

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

EXECUTIVE SUMMARY

This application was submitted by Carlisle Group on 2017 July 24 on behalf of several landowners. This application proposes to change the designation of five residential properties from Residential – Contextual One Dwelling (R-C1) District to Multi Residential – Contextual Medium Profile (M-C2) District to allow for:

- multi-residential buildings (e.g. townhouses, fourplexes, apartment building);
- a maximum building height of 11 metres (where adjacent to a shared property line) to 16 metres (an increase from the R-C1 current maximum of 10 metres);
- a maximum building floor area of approximately 8000 square metres (86000 square feet), based on the building floor area ratio (FAR) of 2.5; and
- the uses listed in the Multi-Residential – Contextual Medium Profile (M-C2) District.

This proposal is aligned with the applicable policies of the *Municipal Development Plan (MDP)* and the *West LRT Land Use Study*, and meets many of the *Location Criteria for Multi-Residential Infill*.

ADMINISTRATION'S RECOMMENDATION:

That Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw the proposed redesignation of 0.32 hectares \pm (0.79 acres \pm) located at 4919, 4923, 4927, 4931 and 4935 - 17 Avenue SW (Plan 6182HM, Block 5, Lots 43 to 47) from Residential – Contextual One Dwelling (R-C1) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District; and
2. Give three readings to the proposed bylaw.

Moved by: C. Friesen
Absent: J. Gondek

Carried: 5 – 1
Opposed: D. Leighton

RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION

That Council hold a Public Hearing on Bylaw 147D2018; and

1. **ADOPT** the proposed redesignation of 0.32 hectares \pm (0.79 acres \pm) located at 4919, 4923, 4927, 4931 and 4935-17 Avenue SW (Plan 6182HM, Block 5, Lots 43 to 47) from Residential – Contextual One Dwelling (R-C1) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 147D2018.

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

Site Context

The subject site is located in the community of Glendale, south of 17 Avenue SW and west of Gateway Drive SW. A partially developed parcel designated Commercial – Neighbourhood (C-N2) District is located to the north of the subject site. The undeveloped portion of it is maintained by the Parks department as open space. Single detached dwellings exist to the east, west and south of the subject site.

The site's total area is approximately 0.32 hectares \pm (0.79 acres \pm) in size, it is predominately flat and currently developed with five single detached dwellings.

As identified in *Figure 1*, the community of Glendale has experienced a population decline from its peak in 1969.

Figure 1: Community Peak Population

Glendale	
Peak Population Year	1969
Peak Population	3,950
2017 Current Population	2,768
Difference in Population (Number)	-1182
Difference in Population (Percent)	-30%

Source: *The City of Calgary 2017 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Glendale](#) community profile.

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

INVESTIGATION: ALTERNATIVES AND ANALYSIS

On 2017 July 24, a land use amendment application was submitted that proposed to change the designation of five developed residential parcels (the “subject site”) to Multi-Residential – High Density Low Rise (M-H1) District. After review, Administration determined that there is no policy support for a land use change of this scale at this location.

Subsequently, Administration suggested that the Multi-Residential – Contextual Medium Profile (M-C2) District would be more appropriate for this location as the district is intended to be in close proximity, or adjacent to, low density residential development as well as transportation corridors. Further, Administration also strongly encouraged the applicant to undertake formal engagement with the surrounding residents and community and provide a “What We Heard” report to summarize feedback that was collected.

On 2017 November 10, the applicant responded by amending their application to propose the Multi-Residential – Contextual Medium Profile (M-C2) District. It is this revised application that has been recommended for approval.

Land Use

The existing Residential One Two Dwelling (R-C1) District allows for a maximum of five dwelling units across the site. The proposed land use district is the Multi-Residential – Contextual Medium Profile (M-C2) District. This district does not limit density based on the number of dwelling units, but rather limits density through building form with a maximum floor area ratio of 2.5. The proposed district would allow for approximately 8,000 square metres of floor area to be developed under the 16 metre height limit. The site is considered appropriate for greater density considering its location along 17 Avenue SW.

