

Planning & Development Report to
Calgary Planning Commission
2018 July 26

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CPC2018-0840
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Policy Amendment and Land Use Amendment in Bridgeland-Riverside (Ward 9) at 230 - 7A Street NE, LOC2018-0021

EXECUTIVE SUMMARY

This land use redesignation application was submitted by O2 Planning and Design on 2018 January 29 on behalf of the landowners Zakir Kanji and Adil Mawji. This application proposes to change the designation of this property from a DC Direct Control District (273D2017) to a 'tied to plans' DC Direct Control District to allow for a specific multi-residential development on this property. The intent of the land use approach is twofold, one of which is to enable moderate intensification of one additional unit, as well as enable redevelopment of this site without presupposing the planning outcomes or Council decision on the new policy planning work the community of Bridgeland-Riverside is currently undergoing.

To evaluate the feasibility of a 'tied to plans' land use approach, a development permit level of analysis is required. As such, this redesignation application is accompanied by a development permit application (DP2018-0390) submitted on 2018 January 29. The development permit proposes a three-storey multi-residential building with four residential units. A simplified version of the development permit drawings are 'tied' to the proposed DC Direct Control District as Schedule C. The Development Authority is prepared to approve the development permit application, subject to Council's decision on this land use and policy amendment application.

An amendment to the *Bridgeland-Riverside Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation discussed further. The proposal conforms to the ARP as amended, and is in keeping with applicable policies of the *Municipal Development Plan*.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the Bridgeland-Riverside Area Redevelopment Plan (Attachment 2); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.05 hectares \pm (0.11 acres \pm) located at 230 – 7A Street NE (Plan 4647V, Block 111, Lot 11) from DC Direct Control District to DC Direct Control District to accommodate a specific multi-residential development as a permitted use with guidelines (Attachment 3); and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

The community of Bridgeland-Riverside is subject to the policies of the *Bridgeland-Riverside Area Redevelopment Plan* (ARP) originally approved on 1980 September 3.

