

Planning & Development Report to
Calgary Planning Commission
2018 August 23

ISC: UNRESTRICTED
CPC2018-0991
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**Policy Amendment and Land Use Amendment in Killarney/Glengarry (Ward 8) at
2840 - 35 Street SW, LOC2018-0134**

EXECUTIVE SUMMARY

This application was submitted by CivicWorks Planning + Design on 2018 June 12 on behalf of the landowners, Hazel M. Dort and Ralph S. Dort. The application proposes to change the designation of this property from DC Direct Control District to Residential – Grade-Oriented Infill (R-CG) District to allow for:

- rowhouses in addition to the uses already allowed (e.g. single detached, semi-detached, duplex homes, and secondary suites);
- a maximum building height of 11.0 metres (an increase from the current maximum of 10.0 metres);
- a maximum of four dwelling units (an increase from the current maximum of 2 dwelling units); and
- the uses listed in the proposed R-CG District.

The proposal is in keeping with applicable policies of the *Municipal Development Plan* (MDP). *However, a minor map amendment to the Killarney/Glengarry Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation.

No development permit application has been submitted.

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ADMINISTRATION RECOMMENDATION:

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

1. ADOPT, by bylaw, the proposed amendment to the Killarney/Glengarry Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. ADOPT, by bylaw, the proposed redesignation of 0.05 hectares \pm (0.14 acres \pm) located at 2840 – 35 Street SW (Plan 732GN; Block 11, Lot 1) from DC Direct Control District to Residential – Grade Oriented Infill (R-CG) District; and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018 AUGUST 23:

That Council:

1. **Hold a public hearing during a 2018 October Public Hearing of Council;**
2. **Adopt, by Bylaw, the proposed amendment to the Killarney/Glengarry Area Redevelopment Plan;**
3. Give three readings to the proposed **Bylaw 75P2018;**
4. Adopt, by Bylaw, the proposed redesignation of 0.05 hectares \pm (0.14 acres \pm) located at 2840 – 35 Street SW (Plan 732GN; Block 11, Lot 1) from DC Direct Control District to Residential – Grade Oriented Infill (R-CG) District; and
5. Give three readings to the proposed **Bylaw 259D2018.**

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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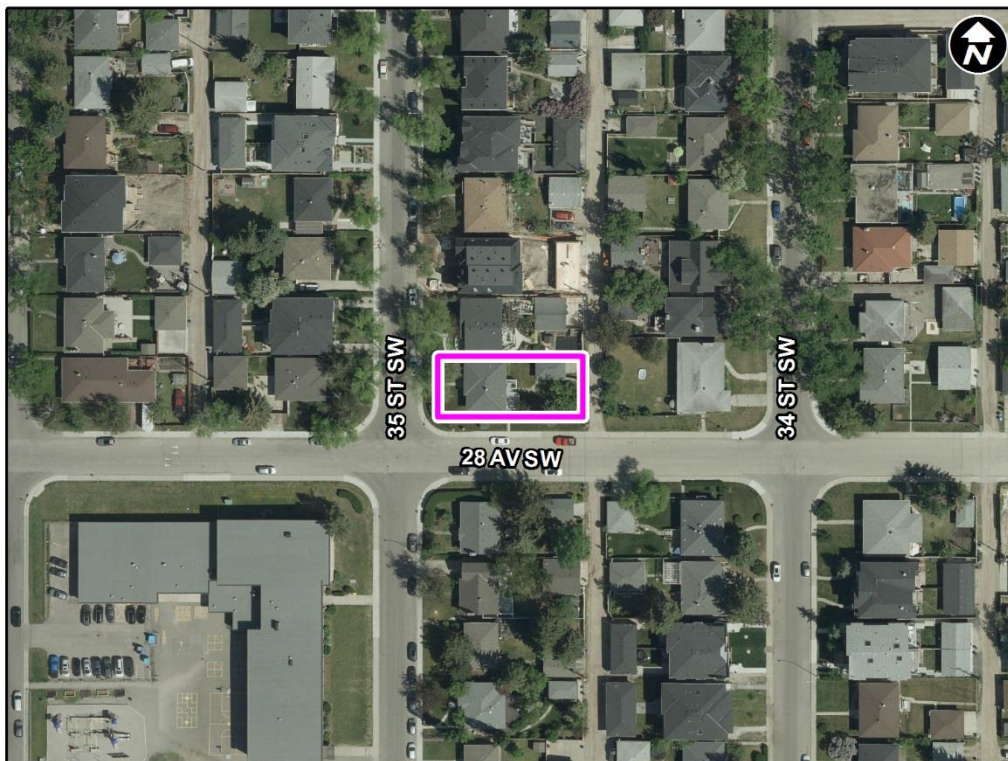
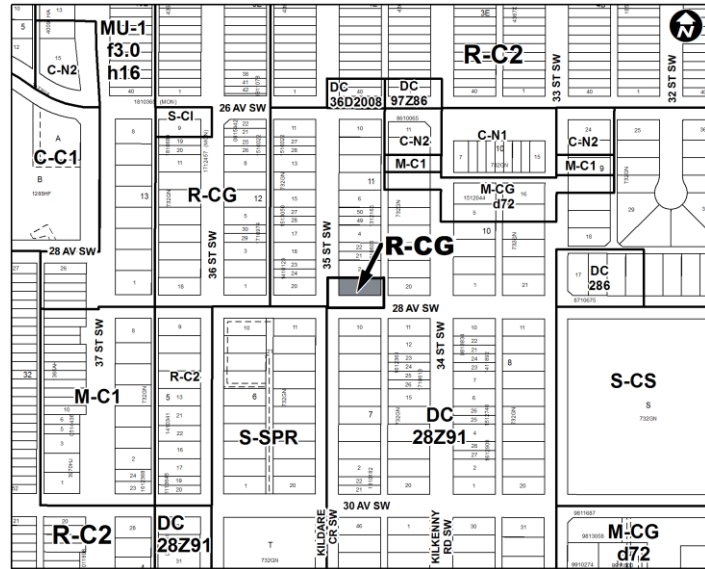
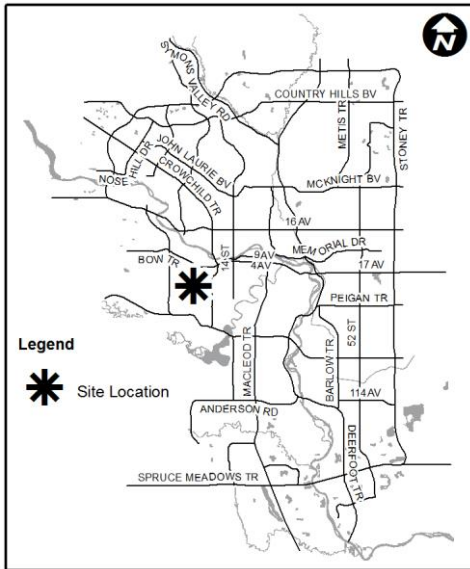
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BACKGROUND

