

**Planning & Development Report to
Calgary Planning Commission
2018 September 20**

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CPC2018-1042
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Policy Amendment and Land Use Amendment in Forest Lawn (Ward 9) at 902, 908 and 912 – 36 Street SE, LOC2018-0148

EXECUTIVE SUMMARY

This application was submitted on 2018 June 21 by Homes for Heroes Foundation with authorization from the owners, the City of Calgary. The application proposes to redesignate the subject parcels from Residential – Contextual One Dwelling (R-C1) District to Multi-Residential – Contextual Grade-Oriented (M-CG) District to allow for:

- Multi-Residential Development (with some or all units with direct access to grade);
- a maximum building height of 12.0 metres (an increase from the current maximum of 10.0 metres);
- a maximum of 18 dwelling units (an increase from the current maximum of 3 dwelling units); and
- the uses listed in the proposed M-CG 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 in keeping with applicable policies of the *Municipal Development Plan* and the *Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan* (ARP), as amended.

A development permit application for an Assisted Living development of 15 single storey dwelling units and an Accessory Residential Building has been submitted and is under review by Administration.

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;
3. **ADOPT**, by bylaw, the proposed redesignation of 0.16 hectares ± (0.41 acres ±) located at 902, 908 and 912 – 36 Street SE (Plan 2700AH, Block 40, Lot B; Plan 807JK, Block 40, Lots 1 and 2) from Residential – Contextual One Dwelling (R-C1) District to Multi-Residential – Contextual Grade-Oriented (M-CG) District; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

In 2016 July, Council approved “Foundations for Home”, Calgary’s Corporate Affordable Housing Strategy, which identified “Leverage City Land” as one of six 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.

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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.

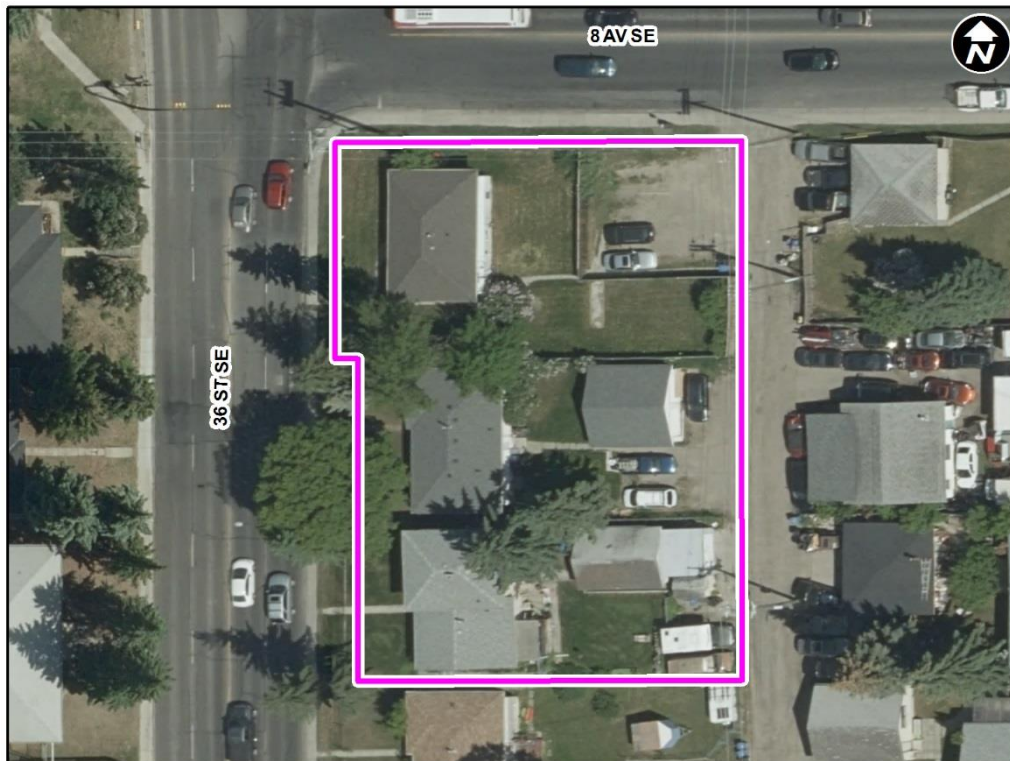
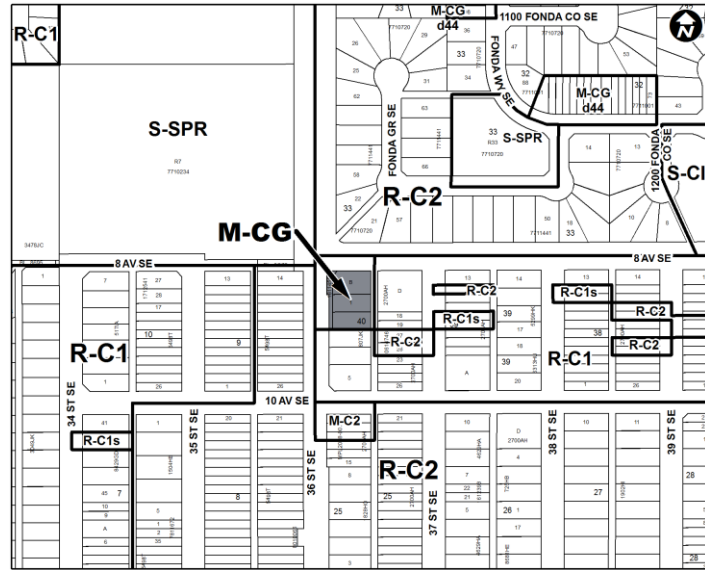
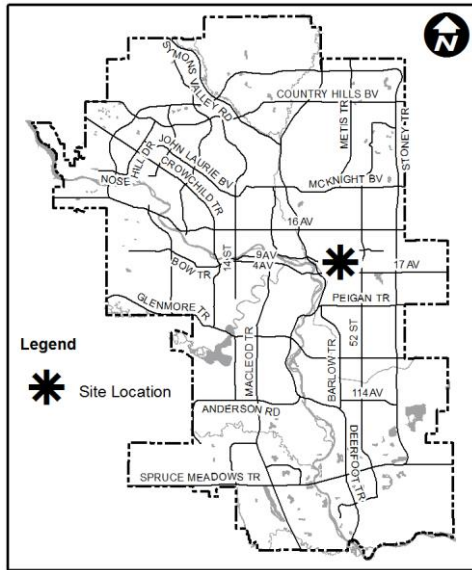
A full process of submission, evaluation, awarding and sale authorization was undertaken for each of the parcels. Applicants were evaluated on several different criteria, including their experience in operating affordable housing, experience in developing affordable housing in the past, capital funds in place, development timeline and potential partnerships. Homes for Heroes Foundation 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 22.

