

EXECUTIVE SUMMARY

This land use amendment application seeks to redesignate (rezone) a portion of 5255 Richmond Road SW. The subject site is currently developed with surface parking associated with an existing strip mall located to the east. The proposed residential based land use district will replace the existing commercial based district and will allow for a mixed use development of up to 21 metres in height with a maximum of 88 dwelling units.

PREVIOUS COUNCIL DIRECTION

No direction provided.

ADMINISTRATION RECOMMENDATION(S):

2014 February 27

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 27D2014; and

1. **ADOPT** the proposed redesignation of 0.27 hectares \pm (0.68 acres \pm) located at 5255 Richmond Road SW (Portion of Plan 8311347, Block 13, Lot 1) from Commercial – Community 2 f0.5h18 (C-C2f0.5h18) District **to** Multi-Residential – High Density Low Rise (M-H1h21d320) District, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 27D2014.

REASON(S) FOR RECOMMENDATION:

The proposal represents an opportunity to utilize the site more efficiently and allow for a more compact urban form in an area that already has a wide range of amenities, access to public transit and is serviced by municipal infrastructure.

ATTACHMENT

1. Proposed Bylaw 27D2014

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LOCATION MAPS

Figure 1

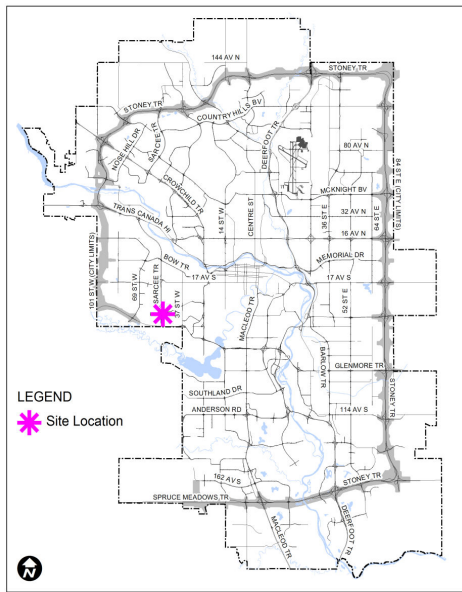


Figure 2

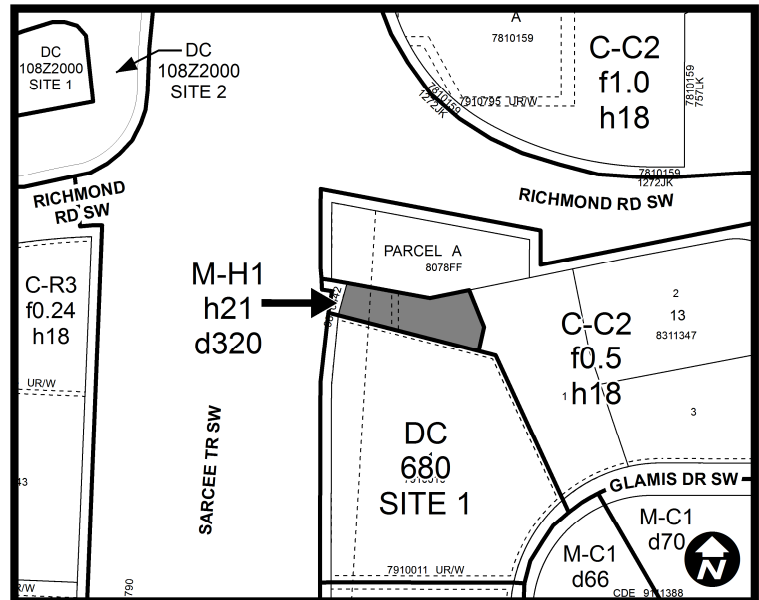
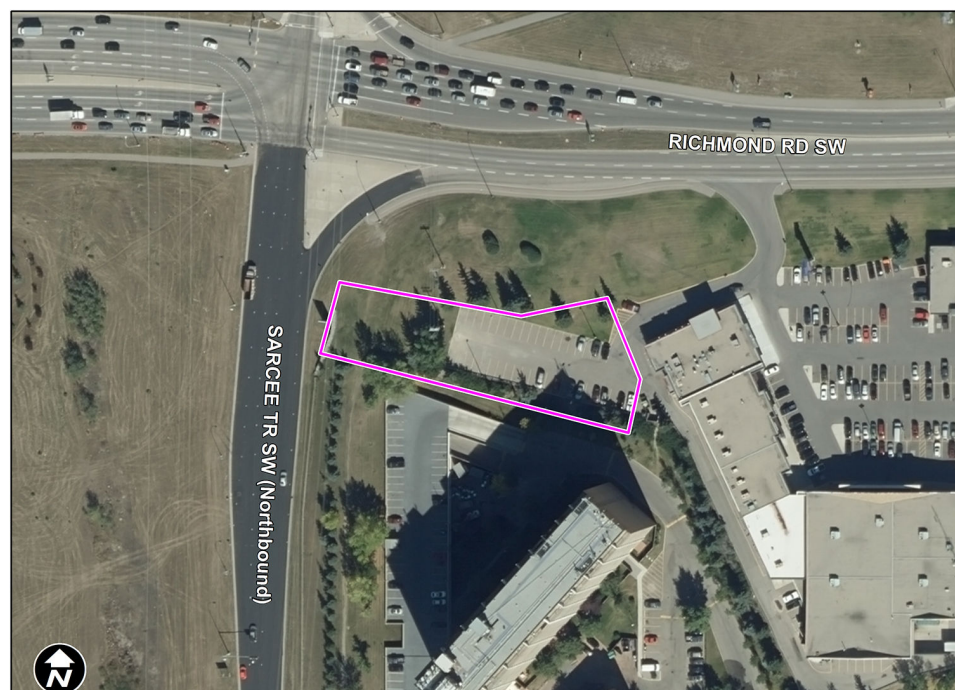