Infrastructure

Transportation Networks

The proposed site is located within approximately 300 metres of the 45 Street Station along 17 Avenue SW. Transit service is available near the subject site on Glenside Drive and 17 Avenue SW. Vehicular access to the site will be determined at the development permit stage.

Utilities and Servicing

Water, sanitary and storm sewer mains are available to service the site and can accommodate the proposed land use without the need for off-site improvements at this time.

Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210 Bylaw 147D2018

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant citizens and notice posted on-site. Notification letters were sent to adjacent land owners and the application was advertised on-line.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

The Glendale and Westgate Community Associations were circulated as part of standard procedure. Both communities expressed objections to the proposed applications as outlined in their letters (Attachments 2 and 3)

Administration received 58 letters of objection, four letters of support and one letter that neither objected nor supported the revised application were received by the report submission date.

Reasons stated for opposition are summarized as follows:

- Change to existing community character;
- Impact of a five storey building on adjacent single detached dwellings;
- Impacts of increased parking and traffic within the community; and
- Development prior to an area redevelopment plan is premature, allows for "ad hoc" development decisions.

Reasons stated for support are summarized as follows:

- Close proximity to 45 Street Station;
- Adjacent to 17 Avenue SW;
- General support for increased "diversity" within the community; and
- General support for increased density within the inner-city.

Administration considered the relevant planning issues specific to the proposed redesignation: Administration's recommendation is based on existing development policies and provincial legislation and cannot include subjective issues such as community character; Potential issues regarding increased traffic generated by a new development will be reviewed and addressed accordingly at the future development permit stage; The M-C2 Land Use District includes rules to ensure an appropriate height transition for development adjacent low density residential areas.

At the future development permit stage, the Development Authority will work with the applicant to ensure that the building demonstrates a compatible transition to the existing single detached dwellings on either side of the site, as well as across the lane. An acceptable transition will ensure that the adjacent building is within proportion to the height of the existing single detached houses on the east and west sides of the site. In addition, an acceptable transition will provide a stepping back of the building height along the south side of the site so as to provide an appropriate transition of scale with the existing homes on the other side of the lane.

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

Engagement

From 2017 August 23 to September 6, an online survey was facilitated by Administration, seeking early public feedback regarding the following topics. These topics were identified based on a summary of circulation feedback that had been received:

- how a building could integrate with the surrounding community context;
- how street parking is currently used in the area and how additional cars may affect available parking areas;
- the existing flow of vehicles along 17 Ave SW, community roadways and lanes;
- how an increase from two to six storeys would impact daily life;
- how residents walk around the area currently and what should be considered to ensure safe use for pedestrians; and
- the current pathway system and any impacts to neighbourhood pathways surrounding the application site.

From this list of topics, citizens were asked to select three topics most important to them, and provide a description of why for each. Citizens were also asked to provide any additional specific issues or concerns they had regarding the application.

Citizens believed the location and height of the application were not appropriate for the surrounding community and would prefer a two-to-three-storey development instead of a five to six storey (maximum allowable height of 16 metres) development. They were also concerned about potential increases to traffic and street parking, indicating that street parking is already an issue close to 17 Avenue SW due to increased parking and residential parking restrictions resulting from the West LRT. Citizens felt that these issues, combined with the increased cut-through and alley traffic, would create a safety hazard for motorists, pedestrians and children in Glendale.

On 2018 February 09, a developer-led open house was held at the Killarney Community Hall. The purpose of this open house was to provide an update to residents on the progress of the application and provide an opportunity to ask questions of both the applicant and Administration. Feedback collected from this open house was summarized in a What We Heard Report drafted by the applicant (Attachment 4).

Citizens believed that multi-residential development within Glendale was inappropriate and were concerned that development on this site would create a precedence for further four-to-six-storey development within Glendale in the future. While there were some citizens who were more open to multi-residential infill located along 17 Avenue SW, they would prefer building heights of three-storeys or less. Citizens were also concerned about increased traffic within the lane, both from the new residents and cut-through traffic, as well as further on-street parking shortages. Citizens are concerned that multi-residential development would negatively impact their property values.

Calgary Planning Commission Report to
Public Hearing Meeting of Council
2017 May 07

ISC: UNRESTRICTED
CPC2018-0260
Page 7 of 9

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The site is located within the ‘City, Town’ area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan (SSRP)*. While the SSRP makes no specific reference to this site, the proposal is consistent with policies on Land Use Patterns.

