

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

ISC: UNRESTRICTED
CPC2018-0679
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Land Use Amendment in Windsor Park (Ward 11) at 720, 724, 728 and 728R – 55 Avenue SW, LOC2017-0367, Bylaw 218D2018

EXECUTIVE SUMMARY

This application was submitted by Kasian Architecture Interior Design and Planning Ltd. on 2017 December 06 on behalf of the landowner 2025876 Alberta Ltd. (Darrell Winch) and The City of Calgary. This application proposes to change the designation of three residential properties and a residual parcel from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Medium Profile (M-C2) District to allow for:

- multi-residential buildings (i.e. an apartment building);
- a maximum building height of 11 metres where adjacent to a shared property line or 16 metres otherwise (an increase from the current R-C2 maximum of 10 metres);
- a maximum building floor area of 4,500 square metres \pm (48,438 square feet \pm), based on the District's floor area ratio (FAR) of 2.5; and,
- the uses listed in the M-C2 District.

This application does not conform to applicable policies of the *Municipal Development Plan* nor to the *Location Criteria for Multi-Residential Infill*.

ADMINISTRATION RECOMMENDATION:

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

1. **REFUSE** the proposed redesignation of 0.18 hectares \pm (0.45 acres \pm) located at 720, 724, 728 and 728R – 55 Avenue SW (Plan 4606GN, Block 24, Lot 4; Plan 1693AF, Block 24, Lot B; and Plan 1559EO, Block OT) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District; and
2. **ABANDON** the proposed Bylaw.

Moved by: E. Woolley

Carried: 7 – 0

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

That Council hold a Public Hearing on Bylaw 218D2018; and

1. **REFUSE** the proposed redesignation of 0.18 hectares \pm (0.45 acres \pm) located at 720, 724, 728 and 728R – 55 Avenue SW (Plan 4606GN, Block 24, Lot 4; Plan 1693AF, Block 24, Lot B; and Plan 1559EO, Block OT) 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
2. **ABANDON** the proposed Bylaw 218D2018.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

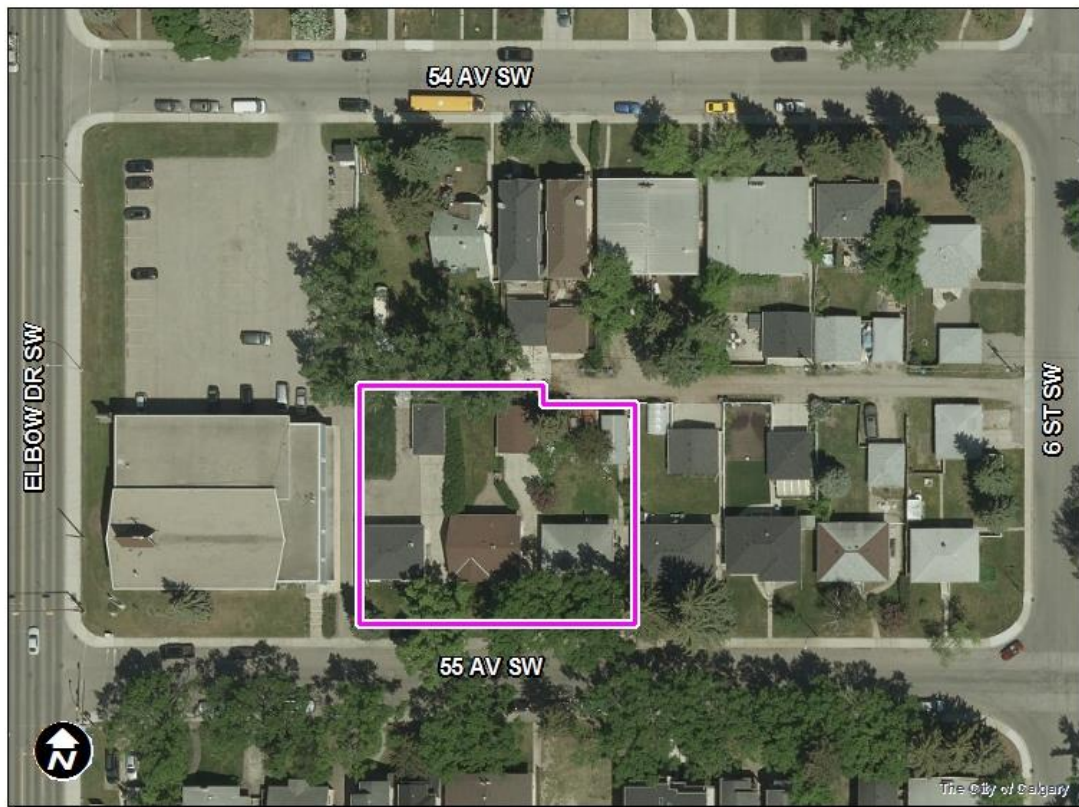
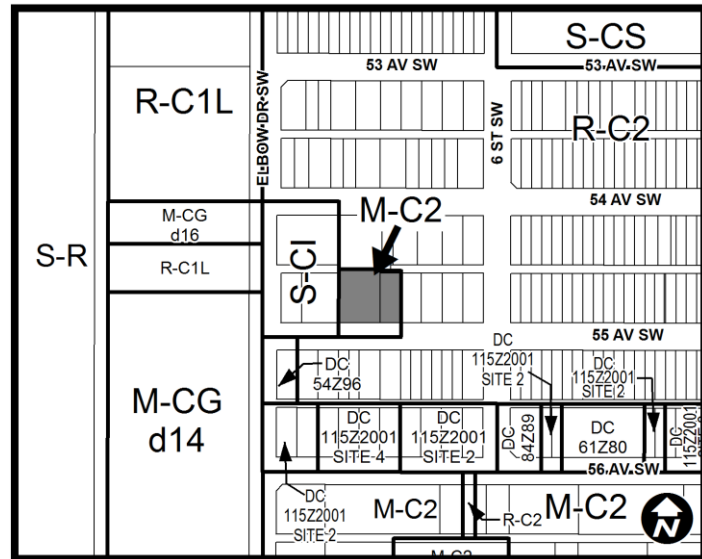
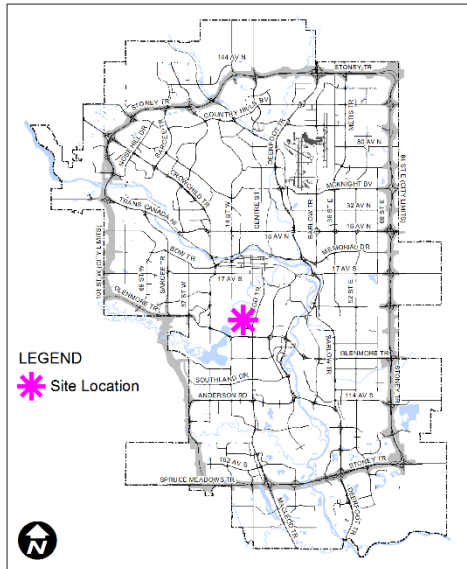
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BACKGROUND