This land use amendment application has been submitted to The City of Calgary by CivicWorks, on behalf of the landowner Hazel M. Dort and Ralph S. Dort on 2018 June 12. No development permit has been submitted at this time. However, as noted in the Applicant's Submission (Attachment 1), the applicant is intending to develop a four-unit grade oriented development.

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Location Maps



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Site Context

The subject site is located in the community of Killarney/Glengarry at the northeast corner of 28 Avenue SW and 35 Street SW. Surrounding development is characterized by a mix of single and semi-detached homes. The predominant surrounding land uses are low density districts, however to the north parcels are designated as Multi-Residential – Contextual Low Profile (M-C1) District, Commercial - Neighbourhood 1 (C-N1) District and Commercial - Neighbourhood 2 (C-N2) Districts.

The site is approximately 0.05 hectares in size with approximate dimensions of 15 metres by 36 metres. A rear lane exists along the eastern portion of the site. The property is currently developed with a one-storey single detached dwelling and a rear detached garage with parking pad accessed from 28 Avenue SW.

As identified in Figure 1, the community of Killarney/Glengarry has seen population growth over the last several years reaching its population peak in 2015. However, in the last two years, the community declined in population by 254 residents.

Figure 1: Community Peak Population

Killarney/Glengarry	
Peak Population Year	2015
Peak Population	7,677
2017 Current Population	7,423
Difference in Population (Number)	-254
Difference in Population (Percent)	-3%

Source: The City of Calgary 2017 Civic Census

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a range of building types that have the ability to be compatible with the established building form of the existing neighbourhood. Though a minor amendment to the ARP is required, the proposal generally meets the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Planning Considerations

Land Use

The existing DC District (Bylaw 28Z91) contains the permitted and discretionary uses and rules of the R-2 Residential Low Density District (Bylaw 2P80), and the following specific guidelines:

- a minimum lot width of 11.0 metres for Single Detached Dwellings;

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- a minimum lot area of 348 square metres for Single Detached Dwellings; and
- comprehensive plans, including building design, site layout, exterior finishes and colour, landscaping, parking and access shall be submitted to the Approving Authorities as part of a development permit application.

The proposed R-CG District allows for two to three storey (11 metres maximum height) rowhouse development where one façade of each dwelling unit must directly face a public street. The maximum density of 75 units per hectare would allow for up to four dwelling units on the subject site. The R-CG District allows for a range of other low-density housing forms such as single detached, semi-detached, duplex dwellings and secondary suites.

Some modifications to the R-CG District rules have recently been endorsed by Calgary Planning Commission and will be included on the 2018 September 10 Council Agenda for decision. These modifications are relatively minor in nature but do include some discretion for secondary suites and associated parking requirements in rowhouse developments and greater consistency in determining maximum building height. These potential changes to the R-CG district rules do not impact the suitability of the site to accommodate R-CG development.

Development and Site Design

The rules of the proposed R-CG District will provide basic guidance for the future site development including appropriate uses, height and building massing, landscaping and parking. Given the specific context of this corner site, additional items that will be considered through the development permit process include, but are not limited to:

- ensuring an engaging built interface along both the 35 Street SW and 28 Avenue SW frontages;
- emphasizing individual at-grade entrances;
- the delineation of an appropriate front yard setback; and
- definition of front yard amenity space for individual units.