Figure 3



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ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION

1. Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.27 hectares \pm (0.68 acres \pm) located at 5255 Richmond Road SW (Portion of Plan 8311347, Block 13, Lot 1) from Commercial – Community 2 f0.5h18 (C-C2f0.5h18) District **to** Multi-Residential – High Density Low Rise (M-H1h21d320) District.

Moved by: R. Honsberger

Carried: 5 – 3

Opposed: M. Wade, R. Wright and
G-C. Carra

Reasons for opposition from Mr. Wright:

- No satisfactory answer to address the removal of 40+ parking stalls and the impact on the existing Development Permit and the parking required of the shopping center. Is reduction of parking making the shopping center non-conforming?

Reasons for opposition from M. Wade:

- I am very concerned about the removal of 40 parking stalls and how this land use amendment will impact parking in the future without knowing what the building design will be and how parking will be dealt with.

Reasons for opposition from Mr. Carra:

- I am all for increasing density but my issue is that there is no walkability associated with this land use amendment and every new resident will have the automobile as their overwhelmingly primary mobility choice. I believe we should concentrate density in more walkable and transit oriented locations.

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Applicant:

Manu Chugh Architect

Landowner:

First Capital (London Place West)
Corporation

Planning Evaluation Content	Issue	Page
Density <i>Is a density increase being proposed.</i>	Yes	5
Land Use Districts <i>Are the changes being proposed housekeeping or simple bylaw amendment.</i>	No	5
Legislation and Policy <i>Does the recommendation create capital budget impacts or concerns.</i>	No	6
Transportation Networks <i>Do different or specific mobility considerations impact this site</i>	Yes	6
Utilities & Servicing <i>Is the site in an area under current servicing review and/or has major infrastructure (water, sewer and storm) concern</i>	No	7
Environmental Issues <i>Other considerations eg. sour gas or contaminated sites</i>	No	7
Growth Management <i>Does this site have the appropriate growth management direction.</i>	Yes	7
Public Engagement <i>Were major comments received from the circulation.</i>	Yes	8

*Issue - Yes, No or Resolved

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PLANNING EVALUATION

SITE CONTEXT

The subject site consists of a portion of a larger single titled parcel, which is currently developed with a commercial strip mall and associated surface parking stalls. The surrounding area is characterized by a wide range of retail, service and residential uses that vary in scale and intensity. Adjacent developments range from a single storey commercial to 10 or 14 storey residential buildings.

The subject site can be characterized as a long, narrow strip of land (95 by 30 metres), approximately 0.27 hectares in size, currently developed with about 40 surface parking stalls associated with the adjacent strip mall. Although the site itself is relatively flat, lands to the south and west are significantly lower compared to the elevation of the subject site. Two utility rights of way extend in a north-south direction through the western portion of the subject site (Figure 2).

LAND USE DISTRICTS

The existing land use designation is a Commercial – Community 2 f0.5h18 (C-C2f0.5h18) District with a floor area ratio of 0.5 and a maximum building height of 18 metres.

