

Planning & Development Report to
Calgary Planning Commission
2018 November 15

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CPC2018-1229
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Land Use Amendment in Southwood (Ward 11) at 10119 and 10233 Elbow Drive SW, LOC2017-0255

EXECUTIVE SUMMARY

This land use amendment application was submitted by Rick Balbi Architect on 2017 August 31 on behalf of Sable Developments Ltd, and with authorization from the owner, Southwood Gate Corp, for the redesignation of approximately 3.49 hectares (8.62 acres) of land within the community of Southwood. This application is intended to facilitate the redevelopment of the subject site to include a greater diversity and intensity of land use. The application proposes to change the land use of the subject site from Commercial – Community 2 f0.32h15 (C-C2 f0.32h15) District to Commercial – Community 2 f2.0h15 (C-C2 f2.0h15) District and Commercial – Community 2 f2.0h24 (C-C2 f2.0h24) District (1P2007) to allow for:

- the permitted and discretionary uses listed in the proposed C-C2 designation;
- a maximum building height of 15 metres (no change proposed) on the western and southern portion of the site and 24 metres on the eastern portion of the site; and
- a maximum building floor area of approximately 69,800 square metres (an increase of 58,632 square metres from what is currently allowed).

The proposal is compatible with surrounding land uses and in alignment with the applicable policies of the *Municipal Development Plan*.

No development permit application has been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 3.49 hectares ± located at 10119 and 10233 Elbow Drive SW (Plan 2601HR, Block 2, Lot 14) from Commercial – Community 2 f0.32h15 (C-C2 f0.32h15) District to Commercial – Community 2 f2.0h15 (C-C2 f2.0h15) District and Commercial – Community 2 f2.0h24 (C-C2 f2.0h24) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This land use amendment application was submitted by Rick Balbi Architect Ltd on 2017 August 31 on behalf of Sable Developments Ltd, and with authorization from the owner, Southwood Gate Corp.

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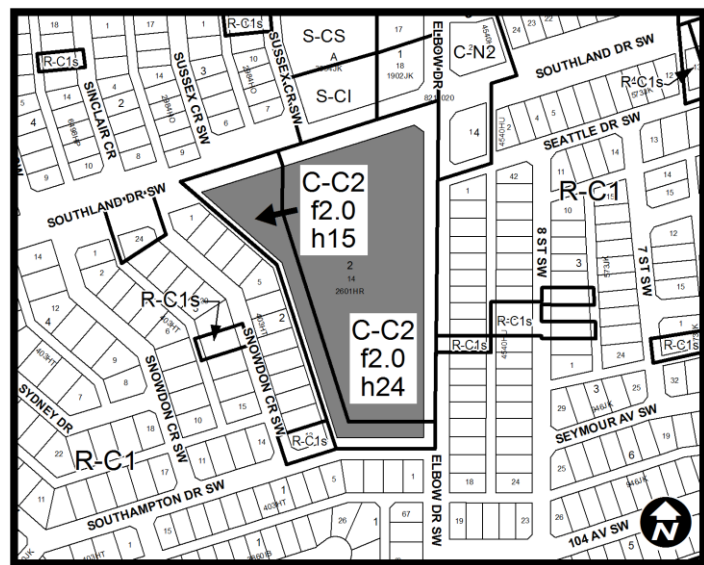
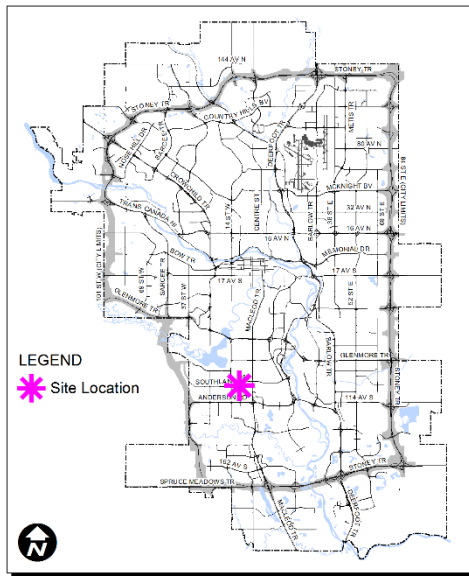
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The Southwood Corner Shopping Centre was constructed during Southwood's early phases of development in the 1960s and then expanded in the early 1990s. The current land use district for the site was put in place when *Land Use Bylaw 1P2007* came into effect.