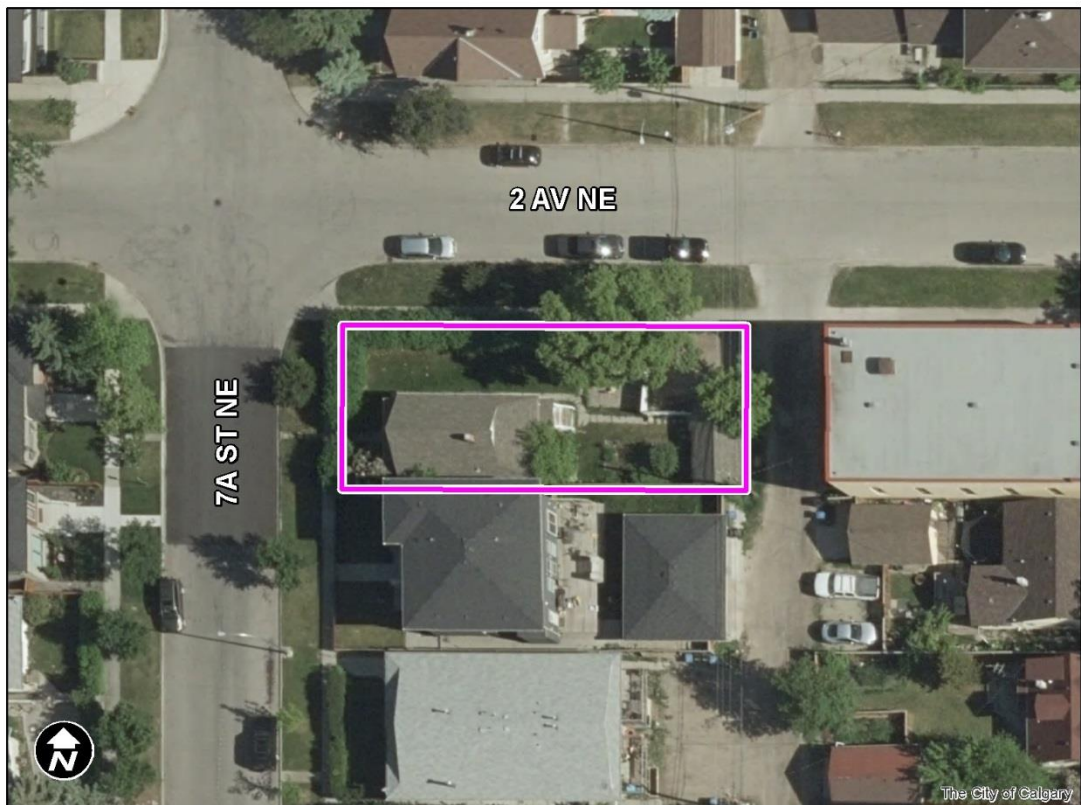
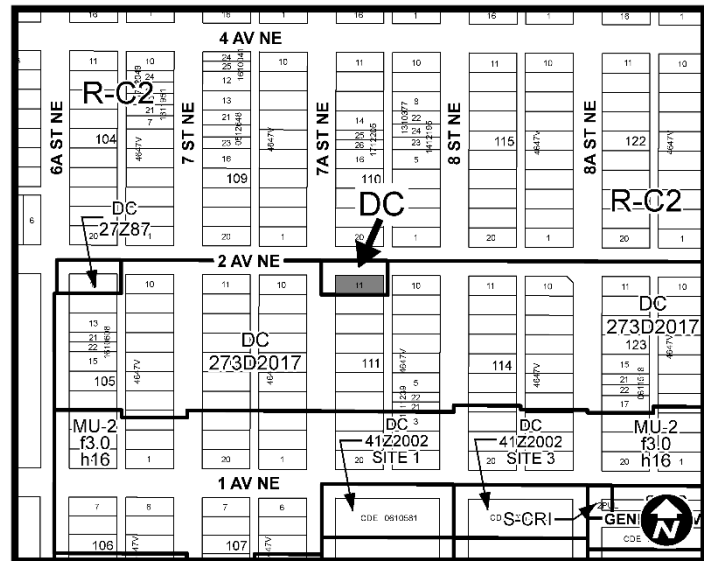
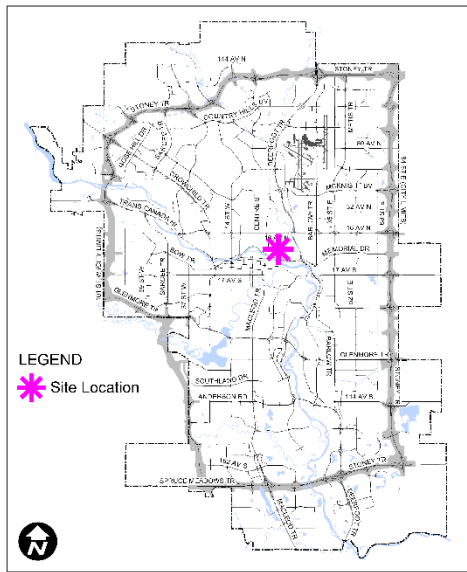
On 2017 August 01 (Bylaws 46P2017, 272D2017, 273D2017 AND 274D2017) Council approved major amendments to portion of the *Bridgeland-Riverside ARP* that coincide with the main street areas of 4 Street/Edmonton Trail NE and 1 Avenue NE. Through these amendments, the main street's adjacent transition areas were redesignated to DC Direct Control District intended to allow for a mix of ground-oriented residential redevelopment while providing an incentive for the retention of character homes. The subject parcel was identified under this transition area and was therefore redesignated under this DC Direct Control District (Attachment 8). The subject parcel however has not been identified to have a character home. For parcels falling under this DC Direct Control that do not contain a character home the rules of the Residential – Grade-Oriented Infill (R-CG) District apply.

In addition, a new ARP is in the process of being created by The City in consultation with the Bridgeland-Riverside Community Advisory Group and the greater community. It is anticipated that the ARP work will be presented to Council by Winter 2018/ Spring 2019.

In the interim, The City cautions applicants in advancing with applications within the community that propose redevelopment and are not aligned with the existing policy. If there are issues from the applicant's perspective with delaying their decision dates to align with the new ARP, The City will continue to process and make recommendations to the Calgary Planning Commission. Recommendations for land use amendments and decisions for development permits will be based upon the analysis of the compatibility of the proposal with the surrounding land use and context.

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Location Maps



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Site Context

The subject site is located in the community of Bridgeland-Riverside south of 2 Avenue NE and east of 7A Street NE. Surrounding development is characterized primarily by a mix of single and semi-detached homes with a church located directly to the east. The predominant land use in this area is the Residential - Contextual One/Two Dwelling (R-C2) District north of 2 Avenue, and the DC Direct Control District intended to allow for a mix of ground-oriented residential redevelopment while providing an incentive for the retention of character homes. Further south of the DC District area is a Mixed Use - Active Frontage (MU-2f3.0h16) District intended to accommodate a mix of commercial and residential development along the main street area of 1 Avenue NE.

The site is approximately 0.05 hectares in size with approximate dimensions of 13.56 by 33.53 metres. A rear lane exists to the east of the site. The property is currently developed with a single detached dwelling and detached garage located off the lane. The land is primarily flat with the largest grade difference being 0.64 metres from the south-east corner, sloping downwards to the north-east corner along the lane.