The proposed land use district is a Multi-Residential – High Density Low Rise (M-H1h21d320) with a maximum height of 21 metres (approximately 6 to 7 storeys) and a maximum number of 320 units per hectare (total maximum of 88 residential units). The M-H1 district also allows for, but does not require, a number of support-commercial uses on the ground floor of buildings.

Residential density

The applicant proposed to include a density cap intended to limit the maximum number of residential units in response to the Glamorgan Community Association's concerns regarding vehicular access and general traffic challenges in the area. Also, the proposed density maximum is generally aligned with conclusions of a Transportation Impact Assessment provided by the applicant in support on this application.

Administration has no concerns with the proposed density cap as it addresses the community's concerns while still allowing for more efficient use of the site.

Surface parking & proposed land use district

Future redevelopment of the subject site under the proposed M-H1 district may result in elimination of the existing parking associated with the strip mall, most recently approved under DP2009-0804. As a result, revisions to the approved development permit would be required if subdivision or redevelopment of the subject site is proposed.

If no redevelopment of the subject site occurs, the proposed land use is still appropriate from a long term perspective and allows for the existing use to continue under the label of legal non-conforming, which is generally not an issue for surface parking uses.

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There is a variety of possible redevelopment scenarios for the entire parcel that are not discussed in this report. However, the proposed land use amendment together with the rules of 1P2007 Land Use Bylaw does not preclude any of the potential redevelopment scenarios from being considered in the future.

LEGISLATION & POLICY

Municipal Development Plan

The site is located within the Richmond Road SW Neighbourhood Corridor as identified on Map 1 in the Municipal Development Plan (MDP). The MDP also identifies the Westhills Major Activity Centre just to the west of the site and an established Community Activity Centre just north of Richmond Road SW. Both of these large retail and service providing hubs are within a short distance of the site.

The MDP includes a variety of policies that allow for and/or encourage intensification of lands in direct proximity to neighbourhood corridors particularly in locations where they merge with activity centres serviced by public transit.

In contrast, auto-oriented uses and designs that generate high volumes of traffic, consume large amounts of land in a low density form, require extensive surface parking, and create negative impacts for pedestrian travel should be discouraged.

Given the location of the site and the immediate character of this neighbourhood, a land use redesignation that will allow for additional, yet limited in scale, residential development on a currently underutilized portion of the site, is considered appropriate and in keeping with the applicable policies of the MDP.

Glamorgan Design Brief (non-statutory – 1977)

The site is located within an area intended for multi-residential uses as identified in the design brief. As the design brief was developed to guide the initial development of the community, the document makes no specific reference to the site or redevelopment preferences and patterns for this area.

TRANSPORTATION NETWORKS

Richmond Road SW is part of the Primary Transit Network. A number of bus stops, including the Richmond Road SW bus terminal, serviced by routes providing connections to downtown or the West LRT are in proximity to the site. Efficient pedestrian connections (sidewalks) from the subject site to the existing bus stops are currently not available and would have to be provided at the development permit stage.

Motor vehicle access is available from Richmond Road SW and 50 Avenue SW. If the subject site is subdivided from the remainder of the parcel, a mutual access easement would be required to allow for legal access via the adjacent mall site.

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A Transportation Impact Assessment (TIA) was received and reviewed in conjunction with this application. While the TIA demonstrated that the surrounding transportation network can accommodate the proposed addition of residential units, a number of on and off site improvements will be required at the development permit stage.

All aspects associated with bicycle and motor vehicle parking will be determined at the development permit stage.

UTILITIES & SERVICING

The applicant was provided with an opportunity to determine the scale and approximate costs associated with any upgrades potentially required to service a new development on the subject site.

While water, storm and sanitary mains are available to service the subject site, a servicing requirements letter submitted by the applicant identified that all necessary improvements (upgrades/extensions) are feasible and to be provided at the expense of the developer. However, details associated with the extent of necessary improvements will be reviewed and determined at the development permit stage.

ENVIRONMENTAL ISSUES

An Environmental Site Assessment was not required.

ENVIRONMENTAL SUSTAINABILITY

Not applicable. An analysis of site specific measures that would contribute toward an environment friendly development will be conducted at the development permit stage.

GROWTH MANAGEMENT

This proposal is in alignment with the MDP references associated with growth management issues.

PUBLIC ENGAGEMENT

Community Association Comments

The correspondence received from the Glamorgan Community Association (GCA), attached in APPENDIX II of this report, is based on an initial submission received from the applicant that included a higher intensity land use district (M-H2h36d430). Administration provided the GCA with an opportunity to submit new comments in response to the revised proposal (M-H1h21d320), however, no additional comments were received at the time of writing this report.

