

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

ISC: UNRESTRICTED
CPC2018-0661
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Policy Amendment and Land Use Amendment in Forest Lawn (Ward 9) at 1104 – 36 Street SE and 3725 – 10 Avenue SE, LOC2018-0076, Bylaws 44P2018 and 215D2018

EXECUTIVE SUMMARY

This application was submitted on 2018 April 09 by HomeSpace Society with authorization from the owners, the City of Calgary. The application proposes to redesignate the subject parcels from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Medium Profile (M-C2) District to allow for:

- Multi-Residential Developments (e.g. apartment building);
- a maximum building height of 16.0 metres (an increase from the current maximum of 10.0 metres);
- a maximum floor area ratio (FAR) of 2.5; and
- the uses listed in the proposed M-C2 designation.

A minor map and text amendment to the *Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan* (ARP) is required to support this application. The proposal is generally in keeping with applicable policies of the *Municipal Development Plan* and the *Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan* (ARP), as amended.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan (Attachment 2);
2. Give three readings to the proposed bylaw.

Moved by: L. Juan

Carried: 7 – 0

3. **ADOPT**, by bylaw, the proposed redesignation of 0.09 hectares ± (0.22 acres ±) located at 1104 – 36 Street SE and 3725 – 10 Avenue SE (Plan 2700AH, Block 25, Lots 18, 19 and 20) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District; and
4. Give three readings to the proposed bylaw.

Moved by: L. Juan

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 44PP2018 and 215D2018; and

1. **ADOPT** the proposed amendments to the Forest Lawn-Forest Heights/Hubalta 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 0.09 hectares \pm (0.22 acres \pm) located at 1104 – 36 Street SE and 3725 – 10 Avenue SE (Plan 2700AH, Block 25, Lots 18, 19 and 20) from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Medium Profile (M-C2) District in accordance with Administration's recommendation; and
4. Give three readings to the proposed Bylaw 215D2018.

PREVIOUS COUNCIL DIRECTION / POLICY

In 2016 July, Council approved "Foundations for Home", Calgary's Corporate Affordable Housing Strategy, which identified "Leverage City Land" as 1 of 6 objectives and included a target to dispose of five parcels per year of City land at below-market value for non-market housing projects in 2017 and 2018.

At the 2017 April 24 regular meeting of Council, Council provided Administration with authorization to target market seven parcels of City owned land to the affordable housing sector, including the subject parcel.

A full process of submission, evaluation, awarding and sale authorization was undertaken for each of the parcels. Applicants were evaluated on several different criteria, including their experience in operating affordable housing, experience in developing affordable housing in the past, capital funds in place, development timeline and potential partnerships. HomeSpace Society was selected as the successful applicant for the subject site with the sales authorization approved by the Management Real Estate Review Committee on 2018 February 08.

BACKGROUND

The current R-C2 District is intended to accommodate residential development in the form of duplex, semi-detached and single detached dwellings in developed areas of the City. The district allows for a maximum of two dwelling units and a maximum building height of 10.0 metres. Assisted Living is allowed in the R-C2 district, but only to a maximum of 10 residents. The applicant is proposing an Assisted Living development for 38 residents/units. As such, a land use redesignation application is necessary to allow for the proposed development.

