

**Calgary Planning Commission Report to
Public Hearing Meeting of Council
2018 July 23**

**ISC: UNRESTRICTED
CPC2018-0673
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Policy and Land Use Amendment in South Calgary (Ward 8) at 1940 - 29 Avenue SW, LOC2018-0014, Bylaws 45P2018 and 219D2018

EXECUTIVE SUMMARY

This application was submitted by McKinley Burkart on 2018 January 19 on behalf of the landowner Richard Fedoruk. The application proposes to change the designation of this property from Residential – Contextual One/Two Dwelling (R-C2) District to Multi-Residential – Contextual Grade-Oriented (M-CGd75) District to allow for:

- multi-residential buildings (e.g. townhouses, fourplexes);
- a maximum building height of 12 metres (an increase from the current maximum of 10 metres);
- a maximum of four dwelling units (an increase from the current maximum of two dwelling units), based on a density of 75 units per hectare; and
- the uses listed in the proposed M-CGd75 designation.

This redesignation is concurrent with a development permit application for a four-unit residential building. An amendment to the *South Calgary/Altadore Area Redevelopment Plan* (ARP) is required to allow for both the land use and development permit.

The proposal conforms to the ARP as amended, aligns with applicable policies of the *Municipal Development Plan*, and meets five of eight *Location Criteria for Multi-Residential Infill*.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the South Calgary/Altadore Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.

Moved by: J. Gondek

Carried: 7 – 0

3. **ADOPT**, by bylaw, the proposed redesignation of 0.06 hectares ± (0.14 acres ±) located at 1940 – 29 Avenue SW (Plan 4479P, Block 23, Lots 19 and 20) from Residential – Contextual One/Two Dwelling (R-C2) District to Multi-Residential – Contextual Grade-Oriented (M-CGd75) District; and
4. Give three readings to the proposed bylaw.

Moved by: J. Gondek

Carried: 7 – 0

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**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION, DATED 2018 JUNE
14:**

That Council hold a Public Hearing on Bylaws 45P2018 and 219D2018; and

1. **ADOPT** the proposed amendment to the South Calgary/Altadore Area Redevelopment Plan, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 44P2018.
3. **ADOPT** the proposed redesignation of 0.06 hectares \pm (0.14 acres \pm) located at 1940 – 29 Avenue SW (Plan 4479P, Block 23, Lots 19 and 20) from Residential – Contextual One/Two Dwelling (R-C2) District **to** Multi-Residential –Contextual Grade-Oriented (M-CGd75) District, in accordance with Administration's recommendation; and
4. Give three readings to the proposed Bylaw 219D2018.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