Transportation Networks

Pedestrian and vehicular access to the site is available from 28 Avenue SW and 35 Street SW and the rear lane. The area is served by several Calgary Transit bus routes. On 37 Street SW the number 306 BRT bus service which is approximately 1300 metres walking distance of the site. The site is approximately 180 metres from the number 6 transit stop which offers service to the Westbrook LRT station.

On-street parking adjacent to the site is not subject to the Calgary Parking Authority's residential parking permit system.

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Utilities and Servicing

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

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 landowners and the application was advertised online.

Administration received comments from the Killarney/Glengarry Community Association on 2018 July 20 which are summarized below:

- concern with the current volume and pace at which applications for land use redesignations are being submitted within the community given the ongoing review of the ARP;
- concern that the densification options proposed may not align with the new plan for Killarney;
- would like to see a holistic vision for densification leading development, as opposed to decisions being made in a semi-isolated fashion, which in turn could ultimately influence the outcome of the ARP; and
- should the land use redesignation be approved, the applicant should ensure that future development is suitable for the character and context of neighbourhood.

Administration received sixteen letters in opposition to the application. Reasons stated for opposition are summarized below:

- lot is too small for four units;
- the proposal is out of keeping with the immediate area;
- increase in density should be in the form of duplexes and secondary suites;
- will impact the character and charm of the neighbourhood;
- future development will be monolithic, sun-blocking and will impact privacy;
- if proposal is approved, it will open floodgates to similar developments;
- increase in on-street parking and traffic;
- pedestrian safety issues given the proximity to a school;
- should not be random rezoning requests after the Main Streets initiative; and
- does not contribute to a positive outcome for the community as it is not part of a comprehensive planning approach.

Applicant-led communication with the public included the following:

- letters were sent to the Ward Councillor's office and Community Association;
- signage with information on the proposal (including a link to the project website) and contact information for questions and/or comments was placed on the subject site;

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- a project website (www.engagerndsqr.com) was created;
- postcards were hand-delivered to the surrounding neighbours to make them aware of the proposal; and
- attending a 2018 July 16 meeting with the Community Association's Development Committee.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The design compatibility of a future development with respect to the surrounding neighbourhood and parking requirements will be reviewed at the development permit stage.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. 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 as identified on Map 1: Urban Structure in the MDP. The applicable MDP policies encourage redevelopment of inner-city communities that is similar in scale and built form to existing development, including a mix of housing such as townhouses and rowhousing.

The proposal is in keeping with relevant MDP policies as the rules of the R-CG District provide for a development form that may be sensitive to existing residential development in terms of height, built form and density.

Killarney/Glengarry Area Redevelopment Plan (Statutory – 1986)

The subject parcel is located within the 'Conservation/Infill' area as identified on Map 2: Land Use Policy in the *Killarney/Glengarry ARP*, which is intended for:

- low-density developments in the form of single detached, semi-detached and duplex dwellings.

In order to accommodate the proposed R-CG District, a minor amendment to *Map 2* is required to change the land use category of the subject site to 'Low Density Townhousing' (Attachment 3), which is intended for:

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- a built form that is compatible with the existing low density development;
- providing individual at-grade access to a substantial portion of the units; and
- a maximum density of 75 dwelling units per hectare (29 units per acre).

The *Killarney/Glengarry ARP* is currently undergoing a review and update, with the anticipated completion of this project occurring in Spring 2019. At this time, this subject application was reviewed under the current direction and policies as found within the existing *Killarney/Glengarry ARP*.

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

The location criteria guidelines are used in conjunction with other relevant planning policy, including the MDP or local area policy plans, to assist in determining the appropriateness of an application in the local context.

The subject parcel meets six of the eight criteria. This site is on a corner parcel, has direct lane access and is within 400 metres of a transit stop. It is also on a collector or higher standard roadway (28 Avenue SW), is in close proximity to an existing or planned corridor (36 Street SW Main Street) and is across from an existing open space, park or community amenity (Holy Name School and Killarney Elementary School).

The only two criteria the subject site does not meet is being adjacent to existing or planned non-residential development or multi-unit development and within 600 metres of an existing or planned primary transit stop.

Social, Environmental, Economic (External)

The recommended land use allows for a wider range of housing types than the existing DC District and as such, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics.

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.

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REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with applicable policies of the *Municipal Development Plan*. The proposed R-CG District was designed to be implemented in proximity to or directly adjacent to low-density residential development. The proposal allows for a range of building types that have the ability to be compatible with the established building form of the existing neighbourhood and can better accommodate the housing needs of different age groups, lifestyles and demographics.

ATTACHMENT(S)

1. Applicant's Submission
2. Community Association's Submission
3. **Corrected** Proposed Amendment to the Killarney/Glengarry Area Redevelopment Plan
4. **Proposed Bylaw 75P2018**
5. **Proposed Bylaw 259D2018**
6. **Public Submissions**