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Development Permit in Cliff Bungalow (Ward 8) at 528 – 25 Avenue SW and 2412R – 5 Street SW, DP2018-3498

EXECUTIVE SUMMARY

This application was submitted on 2018 July 20 by S2 Architecture on behalf of CivicWorks Planning + Design and Mission Seniors Living Ltd. The application proposes an assisted living and residential care facility with the following characteristics:

- 141 independent supported living, assisted living, and dementia/memory care units;
- a single building with 14,155 square metres gross floor area (floor area ratio (FAR) of 7.46); and
- a building height of 12 storeys (approximately 45 metres).

At the time of writing this report, the proposal (Attachment 1) required amendments to the Cliff Bungalow Area Redevelopment Plan (ARP) and a land use redesignation from Multi-Residential – Contextual Medium Profile (M-C2) District to a DC Direct Control District based on the Mixed Use – General (MU-1) District. These policy and land use amendments were included in related application LOC2018-0143 presented to the Calgary Planning Commission on 2019 February 7. The Calgary Planning Commission recommended unanimously that Council adopt the proposed bylaw amendments. This application is scheduled to be considered by Council at the 2019 March 18 Public Hearing.

The proposed DC guidelines (Attachment 2) include requirements for community benefit investments in order to achieve an FAR above 3.0. Subject to the conditions of approval (Attachment 3), the proposal is in alignment with planning policy and is recommended for approval by the Corporate Planning Applications Group (CPAG).

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission:

- 1. **RECEIVE AND ACCEPT** this report and attachments for information; and
- Recommend the Development Authority, without having to return to Calgary Planning Commission, APPROVE the proposed Development Permit application DP2018-3498 of a New: Assisted Living, Residential Care (1 building), located at 528 - 25 Avenue SW and 2412R - 5 Street SW (Condominium Plan 0210275, Units 1 to 36; Plan 3845O, Block 16, Lot 13), with conditions (Attachment 3)

PREVIOUS COUNCIL DIRECTION / POLICY

No previous Council direction.

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BACKGROUND

This application was submitted on 2018 July 20 by CivicWorks Planning + Design on behalf of Mission Seniors Living Ltd. The site, at the northeast corner of 25 Avenue SW at 5 Street SW, is currently occupied by a multi-residential development with 36 units in three and-a-half storeys. The proposed seniors facility will replace the existing development.

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Location Maps



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To the north, across the alley are the Laurence Apartments (1928, 9 apartment homes, 910 square metres, two-and-a-half storeys), the Redpath Apartments (1958, 12 apartment homes, 670 square metres, two-and-a-half storeys), and a publicly-accessible surface parking lot.

To the east, immediately adjacent are the Gordon Suites (1929, four apartment homes, two storey buildings) and the Himmelman Boathouse (180 square metres, two storeys).

To the south, across 24 Avenue SW is the back-of-house and loading dock of a 2,280 square metre Safeway grocery store.

To the west, across 5 Street SW is an apartment building (1967, five homes, 430 square metres, two storeys) and the Aventa Centre of Excellence for Women with Addictions (1967, 1,800 square metres, three storeys and an apartment building with five homes, 430 square metres, two storeys), which provides trauma informed, gender-specific, concurrent capable, live-in addiction treatment services for women.

At the southwest corner of 25 Avenue SW at 5 Street SW (kitty-corner to and at a higher elevation than the subject site) is the Millican Residence (Twin Gables, 1914, 340 square metres) which has operated as a bed and breakfast.

As identified in Figure 2 (below), the population of the Cliff Bungalow community peaked in 1982 at 2,219 and as of 2018 stood at 1,921, representing a decline of 298 residents or 13.4 percent.

Cliff Bungalow	
Peak Population Year	1982
Peak Population	2,219
2018 Current Population	1,921
Difference in Population (Number)	-298
Difference in Population (Percent)	-13.4%

Figure 1: Community Peak Population

Source: The City of Calgary 2018 Civic Census

Additional demographic and socio-economic information may be obtained online through the <u>Cliff Bungalow</u> community profile.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Development and Site Design

The proposed development (Attachment 1) consists of 14,155 square metres of gross floor area (GFA) and 7.46 FAR, and includes a seniors care facility with 141 assisted living and residential care units on 12 levels that will provide a continuum of care ranging from independent supported living through assisted living to dementia/memory care. The proposed development includes a significant amount of common space dedicated to internal amenities and gathering

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spaces, staff, operations, and circulations, as well as approximately 850 square metres of outdoor amenity space.

Key development considerations were identified and addressed through the DP process. These include the specific assisted living use, and relationship of the lower floor materials and massing to the Cliff Bungalow-Mission context. Further considerations included the objective of locating and designing main floor amenity spaces to activate the streetscape to the greatest possible extent, while ensuring that landscape design mitigates the impacts of flood elevation requirements and streetscape design along both public frontages of the site. Administration also considered functionality and trade-offs relating to a proposed porte-cochère linking 25 Avenue SW and the alley to the north, and providing passenger vehicle access to the facility.