Municipal Development Plan (Statutory – 2009)

The subject site is located within the ‘Residential – Developed – Established’ area as identified on Map 1: Urban Structure in the *Municipal Development Plan (MDP)*. While the MDP makes no specific reference to this site, this land use proposal is consistent with MDP policies regarding respecting and enhancing neighborhood character, general developed residential areas and established areas land use.

There is no statutory local area plan that applies to this location.

West LRT Land Use Study (Non-statutory – 2009)

The subject site is identified as ‘Medium Density – Stacked Townhouses/Low Rise (4-6 storeys)’ on Map 4: Density Areas in the *West LRT Land Use Study*. The subject site is not located within a Planning Priority Area as identified on Map 6 and therefore a land use amendment application for any site outside of these areas must meet the test of being a more desirable land use district that provides a better form of development in the long term.

The proposed land use district aligns with the Medium Density area policies as it would allow for a “Low Rise” building with a maximum height of 16 metres (or 5 storeys). As well, the proposed land use district meets the test for applications outside of Planning Priority Areas as it allows for moderate intensification given that the site is located within close proximity to the 45 Street LRT Station. Further, the proposed land use includes building form rules to ensure an appropriate transition between adjacent existing low-density residential areas.

Transit Orientated Development Guidelines (Non-statutory – 2005)

The subject site is within a 600-metre radius of the 45 Street Station and is considered part of a station planning area. This land use proposal is consistent with guidelines on Transit Supportive Land Uses, optimizing density around stations, minimizing the impacts of density and ensuring the built form complements the local context.

The guidelines within this policy were incorporated into the *West LRT Land Use Study*.

Location Criteria for Multi-Residential Infill (Non-statutory – 2014)

The subject parcel meets approximately half of the guideline criteria for consideration of multi-residential infill. The guidelines are not meant to be applied in an absolute sense, but are used

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

in conjunction with other relevant planning policy, such as the MDP or local area policy plans, to assist in determining the appropriateness of an application in the local context.

The site satisfies multiple criteria including being located 125 metres from the Route 2 bus stops, placing it well within the 400 metre ideal radius of the bus network. Similarly, the site is 225 metres from the 45 Street LRT Station, placing it well within the 600 metre ideal radius of the primary transit network.

The majority of the site faces the 17 Avenue SW arterial road, is adjacent to an existing open space and has direct lane access.

The site does not satisfy other criteria, namely it is located midblock, is not adjacent to planned or existing multi-residential, non-residential development, corridor or activity centre.

Social, Environmental, Economic (External)

The recommended land use amendment will provide for a moderate increase in residential density, allowing for a more efficient use of existing public infrastructure. In addition, this proposal would encourage an increase in socio-economic diversity within the area by providing a variety of housing types and forms. No environmental issues have been identified at this time.

Financial Capacity

Current and Future Operating Budget:

There are no known impacts to the current and future operating budgets at this time.

Current and Future Capital Budget:

The proposed amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use redesignation is compatible with applicable policies identified in the *Municipal Development Plan*, the *West LRT Land Use Study*, the *Transit Orientated Design Policy Guidelines* and the *Location Criteria for Multi-Residential Infill*. The proposal provides for a moderate increase in residential density within a form that respects the existing low-density residential development. The site is within close proximity to the 45 Street LRT Station and fronts onto 17 Avenue SW.

Calgary Planning Commission Report to
Public Hearing Meeting of Council
2017 May 07

ISC: UNRESTRICTED
CPC2018-0260
Page 9 of 9

**Land Use Amendment in Glendale (Ward 6) at multiple properties, LOC2017-0210
Bylaw 147D2018**

ATTACHMENT(S)

1. Applicant's Submission
2. Glendale Community Association Letter
3. Westgate Community Association Letter
4. Applicant's *Open House Summary Report* from the Developer-Led Open House (February 9, 2018)
5. Calgary Planning Commission Member Comments
6. Calgary Planning Commission Motions and Amendments
7. Proposed Bylaw 147D2018
8. Public Submissions