Location Maps



**Land Use Amendment in Windsor Park (Ward 11) at 720, 724, 728 and 728R - 55
Avenue SW, LOC2017-0367, Bylaw 218D2018**

Site Context

The subject site is located in the community of Windsor Park, five blocks south of the 50 Avenue SW Neighbourhood Main Street and east of Elbow Drive SW. Windsor Park's population peaked in 2015 at 4,501 residents and since that time has decreased in population by 150 residents (-3%). A site with a place of worship, designated Special Purpose – Community Institution (S-CI) District is located to the west of the subject site. Single detached dwellings and duplexes exist to the north, east and south of the subject site on R-C2 designated parcels. Many of the older dwellings are one-and-a-half storeys above grade, while newer dwellings are three stories above grade.

The subject site's total area is approximately 0.18 hectares \pm (0.45 acres \pm). It is predominately flat with a slight slope down to the south and it is currently developed with three single detached dwellings.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment application would facilitate the development of a five storey apartment building. This application does not meet the policy direction of the Municipal Development Plan and the Location Criteria for Multi-Residential Infill. This application represents an abrupt change in height and massing from the adjacent low-density residential in an area where there is no local area plan to support the proposed form of development.

Land Use

The existing Residential – Contextual One / Two Dwelling (R-C2) District designation of the subject site is intended to accommodate existing residential development and contextually sensitive redevelopment in the form of duplex dwellings, semi-detached dwellings, and single detached dwellings.

The proposed land use district is the Multi-Residential – Contextual Medium Profile (M-C2) District. M-C2 provides for Multi-Residential Development in a variety of forms at medium height and medium density. It may be applied in close proximity to, or adjacent to, low density residential development (if policy is supportive) and is intended for locations at community nodes or transit and transportation corridors and nodes. M-C2 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 4,500 square metres of floor area to be developed under the 16 metre height limit.

Implementation

This is a stand-alone land use amendment with no associated development permit.