As identified in *Figure 1*, the community of Bridgeland-Riverside has seen population growth over the last several years reaching its population peak in 2017.

Figure 1: Community Peak Population

Bridgeland-Riverside	
Peak Population Year	2017
Peak Population	6,332
2017 Current Population	6,332
Difference in Population (Number)	± 0
Difference in Population (Percent)	0%

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a specific multi-residential development that is compatible with the established built form of the existing neighbourhood. Though a minor amendment to the *Bridgeland-Riverside Area Redevelopment Plan* (ARP) is required, the proposal generally aligns with the objectives of applicable policies as discussed in the Strategic Alignment of this report.

Land Use

The existing DC Direct Control District is based on the Residential – Grade-Oriented Infill (R-CG) District which is a residential designation that is primarily for two to three storey (11 metres maximum) rowhouse developments where one façade of each dwelling unit must

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directly face a public street. The DC also includes rules to provide an incentive for the retention of character homes.

The R-CG District also allows for a range of other low-density housing forms such as single detached, semi-detached and duplex dwellings. Secondary suites (one Backyard Suite or Secondary Suite per unit) are also allowable in R-CG developments. Secondary suites do not count against allowable density and do not require motor vehicle parking stalls in the R-CG District provided they are below 45 square metres in size.

The proposed DC Direct Control District (Attachment 3) is based on the existing R-CG District with the additional permitted use of Permitted Development. The proposed permitted use (i.e. Permitted Development) refers to Schedule C of the proposed DC district which includes simplified development drawings that are consistent with the development permit application (DP2018-0390), for a three-storey multi-residential building with four residential units that has been reviewed concurrently with this land use redesignation application. The four residential units are one additional unit to what would have been allowable under the base R-CG District.

The purpose of the simplified development drawings is to identify the key elements of the proposed development to provide certainty for the building's number of units, height, form and location on site. Developments which conform to Schedule C will be a permitted use. The development permit is consistent with the simplified drawings contained in Schedule C of the proposed DC District.

The proposed DC District also ensures that if this specific development is not built, the rules of the existing Residential – Grade-Oriented Infill (R-CG) District would continue to apply. No other forms of multi-residential development would be allowed on this parcel without a new land use redesignation. What this does is provide certainty to the community that if the concurrent development is not built, the base district rules then apply.

This land use redesignation and concurrent development permit application were applied for following the design review process that an earlier submitted concurrent land use and development permit application located on 438 – 8 Street NE underwent. Once a building design that was compatible in height and form to the surrounding built form was developed for the 8 Street NE development, a similar design was then adopted for the subject parcel which is one block away and contextually similar in regards to its surrounding built form. This concurrent and 'tied to plans' approach reflects the substantial commitment to a creative design that is a contextual fit, and ensures a high level of certainty for all stakeholders.

Urban Design

The concurrent development permit application (DP2018-0390) was reviewed by The City's Urban Design Review Panel (UDRP) even though the scope of the application does not trigger a review by UDRP. Administration's City Wide Urban Design team also provided comments on the application.

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The UDRP comments (Attachment 6) were strongly supportive of the proposed development, citing how the innovative proposal added a new residential typology and greater diversity to Bridgeland-Riverside while offering well-designed street frontages that enhance the adjacent avenue and street. The review also encouraged further study of the exteriors of both the third floor level and garage to further blend in the massing with the surrounding context. This informed the final revisions to the development, as found in Schedule C of the proposed DC Direct Control District (Attachment 3) and the comprehensive overview of the project (Attachment 9). The applicant's response to UDRP's comments is also included under Attachment 7.

Infrastructure

Transportation Networks

The subject site is within a two minute walk (approximately 200 metres) from transit stops for Routes 90 along 1 Avenue NE, and a six minute walk (approximately 500 metres) from transit stop for Route 5 along Edmonton Trail. The Bridgeland - Memorial C-Train Station is also within an eleven minute walk (approximately 950 metres).

Vehicular access is available from the existing rear lane to the east. This provides access to the proposed attached garage providing the four unit development with four residential stalls. No visitor stalls are proposed on site. A traffic impact assessment was not required as part of this application or the associated development permit application.

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. Individual servicing connections as well as appropriate stormwater management have been considered and reviewed through the concurrent development permit process as part of DP2018-0390 and found to be satisfactory.

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.

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, the date of the Public Hearing will be advertised.