BACKGROUND

This redesignation application was submitted by Homes for Heroes Foundation on 2018 June 22, with authorization from the owners, the City of Calgary (Attachment 1). A development permit application (DP2018-3017) for an Assisted Living development of 15 single storey dwelling units and an Accessory Residential Building has been submitted and is under review (Attachment 3).

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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 8 Avenue SE. The site comprises three parcels and is approximately 51 metres wide by 38 metres in length and is currently occupied by 3 dwellings. There is lane access on the eastern boundary.

The site is surrounded to the south, east and west by existing low residential uses. To the north there is a combination of R-C2 and S-SPR 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. On 2018 July 23, Council approved an M-C2 land use on a parcel one block to the south at the junction of 36 Street SE and 10 Avenue SE.

There are a variety of retail and service amenities located in close proximity along 8 Avenue SE to the east and Marlborough Mall to the north, and to the south along 17 Avenue SE.

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

Planning Considerations

Land Use

The current R-C1 District is intended to accommodate residential development in the form of single detached dwellings in developed areas of the City. The district allows for a maximum of one dwelling unit and a maximum building height of 10.0 metres on a parcel. The applicant is proposing an Assisted Living development of 15 units. As such, a land use redesignation application is necessary to allow for the proposed development.

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The proposed M-CG District is intended to facilitate multi-residential development in a variety of forms, of low height and low 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 12.0 metres, with contextually sensitive rules that further restrict building height within proximity of low density residential districts and public streets.

Development and Site Design

The rules of the proposed M-CG District will provide 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 are being considered through the development permit process include, but are not limited to:

- ensuring an engaging built interface along both the 36 Street SE and 8 Avenue SE frontages;
- emphasizing individual at-grade entrances; and
- defining the front yard amenity space for individual units.

More information about the development permit application can be found within Attachment 3.

Environmental

An Environmental Site Assessment was not required for this application.

Transportation

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 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 DP2018-3017 to provide operational details regarding the specialized nature of the proposed use. This study, along with details of access and related loading services will be reviewed and determined at the development permit stage.

Utilities and Servicing

Water 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.

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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 Forest Lawn Community Association was circulated the application, however, did not provide comments. Administration followed up with the Community Association, however, no response was received.

The adjacent Forest Heights Community Association confirmed their support of the application.

Administration received one email objecting to this and a recent land use amendment application (LOC2018-0076 at 1104 - 36 Street SE and 3725 - 10 Avenue SE). The concerns raised were related to increased traffic, noise and parking.

Administration considered the relevant planning issues and has determined the proposal to be appropriate. Traffic and parking demand associated with the proposed development will be reviewed at the development permit stage.

In August 2018, 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 4,300 residential and business owners within 750 metres of the site inviting them to the open house. Twenty individuals attended the open house, with all attendees in full support of the tiny homes concept proposed by Homes for Heroes Foundation. Three concerns were raised regarding the wheelchair accessibility of the amenity building; the potential noise for future residents from 36 Street SE and that government is not helping veterans enough.

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

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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 Main Street) or if the intensification is consistent and compatible with the existing character of the neighbourhood. In this case, the subject site is located within 750 metres of the 17 Avenue SE Main Street, and the proposed M-CG 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) (ii) 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 the provision of a broad range of specialized accommodation in order to meet a diverse array of city-wide and community's needs, including rehabilitative homes.

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 lower 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 proposed multi-residential development does not comply with the intent of the Residential/Conservation policy area in the ARP.

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 minor wording change to policy 3.1.4 (b) to ensure that the three parcels the subject of this land use amendment application can be included in the Low Density Multi-Dwelling policy area. Within the Low Density Multi-Dwelling policy area, the intent is to have dwelling units located close to transit collector roads and other public amenities. The proposed M-CG 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

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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, 2014)

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; across from an open space/community amenity; 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 development of a range of housing options 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.

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.

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Risk Assessment

There are no significant risks associated with this proposal.

REASONS FOR RECOMMENDATIONS:

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-CG land use district would allow for a development that has the ability to be compatible with the character of the existing neighbourhood.

ATTACHMENTS

1. Applicant's Submission
2. Proposed Amendments to the Forest Lawn-Forest Heights/Hubalta Area Redevelopment Plan.
3. Proposed Development (DP2018-3017) Summary