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The GCA provided comprehensive comments some of which relate to this land use application, future development permit issues, as well as functionality and operations of the existing strip mall site.

While solutions to a number of the GCA identified concerns have been determined throughout review of this application, the majority of solutions may not be implementable until subsequent development permit review process.

Citizen Comments

The vast majority of comments received were regarding issues associated with increased vehicular traffic, lack of motor vehicle parking stalls, property values, insufficient amount of public open space in the community and impacts associated with ongoing additions of residential units in the neighbourhood.

Public Meetings

No public meetings were held by Administration or the applicant.

Administration attended two GCA meetings to discuss this application. Issues related to the maximum height and density, vehicular and pedestrian circulation, development versus land use issues and applicability of the Municipal Development Plan were discussed.

The applicant also met with the GCA and presented the original proposal for their information.

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APPENDIX I

APPLICANT'S SUBMISSION

February 4, 2014

The subject Land Use Amendment application submitted on behalf of "first Capital Realty Inc." requests the re-designation of a portion (currently developed as surface parking) of an existing shopping centre commonly known as "London Place West" located at 5255 Richmond Road S.W.

- Lots: 1, 2, and 3
- Block: 13
- Plan: 8311347.

The subject parcel is located in the south west quadrant of the City on the western edge of the community of Glenmorgan. The existing land use designation is Community - Commercial 2 with a floor area ratio of 0.5 and a maximum building height of 18 meters (60.0 ft) (**C-C2f0.5h18**). The subject parcel is 2.93 ha (7.24 acres) in size and contains a group of single storey buildings with a total of 7,217 sm (77,661 sq ft) development with retail and consumer, offices and restaurants.

The proposed Land Use Amendment would re-designate 0.276 ha (0.68 acs) portion of the subject site located on the western edge of the parcel to a more suitable land use designation of Multi-residential high density Medium Rise (**M-H1**) District with a building height of 21.0 metre (68 ft), and a density of 320 units per hectare. (Approximately 129 units/ac). The proposed Land Use Amendment would allow for a maximum of six (6) storey development with mechanical/elevator room for a total of approximately 88 units.

Surrounding Land Uses.

- Two high density - high rise developments are located immediately to the south of the subject property.

Proposed Development

- The current land use district of **Commercial - Community 2, C-C2f 0.5h18**, is somewhat restrictive in the current F.A.R and height modifiers to accommodate a new (multi-residential only) development on the subject parcel. Although the commercial land use designation would provide for a mixed use building with commercial uses at the ground level, the owners' intention is to develop a **medium rise residential building on the 0.68 acres of the unused western portion of the subject parcel**. The proposed building would be compatible with and complementary with the high rise apartment buildings to the south and the surrounding commercial development. **The proposed building would be purely a multi-residential development.**

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- There are no plans for any major addition or major re-development of the existing "shopping centre" (except to make certain existing uses or areas more efficient by adding a total of 2,300 sq ft to a retail building) therefore, the current land use
- designation of **C-C2 f 0.5 h 18** would remain on the remaining 6.57 acres (2.66 ha) of land.

Rationale for proposed Land Use.

- The proposed land use re-designation to **M-H1h21d320**, on the westerly 0.68 acres (0.27 ha) would have no negative impact on the existing commercial "shopping centre" portion of the parcel. A residential medium rise (6 storeys) would be a sensitive infill for the portion of land which is currently (practically unused) developed as surface parking. The principals of sensitive densification as noted in the Calgary Municipal Development Plan would apply in this case along with the efficient use of the existing surrounding infrastructure including public transit system and major roads.

Based on the above, we respectfully request C.P.A G, Calgary Planning Commission and City Council's support and approval for the requested land use amendment

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APPENDIX II

COMMUNITY ASSOCIATION RESPONSE

From: Ostrom, Beryl (UNKNOWN BUSINESS PARTNER)
Sent: Tuesday, November 06, 2012 11:05 AM
To: 'martin.beck@calgary.ca'
Cc: Ward 6 Contact; glamcom@telusplanet.net; Kevin Hawes (contact@assuredhi.com)
Subject: LOC 2012-0067 - 5255 Richmond Road S.W. - Proposed Land Use Amendment

Good Morning Martin – I am writing on behalf of the Glamorgan Community Association with respect to the proposed development that will be located due west of the London Place Shopping Center.

We met with the Applicants September 28, 2012 to view the site and to also talk about our concerns with this development. I apologize for the length of this e-mail but there are a number of items and we do not wish to have them over looked as the process moves along.