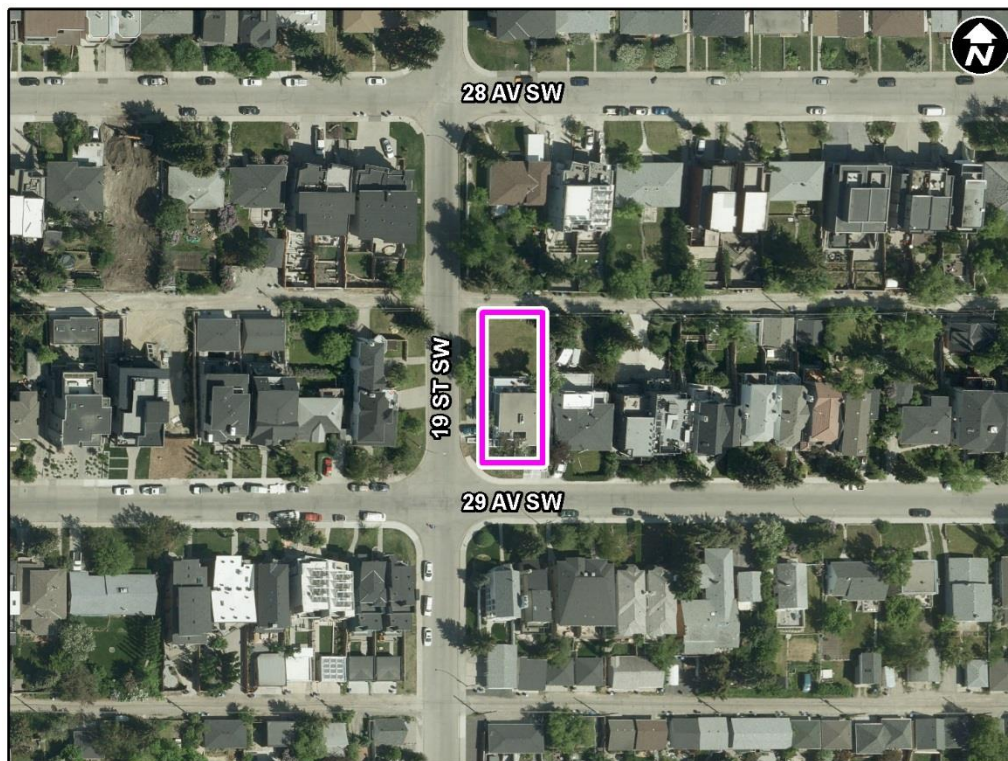
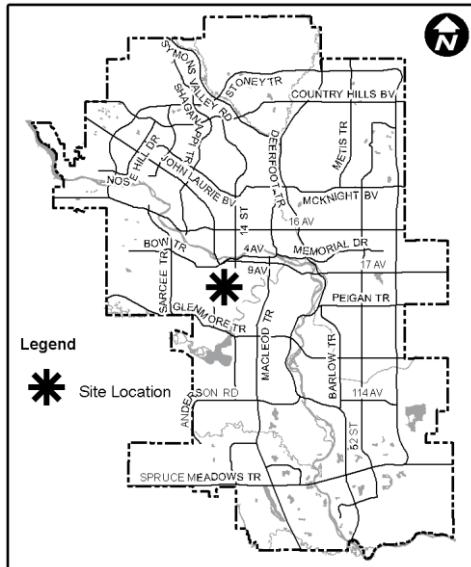
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BACKGROUND

Location Maps



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Site Context

The subject site is located in the inner-city community of South Calgary at the northeast corner of 29 Avenue and 19 Street SW. Surrounding development is a mix of single and semi-detached housing. The immediate area is predominantly designated R-C2 District, though one block east the land use transitions to primarily M-C1 District. Two parcels located a block north have recently been redesignated to R-CG District.

The parcel is approximately 0.06 hectares in size with dimensions of 15 metres wide by 38 metres deep. The property is currently developed with a walk-out bungalow dating to the early 1950s, featuring an attached side garage with vehicular access to 19 Street SW. The site features a substantial slope down to the north, with the rear property line approximately 7 metres below the front property line at an average slope of 18 percent.

As identified in *Figure 1*, the community of South Calgary reached its peak population in 2016. From 1968 to 1985 the community's population decreased by 32 percent but it has since recovered and surpassed its 1968 peak. Much of this population growth over the past 30 years is associated with unit construction – from 1985 to 2017 the total number of occupied dwelling units has increased by 35 percent.

Figure 1: Community Peak Population

South Calgary	
Peak Population Year	2016
Peak Population	4,118
2017 Current Population	4,038
Difference in Population (Number)	-44
Difference in Population (Percent)	-2%

Source: The City of Calgary 2017 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This application represents a modest increase in density and allows for development that is compatible with the massing, layout and use of other buildings in the neighbourhood. The proposal aligns with planning policy in the area as discussed in the Strategic Alignment section of this report.

Application Review

The applicant requested a pre-application enquiry (PE2017-01068) with Administration on 2017 August 03 to discuss a four-unit residential development. Given the slope of the site and desire to construct a different type of low-density infill housing, the applicants envisioned a four-plex rather than a rowhouse. Parking would be accessed from the lane in attached drive-under garages which would run the length of the building.

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Because the garages would cross underneath multiple units, the development could not be considered as a Rowhouse use, and could only be considered as a Multi-Residential Development. This use is not listed in the R-CG District, but is listed as a discretionary use in the M-CG District.

Administration was supportive in principle of an increase in residential density and advised the applicants to bring forward a design that was grade-oriented and street-oriented. Because the M-CG District would allow more intense forms of development compared to what would be allowed by the R-CG District, the applicant agreed to a density cap of 75 units per hectare (allowing no more than four units), and to comply with the more restrictive bylaw requirements of the R-CG District (for height, setbacks, parcel coverage, etc.).