There is no development permit application for the site at this time. A development permit to redevelop the site would be referred to Calgary Planning Commission for decision.

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Location Maps



A version of this map with dimensions is provided in Attachment 4 - Land Use District Boundaries.

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Site Context

The subject site is located southwest of the intersection of Elbow Drive SW and Southland Drive SW in the community of Southwood. The site is bounded on the north, east and west sides by streets and the west side by a lane. The lands to the west, south and east are developed as single detached houses on parcels designated Residential – Contextual One Dwelling (R-C1) (R-C1s) District. Sites to the north and northeast are developed with institutional and commercial uses including the Southwood Library, professional services, a liquor store, cannabis store, gas station, and a restaurant.

The northeast corner of the site is approximately a 600 metre walking distance west of the Southland LRT Station. This is not close enough for transit oriented development policies to apply to the entire site for development purposes, although for traffic management and parking purposes, the convenient access to transit will be considered.

The subject site is developed with a shopping centre known as Southwood Corner. This site was developed as part of the original plan for the Southwood community in the 1960s and expanded in the 1990s. The subject site is comprised of two parcels that have a combined area of approximately 3.49 hectares (8.62 acres). There is a slope to the subject site that rises from east to west about 5 metres across the property.

The demographics of the Southwood community are described in Figure 1 below.

Figure 1: Community Peak Population

Southwood	
Peak Population Year	1978
Peak Population	8,101
2017 Current Population	6,214
Difference in Population (Number)	-1,887
Difference in Population (Percent)	-23%

Source: The City of Calgary 2017 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment will facilitate the redevelopment of the subject site at a greater height, intensity (more floor area) and with a greater diversity of uses. This will contribute to the growth of the established area of The City, as envisioned by the *Municipal Development Plan*.

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Planning Considerations

Land Use

The current designation of the subject site is Commercial – Community 2 f0.32h15 (C-C2 f0.32h15) District. The proposed designation is C-C2 f2.0h15 on the western portion of the site and C-C2 f2.0h24 on the eastern portion. While the base district proposed is the same, new modifiers are proposed to allow for more floor area across the site and additional height on the eastern portion of the site.

The Commercial – Community 2 District is intended to be characterized by large commercial developments with several buildings designed comprehensively, containing a wide range of uses. This site is intended to be designed so that buildings are oriented towards the three streets along the edges, with development limited in height along the western and southern edges. The uses allowed in the district include a range of commercial uses as well as institutional and residential (but not assisted living and residential care uses). It is the intent of the applicant to include multi-residential with amenities that cater to seniors as part of the redevelopment of the site.

The proposed change to the district's floor-area ratio (FAR) modifier from 0.32 FAR to 2.0 FAR will allow for approximately ±69,800 square metres (±751,300 square feet) of floor area to be developed, given the 3.49 hectare (8.62 acre) size of the subject site. The following table shows information about what this redesignation means for the amount development that can occur on the subject site:

	Metres squared	Square feet
Existing floor area of site development	±10,800 m ²	±116,250 ft ²
Floor area allowed under current designation	±11,170 m ²	±120,200 ft ²
Floor area allowed under proposed designation	±69,800 m ²	±751,300 ft ²
Difference between currently allowed and proposed floor area	±58,630 m ²	±631,100 ft ²

The site's current allowance for 0.32 FAR is about the limit of what can be developed for a one-storey retail area with surface parking. At higher densities, structured parking and uses beyond retail are typical. The floor area increase as a result of this land use amendment will largely be split between commercial and residential uses, with a significant amount of floor area accounted for in residential uses. While the increase to 2.0 FAR results in what appears to be a large amount of floor area, it is actually equivalent to the intensities achieved by low rise apartment buildings. As such, it is considered reasonable for the site and its context.