- 1) We have no concerns with the Land Use Amendment regarding the height relaxation. Given the size and height of the existing structure directly south of the proposed site it is a moot point. To date, we have not seen any type of building plan or concept drawing which makes it difficult to address any specific items.
- 2) We also have no concerns with removing the “commercial” component from the ground floor. Given the proximity to the existing shopping center and other amenities within walking distance of this site, it is space that could be well used by occupants of the building. For example it could be turned into activity/meeting rooms, fitness area or some other type of space that would be of benefit. Unfortunately we have not seen any type of “conceptual plan” to date so it is difficult to comment as to what that could be.
- 3) We wish to see on-site parking addressed at this juncture as well. As we all know, people drive and this building will likely house 2 car owners. We already have severe parking and access issues with the development next door and further to the south. There must be enough on-site parking to meets the needs of tenants/owners (and visitors) without removing more parking spaces from the shopping center proper, This is an extremely busy site all day every day and well into the evening.
- 4) Possibility of connecting the pathway that runs along the berm to the shopping center so disabled or handicapped residents don't have to travel on the roadway as is now the case.

We do have a number of concerns – the most important being the on-site safety and safe access of pedestrians and vehicular traffic entering and leaving the site.

- 1) Removal of approximately 42 parking stalls from Shopping Center use.

M. Beck

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- 2) Potential for conflict between new residents and the shopping center as this site is very busy all day, every day and well into the evening.
- 3) Shortage of parking stalls for the building - the City purposely allows for less stalls but as we all know, there are more than 1 vehicle per unit and encroachment into the overall parking allotment for the entire shopping center site. How will overflow and visitor parking be handled?
- 4) SAFETY for both mall patrons and residents. An item to consider would be widening the approach and fixing the entrance off of Richmond between the Bank and the small building where the Jeweler is. This entrance is poorly designed and usually has a recurring sink hole that affects traffic movement at certain time of the year. Safety will become a greater concern by Boston Pizza as there will be conflict between patrons and potential residents.
- 5) SAFETY and traffic movement within the actual shopping center site. This site is very busy all day every day.
- 6) Busy bus stops and entrances/exits off 50th. Need to consider some type of traffic management as the portion of road from the 4 way stop sign to Richmond is heavily utilized all hours of the day and especially weekends.
- 7) Entrance/exit by the Rogers Store on 50th where we talked about slope, drainage, visibility for car entering the site but can't see traffic past the Good Earth Building, ability of large trucks to enter and exit safely, and volumes.
- 8) Entrance/exit north of the Rodgers exit – large rock location, to see if it could be right in and right out relieving some congestion.
- 9) Entrance/exit by BMO Building – working at the moment but requires some discussion about safety, the sink hole and disbursement of traffic on to the site once you get past the buildings on either side. Current curbing configuration forces all traffic down to the London Drugs building which adds to the congestions and poor sites lines of traffic entering and exiting that main portion of the shopping center.

Other issues

Safety during construction, particularly for shopping center patrons many of who are elderly, access and egress of construction vehicles, dirt, noise, hours of construction, heavy trucks potentially along 46 Ave and 50, impact on adjacent residents. What is the City's role and how will this site be monitored?

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We are also concerned that the City of Calgary will try to impose unreasonable conditions regarding set-backs for the Shopping Center during this process. At the time that the Shopping Center was built, the set-backs were more than adequate at the time. However with the widening of both Sarcee Trail and particularly Richmond Road (from 2 lanes to 4 lanes each way), the City has reduced the set-backs substantially. This should not result in any undue hardship or “non-compliance” issues for the Developer or Shopping Mall Owners.

As a Community we already have a severe access/congestion problems along Glamis drive, particularly with respect to Fire Services. With the tight location of this building to the adjacent buildings, this is a concern. Particularly in light of some the recent apartment building fires.

The Shopping Center proper is highly successful and very busy, which is a testament to the vibrant mix of long term tenants. The parking lot is very busy but pedestrian traffic is also very high. A great many patrons walk rather than drive.

In closing, some of these issues may be deal with more appropriately later in the process. However, we do not wish to have them dismissed or “overlooked” later on by the City of Calgary. Some of these will fall to the Shopping Center Owner/Developer but many will fall directly to Roads and Transportation. We would expect to have a serious conversation with Roads and Transportation as this project moves through the process. The portion of 50 St. S.W. between Glamis Drive and Richmond Road is the only egress for north bound traffic or west bound traffic and must be included as part of this approval.