The Bridgeland-Riverside Community Association was circulated as part of this application. A letter was submitted (Attachment 4) indicating that they do not support the redesignation for the following summarised reasons:

- the subject site and its surrounding area just benefited from a Main Streets initiative that included an intensive public engagement resulting in the current city initiated land use

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redesignation, which is appropriately scaled. It is inappropriate for an applicant to be circumventing the City's recent planning process under Main Streets;

- while it is appreciated that the zoning application is tied to the development, the proposed has excessive lot coverage and the Community Association fears that the applicant can still sell the site with this up-zoning;
- the subject site should have a low scale development that transitions best to the low rise R-C2 District area north of 2 Avenue; and
- the Community Association also included that they would support a contextually sensitive R-CG development but not an extension beyond that.

Administration received six letters from adjacent landowners in response to the circulation and notice posting of the site. One of these letters was in support, while the other five were in opposition.

The opposition letters expressed concerns with the following:

Land Use-related comments:

- the proposed land use is not reflective of the Main Street initiative that redesignated the first block north of 1 Ave to allow three units on a site;
- there are sufficient alternative locations for high density living in Bridgeland, that can accommodate the multi-generational living proposal the applicant is advocating through the subject development;
- the proposed density increase is not supported; and
- concern that the increased density to four units will trigger servicing upgrades that will burden the existing community.

Development Permit-related comments:

- the current neighbours live there because they were drawn to the single family dwellings and lifestyle it entails;
- the proposed does not contextually fit with the neighbourhood's smaller homes of historic character;
- proposed massing, privacy, parking, and waste management are also issues;
- the proposed will adversely impact access to sunrise view for surrounding development;
- the proposed appears to be pushing the limits on multiple levels to maximize the developer's profits;
- the proposed negatively impacts the parcel immediately north through shadowing and the loss of privacy caused by direct sight lines into their home from the units oriented along the avenue;
- missed opportunity because the developer is not making use of the character home retention incentive District; and

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- the lane is not able to accommodate the four separate car accesses and required number of waste and recycling bins. This will also impact the usability of the lane for adjacent parcels.

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Parking-related comments:

- online registration for visitor parking leads to a lack of ability to determine who is parking illegally, thereby being unable to report illegal parking to Calgary Parking Authority;
- approving four units will lead to an adverse impact on on-street parking availability;
- parking is already an issue at this location due to the adverse impact from the adjacent church; and
- a visitor stall is not provided, leading to an adverse impact on on-street parking availability if the development is approved.

Policy-related comments:

- the current ARP does not support this development; and
- the proposed should wait for the new ARP work which will provide an overall vision for the area that reflects what the community wants rather than allowing for this spot zoning outside of that process.

The one letter of support expressed the following:

- the proposed three storey and four unit development is appropriate and sensitive to the surrounding context;
- shadowing is not an issue to the subject parcel's adjacent dwelling since it is located south of the subject site; and
- the proposed will bring in more residents to the community which is good in supporting neighbourhood businesses and providing more eyes on the street while supporting the MDP sustainability goals.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the final proposal, as presented, to be appropriate.

Engagement

On 2018 March 05, the applicant met with the Bridgeland-Riverside Community Association to present the details of this concurrent land use amendment and development permit application. The meeting was attended by the Community Association's Planning Committee members along with a few community residents. Members of Administration attended to observe the presentation and provide any process-related clarifications.

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Following the meeting, on 2018 March 26, the applicant held a public information session at the Bridgeland-Riverside Community Association. The applicant used a postcard maildrop to notify neighbouring residents of the sessions, while a local community interest group further advertised the session on social media. Approximately 25 residents attended the session.

Members of Administration were present to provide clarification on the proposal and process-related questions. The key themes that emerged from the information session largely echoed those documented in the letters from adjacent land owners. A detailed applicant-provided overview is available in Attachment 5.

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 falls within the 'Developed – Residential – Inner City' area as identified on Map 1 of the *Municipal Development Plan (MDP)*. The applicable MDP policies encourage redevelopment of inner city communities that is similar in scale and built form to existing development. The policies also support revitalization by adding population particularly in transition zones adjacent to higher density areas such as the adjacent 1 Ave classified under Map 1 as a Neighbourhood Main Street. The MDP also calls for a modest intensification of the inner city; an area serviced by existing infrastructure, public amenities and transit.

The proposal is in keeping with relevant MDP policies as the proposed four unit multi-residential development provides for development form that is sensitive to existing low density residential development in terms of height, built form and density. The development also maximises front door access to the street encouraging pedestrian activity.