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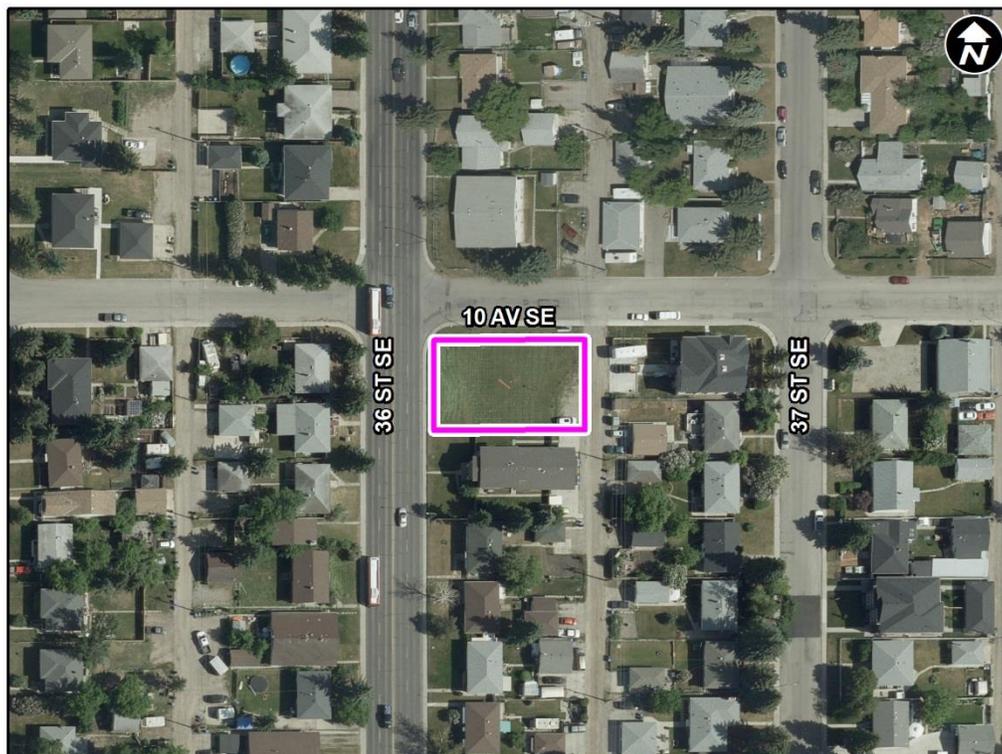
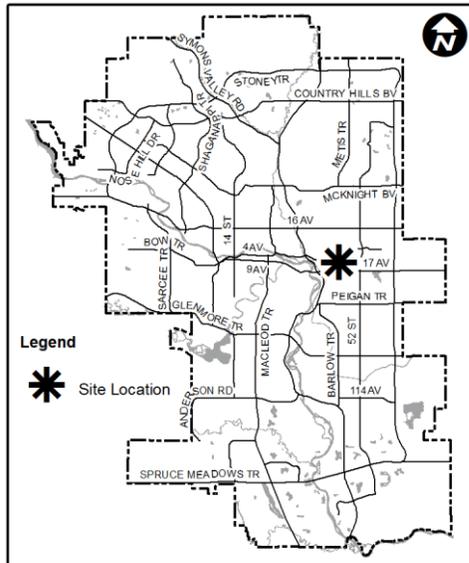
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A development permit application (DP2018-1392) was submitted on 2018 April 09 and is currently under review by Administration. No decision will be made on the development permit until Council has made a decision on this land use redesignation application.

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Location Maps



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Site Context

The subject site is located in the southeast community of Forest Lawn, on the southeast corner of 36 Street SE and 10 Avenue SE. The site comprises two parcels and is approximately 23 metres wide by 38 metres in length and is currently vacant. There is lane access on the eastern boundary.

The site is surrounded to the south, east and west by existing R-C2 residential uses. To the north there is a combination of R-C1 and R-C2 uses. There are two recently designated Multi-Residential – Contextual Grade-Oriented (M-CG) sites to the south west along 34 Street SE and 12 Avenue SE.

There are a variety of retail and service amenities located in close proximity along 8 Avenue SE and Marlborough Mall to the north, and to the south along 17 Avenue SE. The Father Lacombe Senior High School is located to the north of the parcel.

As identified in *Figure 1*, the community of Forest Lawn reached its peak population in 1982 with 9,088 residents. The current population for the community is 7,772 residents, a decline of 1,316 residents (-14 percent) from peak population.