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Infrastructure

Transportation Networks

A Transportation Impact Assessment was not required for this land use amendment application. Access to the property is provided from 55 Avenue SW and the lane to the north. Calgary Transit bus route 3 runs along Elbow Drive SW, and the closest bus stop is located 125 metres from the site.

Utilities and Servicing

The subject development can be serviced with water, and sanitary from adjacent streets. A storm sewer extension may be required at the development permit stage.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site for three weeks. Notification letters were sent to adjacent land owners and the application has been 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 and options for providing feedback will be advertised to the public.

Refer to Attachment 1: Applicant's Submission for details on the engagement undertaken by the applicant.

Administration received eight letters of opposition representing ten individuals. The main concerns raised in the public submissions were the following:

- Height and mass of the proposed building: There were concerns about the density of the proposed development given the low density context of the site.
- Traffic: There were concerns expressed about site access (for vehicles and waste removal) and parking.
- Shadowing impacts: There were concerns that the building would shade the adjacent homes and gardens.

The Windsor Park Community Association is in opposition to this application. The concerns are similar to the ones raised in the public submissions and also express concerns about the applicant's engagement process and that the type of units being built will not accommodate any families. See Attachment 2 which contains the Windsor Park Community Association's full response.

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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.

Municipal Development Plan (Statutory, 2009)

Map 1: Urban Structure of the *Municipal Development Plan* (MDP) identifies the subject site as being located within the Developed – Established area. There is a design brief for the area but no statutory local area plan. Section 3.5 of the MDP addresses Developed Residential Areas and encourages modest redevelopment of the Established Areas (Section 3.5.3). The following policies are relevant:

3.5.1 General – Developed Residential Area Policies

- a. Recognize the predominantly low density, residential nature of Developed Residential Areas and support retention of housing stock, or moderate intensification in a form and nature that respects the scale and character of the neighbourhood.
- b. Redevelopment within predominantly multi-family areas should be compatible with the established pattern of development and will consider the following elements:
 - i. Appropriate transitions between adjacent areas; and,
 - ii. A variety of multi-family housing types to meet the diverse needs of present and future populations.

Administration considers this application to be inconsistent with MDP policy and incompatible with the context. The subject site is not within an MDP typology that would support this such as a Main Street or activity centre. A 4-5 storey building adjacent to single detached houses at a mid-block location represents significant intensification and a height difference that is considered incompatible in this context.

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

~~Council adopted 'Location Criteria for Multi-Residential Infill' to be used as a guideline for the review of land use amendment applications seeking to allow for multi-residential developments in low density residential areas.~~

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Council adopted 'Location Criteria for Multi-Residential Infill' to be used as a guideline for the review of land use amendment applications seeking to allow for multi-residential developments in low density residential areas.

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.

The subject site does not meet half of the location criteria. The following are the criteria and a description of how the proposal aligns:

- On a corner lot:
No, the site is located mid-block.
- Within 400 metres of a transit stop:
Yes, approximately 110 metres from the Route 3.
- Within 600 metres of an existing or planned primary transit stop:
Yes, Elbow Drive SW is intended to be a part of the Primary Transit Network, but service is not at that level yet.
- On a collector or higher standard roadway on at least one frontage:
No, 55 Avenue SW is a local street.
- Adjacent to existing or planned non-residential development or multi-unit development:
Yes, but mitigating this is the fact that the adjacent place of worship has a lower floor-area ratio than what's proposed.
- Adjacent to or across from existing or planned open space or park or community amenity:
No, Windsor Park School is 270 metres away and Windsor Park is 290 metres away.
- Along or in close proximity to an existing or planned corridor or activity centre:
No, the Neighbourhood Main Street is along 50 Avenue SW.
- Direct lane access:
Yes, there is a dead-end lane at the rear of the subject site.

The criteria were developed to identify sites where the impacts of intensification would be minimized and where multi-residential development would be most appropriate. The subject site is not considered appropriate for greater density considering its mid-block location.

Social, Environmental, Economic (External)

An Environmental Site Assessment was not required for this application. No additional social, environmental and economic impacts have been identified.

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Financial Capacity

Current and Future Operating Budget:

There are no known impacts to the current and future operating budgets as a result of this application 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):

This application does not meet the policy standards of the *Municipal Development Plan* and the *Location Criteria for Multi-Residential Infill*. This application represents an abrupt change in height and massing from the adjacent low-density residential in an area where there is no local area plan to support the proposed form of development.

ATTACHMENT(S)

1. Applicant's Submission
2. Letter from the Windsor Park Community Association
3. Calgary Planning Commission Member comments
4. Proposed Bylaw 218D2018
5. **Public Submissions**