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The proposed change to the district's height affects the eastern portion of the site. The proposed land use amendment would allow for up to 24 metres (79 feet) on the eastern portion of the site with 15 metres (49 feet) being allowed along the west and south edge of the site. The current land use designation limits building height to 15 metres (49 feet), and the highest structure built on the site is 11 metres (36 feet) tall. Keeping the height at 15 metres along those edges was a change made by the applicant in response to public feedback. A shadow study produced by the applicant shows that, for most of the year, the shadowing of the proposed building heights will only marginally increase the shadowing from what could be built under the current land use district.

Transportation Networks

Pedestrian and vehicular access to the site is currently available from Elbow Drive SW, Southland Drive SW, South Hampton Drive SW and pedestrian only access from the rear lane. As per the Calgary Transportation Plan (CTP), Elbow Drive SW is classified as a primary collector, Southland Drive SW is classified as an arterial street and South Hampton Drive SW is classified as a collector street.

The site is currently serviced by Calgary Transit bus service Route 37 with a bus stop directly in front of the site on Elbow Drive SW.

A Traffic Impact Assessment (TIA) was submitted in support of the land use redesignation. The TIA determined that offsite roadway and signalization improvements may be required to support the proposed build out of the development. Further TIA analysis will be required with each subsequent development permit to determine the timing and scope of the offsite improvements. The developer's financial obligations to fund the offsite improvements will also be determined at the development permit stage.

As a portion of this site is within 600 metres of the LRT station, the TIA analysis was based on the Transit Oriented Development guidelines. TOD principals are to be implemented at development permit stage with a high priority to be placed on active modes such improving walking, cycling and transit.

Utilities and Servicing

Sanitary sewers are presently available to service the development. A sanitary servicing study was submitted which indicated that the existing public infrastructure can support this development without the need for upgrades.

Water mains are available to service the development and can accommodate the potential redevelopment of the subject site without the need for off-site improvements.

Storm sewers are available to service the development without the need for offsite improvements.

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Stakeholder Engagement, Research and Communication

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.

Engagement Undertaken by the Applicant:

The applicant held three open houses and five meetings with the Southwood Community Association from June 2017 to October 2018. This engagement is described in Attachment 3 – Summary of Applicant-led Engagement.

Issues Raised in Public Submissions

Administration received twenty-one (21) letters of opposition representing twenty-eight (28) individuals; and, five (5) letters of support representing five (5) individuals. These responses were received from the initial circulation of the application and prior to the amendment to the redesignation proposal that limited the height on the western portion of the site. As the change reduced the height on a portion of the site, the application did not need to be re-circulated. Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. Commission's recommendation and the Public Hearing date for this application will be advertised.

The following are the main concerns raised in the public submissions from those who were in opposition:

- Density and community character: Concern that the density and scale of the proposed development is too high given the low-density residential context of the site. Comments that there is already enough density in the area and that the community already has an enjoyable character.
- Privacy (related to building height): Concern about overlooking from the future buildings onto adjacent lands and into the windows of houses.
- Shadowing (related to building height): Concern that tall buildings will cast shadows onto adjacent properties.
- Property values (related to building height): Concern that the development of tall buildings will reduce the value of adjacent properties.
- Traffic and parking: Concern about site access and impacts to traffic flows on adjacent streets. Parking on the site and on adjacent streets was also a concern.
- Pedestrian safety: Concern that an increase in local traffic will negatively affect pedestrian safety at nearby intersections.
- Noise: Concern that more development on the site will increase the ambient noise levels in the area due to deliveries, waste collection and a general increase in activity on-site.
- Utility capacity: Concerns about the capacity of local infrastructure to handle additional development.
- Intended use for seniors housing: Concern that the intent to have this as seniors-only housing is unenforceable and that the future development will eventually cater to other demographics.