Figure 1: Community Peak Population

Forest Lawn	
Peak Population Year	1982
Peak Population	9,088
2017 Current Population	7,772
Difference in Population (Number)	-1,316
Difference in Population (Percentage)	-14%

Source: The City of Calgary 2017 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed M-C2 district allows for moderate intensification of the site. The application is compatible with the uses and developments in the surrounding area and meets the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Land Use

This application seeks to redesignate two undeveloped parcels from a Residential – Contextual One / Two Dwelling (R-C2) District to a Multi-Residential – Contextual Medium Profile (M-C2) District.

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The proposed M-C2 District is intended to facilitate multi-residential development of medium height and medium density within the developed area of the City. The district rules allow for varied building height and front setback areas in a manner that considers the immediate context and is intended to be applied to sites in close proximity or adjacent to low density residential development. The maximum permitted building height is 16.0 metres, with contextually sensitive rules that further restrict building height within proximity of low density residential districts and public streets.

As part of the review of this land use amendment application, Administration considered alternative land use districts, including the Multi-Residential – Contextual Low Profile (M-C1) District. However, based on a review of this district and its development rules including a maximum building height of 14.0 metres and the contextually sensitive rules that restrict building height within proximity of low density residential districts and public streets, Administration considers the proposed M-C2 district to be appropriate and will enable compatible development on this parcel.

Implementation

The proposed land use redesignation is intended to accommodate a comprehensive redevelopment of the subject parcel. Administration is reviewing an associated development permit application (DP2018-1392) for this parcel which proposes a new four storey Assisted Living development comprising 38 units/residents.

Administration's review of the development permit will determine the building design, height and site layout details such as parking, landscaping and site access. The development permit is currently under review, and a decision on the development permit will not be made until Council has made a decision on this land use redesignation.

Infrastructure

Transportation Networks

The site is located on the Primary Transit Network (36 Street SE), with several bus stops located within 50 to 100 metres of the property, along both 36 Street SE and 8 Avenue SE. 36 Street SE is classified as an arterial street type and connects two major roads (17 Avenue SE and Memorial Drive SE) and two transit systems (Northeast LRT and the 17 Avenue SE BRT).

A parking study has been submitted for DP2018-1392 based on a standardized scope for the proposed specialized Assisted Living use. This study, along with details of access and related loading services will be reviewed and determined at the development permit stage.

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Utilities and Servicing

Water, sanitary, and storm sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time.

As part of the development permit application process, a sanitary servicing study may be required in order to determine whether upgrades to the public sanitary sewer system is required.

The subject site is within the boundary of the Western Irrigation District drainage catchment and subject to stormwater volume control measures.

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. Information was also included in the Planning and Development Map (PD Map), which is an online tool accessible by the public that includes relevant information on land use amendment applications.

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.

No citizen's comments were received by the CPC report submission date. The Forest Lawn Community Association did not comment by the CPC report submission date.

Engagement

In March 2018, prior to the submission of the land use amendment application, an open house was held by the applicants, with invites sent to the Forest Lawn Community Association and the adjacent Forest Heights and Radisson Heights/Hubalta Community Associations. The applicants also sent a mail-out letter to over 3,800 residential and business owners inviting them to the open house. Twelve individuals attended the open house, with only 1 resident raising concerns.

Reasons stated for opposition:

- Concerns with potential occupants of the new building and the impact on the community.

No other objections were received.

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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 and Efficient Use of Land Principles, which encourage compact infill development at higher densities and in locations that best utilize existing infrastructure.

Municipal Development Plan (Statutory, 2009)

The subject site is located in the Residential-Developed-Inner City Area as identified on Map 1, Urban Structure of the *Municipal Development Plan (MDP)*. The Inner City Area land use policies allow for a range of intensification strategies including parcel-by-parcel intensification to larger more comprehensive approaches. Sites within the Inner City Area may intensify, particularly in transition zones adjacent to areas designated as higher density (i.e., Neighbourhood Corridor) or if the intensification is consistent and compatible with the existing character of the neighbourhood. In this case, the subject site is located within 500 metres of the 17 Avenue SE Main Street, and the proposed M-C2 district would allow for a development that has the ability to be compatible with the existing character of the neighbourhood.