Bridgeland-Riverside Area Redevelopment Plan (Statutory, 1980)

The subject parcel is located within the 'Neighbourhood Limited' area on Figure 3- Generalized Land Use of the *Bridgeland-Riverside Area Redevelopment Plan (ARP)*. The Neighbourhood Limited area is intended to accommodate grade-oriented development including single, semi-detached, duplex, cottage cluster and rowhouse housing. This range of development form is provided by the Residential – Grade-Oriented Infill (R-CG) District. While the proposed DC District is based on the R-CG District, the addition of Permitted Development as a permitted use triggers the requirement for a minor amendment to the *Bridgeland-Riverside ARP* because it is allowing for a multi residential development not otherwise listed under the Neighbourhood Limited area. The text of the proposed amendment to Residential policy 5 is included in Attachment 2.

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The proposed ARP amendment is appropriate given that the Permitted Development use contained within the proposed DC District establishes a building form that is contextual with the surrounding residential development in the area.

As discussed in the Background section of this report, a new ARP is in the process of being created by The City in consultation with the Bridgeland-Riverside Community Advisory Group and the greater community. It is anticipated that the ARP will be presented to Council by Winter 2018/Spring 2019. The new ARP will take into consideration any ARP amendments that are adopted by Council up to that point.

This proposed land use district is believed to be an effective approach that will enable redevelopment of this site without presupposing the planning outcomes or Council decision on the comprehensive land use and policy planning work being carried out as part of the new ARP for the area. This proposal reflects a balanced solution between providing respect for the existing character of the area, while also meeting MDP intensification policies which encourage sensitive redevelopment of inner-city communities. Sensitive redevelopment is manifested in the final development's design that responds to the community, Administration's and UDRP's concerns, while supporting high-quality design. Given the unique and specialised nature of this proposal, Administration therefore does not anticipate that this application will set precedent or pre-determine the future land use pattern within this existing low density residential area and/or the outcome of the new ARP. The prescriptive nature of the proposed district, will result in future development of the site to occur in a manner that is compatible to both the existing area context and/or any future development and building typologies that may be allowable in the area subject to Council's approval of the new ARP.

It is for these above reasons that Administration is not in support of a more conventional up-zoning of this parcel to a standard multi-residential land use district to allow for intensification.

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

The subject site aligns with six of the eight criteria for ideal placement of multi-residential infill.

The guidelines 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.

Though the subject parcel is not directly adjacent to an amenity or located on a higher standard roadway, location criteria such as being located on a corner adjacent to a non-residential development is met. Furthermore, it is located within 200 metres from the nearest transit stop and in very close proximity to 1 Avenue NE, which is which is classified as a Neighbourhood Main Street.

Social, Environmental, Economic (External)

The recommended land use allows for wider range of housing types than the existing land use would, and as such, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics. It would also support The City's Age-Friendly

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Policy, particularly in accommodating individuals interested in aging-in place with elderly care readily available amongst families living within the same neighbourhood.

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

Risk Assessment

The intent of this land use approach is to allow for a specific development outcome on this property as contained in Schedule C of the proposed DC Direct Control District. If significant building design changes occur between Council's potential approval of this land use amendment and a future building permit application, it would render the concurrent development permit to be non-compliant with this DC Direct Control District.

Historically, land use amendment applications that were 'tied to plans' provided little to no flexibility with respect to development outcomes. However, with this land use proposal, if the contemplated development is not realised in the future, the proposed DC Direct Control District is designed to also allow for all of the other uses allowed under the existing base R-CG District.

Additionally, while the proposed minor amendment to the *Bridgeland-Riverside Area Redevelopment Plan* (ARP) is reviewed as appropriate and in general alignment to applicable policies as discussed in the Strategic Alignment of this report, there is a small risk of misalignment with the direction of the new ARP work currently undergoing.

This proposed land use district is believed to be an effective approach that will enable redevelopment of the site without pre-determining the future land use pattern within the existing low density residential area or the outcome of the new ARP.

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REASONS FOR RECOMMENDATIONS:

Administration recommends approval of this application as it has the potential to enable development in accordance with *Municipal Development* Plan policies that call for modest intensification of the inner city in a redevelopment scale that is similar to the surrounding built environment.

Development following from this application has the potential to allow more Calgarians the freedom to choose to live, work, and meet their day-to-day needs in a location well served by existing infrastructure, services, and employment.

ATTACHMENTS

1. Applicant's Submission
2. Proposed Amendment to the Bridgeland-Riverside Area Redevelopment Plan
3. Proposed DC Direct Control Guidelines
4. Bridgeland-Riverside Community Association Letter
5. Applicant's Engagement Overview
6. Urban Design Review Panel Comments
7. Applicant's Response to Urban Design Review Panel Comments
8. Main Streets DC Direct Control District
9. Comprehensive Project Overview