The applicant submitted a concurrent land use redesignation and development permit application on 2018 January 19. The development permit (DP2018-0230) is for a discretionary use Multi-Residential Development. The permit has been reviewed by Administration and CPAG has recommended approval to the Development Authority. CPAG also supports several relaxations. In particular, the building is over the maximum height due to a terraced design as it steps down to the north in response to the grade. A relaxation is supported, as is a relaxation to the landscaping requirement as the applicant proposes a green roof for stormwater management. The opinion of the Development Authority is that the design responds to its context and the impact of these relaxations to adjacent properties is minimal.

Land Use

The subject property is currently designated Residential – Contextual One/Two Dwelling (R-C2) District, which is intended for development in the form of single detached, semi-detached and duplex dwellings in developed areas of the city. The district allows for a maximum of two dwelling units and a building height of 10 metres.

The proposed Multi-Residential – Contextual Grade-Oriented (M-CGd75) District is intended for low-height and low-density grade-oriented multi-residential developments where the façade of some or all dwelling units face a public street. The proposed district allows for a maximum building height of 12 metres and is proposed with a density modifier of 75 units per hectare. The intent of the density modifier is to reflect the applicant's intention to develop a four-unit development and to encourage a form that is compatible with the adjacent low-density residential development.

Infrastructure

Transportation Networks

Pedestrian access to the site is available from 29 Avenue SW and the rear lane, however there is no public sidewalk connecting the two along 19 Street SW due to the steep grade. The area is served by Calgary Transit bus service with an inbound Route 6 stop 300 metres to the north and an inbound Route 7 stop 400 metres south. Vehicular access is currently provided from both frontages and on-street parking adjacent to the site is not restricted.

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Utilities and Servicing

Water, sanitary and sewer services are available and can accommodate the potential redevelopment of the site without the need for off-site improvements at this time. The applicant intends to pursue a green roof for stormwater management, subject to the approval of Water Resources.

Stakeholder Engagement, Research and Communication

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

The applicants distributed information packages to nearby residents that outlined the intent of the proposal, architectural renderings, next steps and contact information. An information session was held by the applicant on 2018 February 28 at the Flames Community Arena in Altadore. Eight people attended representing adjacent properties, and the Planner-File Manager was in attendance to answer questions.

The Marda Loop Community Association was circulated on this application. After considering both the land use and development permit application and after conferring with residents at the information session, the Association responded with a letter strongly opposed to the project (Attachment 2).

Administration also received 14 letters of opposition from members of the public. Reasons stated for opposition are summarized as follows:

Redesignation

- M-CG is inconsistent with existing R-C2;
- the subject lot is not big enough for the maximum height and densities allowed by M-CG;
- M-CG allows for greater massing and parcel depth that will be more visually dominating than an R-C2 structure;
- the proposal is not compatible with surrounding dwellings because it is multi-residential;
- the community is delicately balanced between higher and lower density and this change would upset that balance;
- rezoning the property breaks the neighbours' reasonable expectation of ongoing continuity;
- prime inner-city properties nearby are valuable because they are quiet, private, and have available on-street parking and would be devalued by this change;
- rezoning will set an unwanted precedent for future applications;
- amenities are quite a distance away;
- higher density development means more transient population of renters, who may not have as vested an interest in the community as the existing higher socio-economic population in new R-C2 buildings in the area;

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Four-plex Development

- a new structure would block views north to downtown and morning sun from the east;
- a rooftop patio would encourage all-night partying and cause noise pollution;
- would rather see two single infills on the site;
- more traffic and noise, which would reduce privacy and quality of life;
- lack of rear yard space will not attract families with children;
- rear-access garages will not adequately serve the actual parking demand, which will spill on to 29 Avenue due to both volume and convenience;
- increase in parcel coverage dramatically changes the community fabric and rhythm and makes this one site an undesirable anomaly that is out of context with R-C2;
- amenity spaces for two units are oriented directly at the unit across the street, reducing privacy;
- increase in units means an increase in waste bins – how would they function?