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- Setbacks: Concern that the current building does not meet the setbacks of the existing land use district.

The following are the main reasons for support provided in the public submissions from respondents in favour of the application:

- Local population: Support for reversing the trend of a declining local population in the Southwood community.
- Established area redevelopment: Support for growth in the established part of Calgary.
- Local businesses and services: Support for more density and growth to support the local business and services in the Southwood community.
- Affordable housing: Desire to see affordable housing for seniors and others.
- Seniors residences: Support for residences that would allow seniors to age in-place. There was a recognition that this sort of housing is undersupplied relative to what is likely to be the future requirement for it.
- Density: Comment that the proposed density seems contextually appropriate for the site.
- Community image: Desire for the Southwood community to be seen as vibrant and progressive through the support of local development that would have a revitalizing effect.
- Property values: Comment that property values tend to rise in areas that are experiencing commercial and residential redevelopment.

Response from the Southwood Community Association

The Southwood Community Association (CA) is opposed to both the increase in allowable height to 24 metres and the increase in allowable floor area ratio to 2.0. The CA is appreciative of the engagement efforts by the applicant and believes that the way the proposal was amended (to limit the height on the western and southern edges of the site) addresses many of the issues that were raised by adjacent residents.

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 is within the Developed – Established typology of the Municipal Development Plan's Map 1: Urban Structure. The general policies for the typology speak to moderate/modest intensification of established areas. They apply to the community level as a whole, so it is not appropriate to apply them in the evaluation of an individual site. Without a local area plan in place for the Southwood community, it is difficult to determine what densities are appropriate for various sites within the community. The *Municipal Development Plan* speaks to intensification

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in a form and nature that respects the scale and character of the neighbourhood and appropriate densities. The *Municipal Development Plan* provides general guidance, but lacks block-by-block detail.

The current floor area of the buildings on-site total about 10,800 square metres. (116,250 square feet). Under Section 4.1.2 of the *Municipal Development Plan*, this corresponds to the Regional Retail 2 category. Policy 4.1.2.j of the *Municipal Development Plan* establishes the following:

- j. Redevelopment of older shopping centres and commercial strips should include mixed use developments that create greater residential and employment variety while retaining a retail function.

The proposal generally aligns with MDP's city-wide policy that encourages intensification including housing diversity and choices, shaping a more compact urban form, and creating great communities. Section 2.2 directs future growth in a way that foster a more compact efficient use of land, creates complete communities, allows for greater mobility choices and enhances vitality and character of local neighbourhoods.

While the policies of the *Municipal Development Plan* are somewhat general, they do call for intensification in strategic locations within established areas, such as large, older retail sites. This is an appropriate place to focus redevelopment and intensification and, on balance, this redesignation is supported by the policies of the *Municipal Development Plan*.

There is no local area plan applicable to the subject site.

Social, Environmental, Economic (External)

A Phase I Environmental Site Assessment was completed for the site and nothing was identified that is likely to result in potential subsurface impacts. No further investigation was recommended at this time.

Financial Capacity

Current and Future Operating Budget:

There are no known impacts to the current and future operating budget at this time.

Current and Future Capital Budget:

The proposed land use 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 and operational and/or land use risks will be managed at the time of development permit or subdivision application.

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REASON(S) FOR RECOMMENDATION(S):

The proposed land use redesignation is aligned with applicable policies identified in the *Municipal Development Plan*. The proposed Commercial – Community 2 f2.0h15 (C-C2 f2.0h15) District and Commercial – Community 2 f2.0h24 (C-C2 f2.0h24) District will allow for redevelopment and a range of uses that are compatible with adjacent uses.

ATTACHMENT(S)

1. Applicant's Submission
2. Southwood Community Association's Response
3. Summary of Applicant-led Engagement
4. Land Use District Boundaries