The proposal also aligns with the MDP's city-wide policies that encourage the efficient use of land, transit-supportive land uses, housing diversity and choices and complete communities policies. Section 2.3.1 (a) (1) of the MDP notes that diverse neighbourhoods include a range of housing choices in terms of the mix of housing sizes and types to meet affordability, accessibility, life cycle and lifestyle needs of different groups. In addition, section 2.3.1 (g) encourages integration of care facilities within residential and mixed-use communities to provide for a broad range of specialized accommodation and care in order to meet a diverse array of city-wide and community's needs, including transitional facilities.

Notwithstanding the above, section 1.4.4 of the MDP states that Area Redevelopment Plans (in this case the *Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan*) in existence prior to approval of the MDP are recognized by the MDP as policies providing specific direction for the local context.

Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan (Statutory, 1995)

The parcel is located within a Low Density Residential/Conservation policy area within the *Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan (ARP)*. Within the Residential/Conservation policy area the intent is to keep the existing neighbourhood quality and character while permitting redevelopment to occur that is of a lesser scale than that proposed in this land use amendment application. As such, an ARP amendment is required to facilitate support of this application, as the apartment form of housing allowed in the M-C2 district does not comply with the intent of the Residential/Conservation policy area in the ARP.

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In order to bring this land use amendment proposal into alignment with the ARP, it will be necessary to make a minor amendment to Map 3 and provide a new policy 3.1.4 (c) to ensure that the two parcels the subject of this land use amendment application can be included in the Medium Density policy area. Within the Medium Density policy area, the intent is to have dwelling units located adjacent to collector or major roads. The proposed M-C2 district would comply with the intent of this area.

In considering the appropriateness of the proposed ARP amendments, it is important to consider the overall objectives of the plan, broader city-wide land use policy and the site specific context. In this regard, the proposed ARP amendments will support the objectives for residential development articulated in policy 3.1.3 of the ARP, including providing for a variety of housing types and supplying non-profit housing or assisted housing to low income individuals and families in the community. Furthermore, the proximity to transit services and significant commercial amenities nearby support its candidacy for multi-residential development.

Location Criteria for Multi-Residential Infill (Non-statutory, 2016)

Council adopted the *Location Criteria for Multi-Residential Infill* to assist with the evaluation of land use amendment applications when considering multi-residential developments in low density residential areas. The proposed land use aligns with the majority of the criteria. The site is on a corner parcel; within 400 metres of a transit stop; within 600 metres of an existing or planned primary transit stop; on a collector or higher standard roadway on at least one frontage; along or in close proximity to an existing or planned corridor or activity centre and has direct lane access.

Planning Principles for the Location of Care Facilities and Shelters (Statutory, 2011)

Care facilities, including Assisted Living, are an integral part of complete communities where being part of the residential community is important for the clients' wellbeing and are critical to meeting the growing need for a diverse range of specialized accommodation and care in the city. Sites considered for redevelopment into care facilities should be within walking distance to public transit and close to local neighbourhood commercial and other support uses.

The site is located on 36 Street SE (part of the Primary Transit Network), with a bus stop within 50 metres, which will facilitate the mobility needs of staff, clients, and visitors. The site's location will also contribute to the facility being able to successfully integrate into the community due to its proximity to commercial development and community open spaces.

Social, Environmental, Economic (External)

The proposed land use amendment will allow for a range of housing choices to accommodate the housing needs of diverse age groups, lifestyles and demographics. The proposal allows for efficient use of land by allowing moderate intensification of the site.

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An environmental site assessment was not required for this application.

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 application 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 proposal is consistent with the applicable policies of the *Municipal Development Plan* and the *Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan*, with proposed amendments. Situated on a corner parcel, the site's location is ideal for moderate density increase due to its close proximity to transit, major corridors, transportation networks and commercial development. Further, the recommended M-C2 land use district would allow for a development that has the ability to be compatible with the character of the existing neighbourhood.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Amendments to the Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan.
3. Calgary Planning Commission Member Comments
4. Proposed Bylaw 44P2018
5. Proposed Bylaw 215D2018