Transportation

- on-street parking is congested on 29 Avenue as-is due to infills and secondary suites;
- steep slope of 19 Street is extremely dangerous, especially in the winter;
- alley access is sometimes blocked by snow and ice, making a downhill approach from the south difficult and unsafe;
- no sidewalk on 19 Street;
- lack of major transportation access to and capacity on 17 Avenue and 14 Street;

Other

- persistent resident concerns around infill suggest that The City is not doing anything to address problems caused by infill and is not listening to the public;
- other inner-city communities like Scarboro and Mount Royal are unfairly protected from density increases and do not bear an equal burden of accepting change; and
- traffic enforcement is not happening at the same time violations are happening.

Administration considered the relevant planning issues specific to the proposed redesignation. Issues with the height, massing, and parcel coverage are mitigated by the slope of the site, which necessitates the building be stepped down away from 29 Avenue. The proposed redesignation does allow for a larger structure than a new single or semi-detached infill, but not unreasonably so. A structure permitted under M-CG would not have a significantly higher impact in terms of massing than those permitted under R-C2.

Several objections state that a building with four units is inappropriate next to buildings with one or two units, or that a multi-residential district should not be in the heart of a lower-density area. The City's current direction is to support such applications under the premise that it is entirely appropriate for inner-city communities to feature mixed densities and structure types within individual blocks.

From a transportation perspective, the slope of 19 Street SW is too steep for a City sidewalk. The approach towards the alley coming down the hill from the south is dangerous in winter conditions, however the southwards approach from 28 Avenue SW is manageable. The applicant's intent to provide two parking stalls for each unit (with room for a third on the

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driveway) is deemed sufficient for the property, with plenty of available curb space for public parking within a half block along 19 Street SW south of 29 Avenue SW.

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.

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 parcel is located within the Residential - Developed – Inner City Area of the *Municipal Development Plan* (MDP). The applicable MDP policies encourage redevelopment of these communities, particularly in close proximity to areas of higher density or if the intensification is consistent and compatible with the existing character of the neighbourhood. The proposal is in keeping with relevant MDP policies as the rules of the M-CGd75 District provide for development form that is sensitive to existing residential development in terms of height, built form and density.

South Calgary/Altadore Area Redevelopment Plan (Statutory – 1986)

The subject site is located within the classification of Residential Conservation area of the *South Calgary/Altadore Area Redevelopment Plan* (ARP), as identified in Map 2. In order to support the proposed land use redesignation, Map 2 needs to be amended first to reclassify this site as Residential – Medium Density.

Policies for the proposed area encourage multi-family development in the area to be attractively landscaped, similar in scale to its surroundings, varied in terms of housing types, and suitable for families. The proposed land use district allows for development that complies with these development guidelines.

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

The *Location Criteria for Multi-Residential Infill* is a tool for review of redesignation applications in the developed areas. The criteria are not meant to be applied in an absolute sense, but are used 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.

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The proposed land use aligns with five of the eight criteria. The site is on a corner parcel with a lane and is within 400 metres walking distance of transit service, future Primary Transit service, and the Main Street at Marda Loop. Criteria not met include being adjacent to non-residential or multi-residential development, being adjacent to a park or other amenity, and being located on a collector.

While these criteria lay out the ideal location for more intensive multi-residential development, the modest scale of this infill project does not require that all criteria be met.

Social, Environmental, Economic (External)

The proposed M-CGd75 District allows for a wider range of housing types than the existing R-C2 District and as such, the proposed change would diversify housing stock in the community allowing it to meet the needs of different age groups, lifestyles and demographics. An environmental site assessment was not required for this application.

Financial Capacity

Current and Future Operating Budget:

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

Current and Future Capital Budget:

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

Risk Assessment

There are no significant risks associated with this proposal.

REASONS FOR RECOMMENDATIONS:

The proposal conforms to the *South Calgary/Altadore Area Redevelopment Plan* as amended and is in keeping with applicable policies of the *Municipal Development Plan*. The proposed Multi-Residential –Contextual Grade-Oriented (M-CGd75) District allows for more intensive use of land at a similar height and density to the R-CG District, but provides more flexibility in building layout that can address the slope.

ATTACHMENTS

1. Applicant's Submission
2. Community Association Letter
3. Proposed Amendment to the South Calgary/Altadore Area Redevelopment Plan
4. Development Permit Information
5. Proposed Bylaw 45P2018
6. Proposed Bylaw 219D2018