The proposal's design is driven primarily by the programming needs of the continuum of care model; the building is considerably less efficient than a comparable multi-residential development, with more than 40 per cent of GFA devoted to shared indoor amenity spaces, staff, operations, and circulation space, as well as nearly 1,000 square metres of outdoor amenity space. Such spaces are concentrated on the lower floors of the building, with an emphasis on active uses on the main floor. Independent supported living units are primarily on the upper floors, with assisted living and dementia/memory care on the lower and middle floors. These program elements are depicted in Figures 2 and 3 (below):

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Figure 2: Program Elements



ASSISTED LIVING

DEMENTIA / MEMORY CARE

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Primary access to the building is provided from 25 Avenue SW, with the main entry facing the sidewalk. Vehicular access is provided via a porte-cochère feature incorporating a northbound laneway from 25 Avenue SW leading to the alley between 24 and 25 Avenues SW. This configuration (which requires a bylaw relaxation) was extensively reviewed by Transportation and found to provide appropriate vehicular access for the seniors care use while minimizing the width of the 25 Avenue SW curb cut and the impact of ramping up to the main floor elevation. Figure 4 (below) provides details on access and circulation:



Figure 4: Access and Circulation

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The main floor plan emphasizes shared and active amenity spaces and places dining room areas along the 25 Avenue SW and 5 Street SW frontages of the building, and back-of-house elements such as the kitchen along the alley between 24 and 25 Avenues SW. Although access is controlled through the primary entrance and porte-cochère, a raised and landscaped patio along 25 Avenue SW provides for as active as possible a frontage, particularly given the challenges posed by meeting flood elevation requirements. Figure 5 (below) provides details.



Figure 5: Main Floor Plan

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Through Administration review and stakeholder engagement, the design of the proposed development evolved in a number of ways. Key changes through the application process included:

- revisions to the roofline parapet to achieve a lighter appearance with more openings to the sky;
- greater perforation of the vertical continuations of the roofline parapet element was included to reduce bulk and provide a lighter appearance;
- Revisions to podium (main floor through fifth storey) cladding and materials to better fit with the Cliff Bungalow – Mission context;
- extension of canopies along 5 Street SW to reinforce the human scale of the main floor;
- incorporation of additional green roof elements were provided to break up the mass of the building above the top of the podium (fifth storey);
- widening of sidewalks along 25 Avenue SW and 5 Street SW to provide new boulevard landscaping and a larger tree trench for healthy tree growth;
- addition of glazing along the north elevation to break up the perceived podium mass from the north;
- addition of clerestory windows, spandrel panels, and enhanced landscaping to soften the northwest corner and enhance the entry to the alley between 24 and 25 Avenues SW; and
- enhancement of the person and vehicle doorways of the back-of-house entrances from the alley between 24 and 25 Avenues SW through glazing and material changes.

A number of these changes are depicted in Figures 6-8:

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Figure 6: Design Changes - South and West Elevations

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City Wide Urban Design

The proposed development was reviewed by the City Wide Urban Design team throughout the CPAG review process. Due to the complexity of the program, the high quality and completeness of the application, and the responsiveness of the applicant to staff comments, it was felt that there was little scope for additional comment by the Urban Design Review Panel (UDRP). Comments focused on ensuring that the design:

- was well adapted to the gateway condition along 5 Street SW
- provided a high quality public realm along 25 Avenue SW and 5 Street SW;
- reduced the impact of massing on 5 Street SW and the Scottish Nursing Home (Triangle) Park
- provided a small corner plaza at the southwest corner of the site;

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- ensured the most active possible main floor uses and providing visual connections between them and the sidewalk;
- included step backs and articulation above the podium levels; and
- provided high quality materials and façade articulation along the alley.

The majority of the elements identified by City Wide Urban Design were achieved through the proposed design and its refinement through the application process (described above), particularly with respect to architectural treatment of massing and materials.

Due to programming requirements and consequent low efficiency, there were limited opportunities to rotate, shift, or reduce the massing and its shadow impact; more detailed shadow analysis was undertaken and indicated that at the equinox, the Scottish Nursing Home (Triangle) Park would be free of shadow from the proposed building by 12:00 noon.

Community Benefits

Beyond the subject site, at the time of writing this report, the proposed DC guidelines include provisions for increased FAR and height linked to the provision of three community benefits. This development permit application includes a prior to release condition to enter into a development agreement to deliver the following community benefits:

Construction by the applicant or contribution to a portion of the Prospect Trail, an
initiative to link trails and parks between 17 Avenue SW and Sifton Boulevard SW (see
Figure 9 below).



Figure 9: Proposed Construction of a Portion of Prospect Trail

Proposed Timber Stair Connection to Future Prospect Trail

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• Construction by the applicant of enhancements to the connectivity and accessibility infrastructure of the Scottish Nursing Home Park (Triangle Park) at the intersection of Cliff Street SW and 24 Avenue SW (see Figure 10 below).



Figure 10: Proposed Enhancements to the Scottish Nursing Home (Triangle) Park

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• Permanent installation of on-site public art by the applicant at the northeast corner of 5 Street SW and 25 Avenue SW along with an enhanced private-public pedestrian streetscape along the edges of the subject site (see Figure 11 below).

<complex-block>LOCATIONEXAMPLE INSTALLATIONSImage: product of the state of the s

Figure 11: Proposed On-Site Public Art Location and Examples

Ishoj Station, Denmark

Tree Ring, Paris

The proposed DC guidelines, which allow up to 7.5 FAR and accompanied this application as part of LOC2018-0143, are available in Attachment 2. The value of these community benefits comes to \$500,000, or \$58.72 per square metre, with an increase from 3.0 FAR to 7.46 FAR. The proposals were reviewed by Parks with respect to mechanisms and content, found to be feasible, and in alignment with aspirations previously expressed in the ARP or through ongoing initiatives such as the Prospect Trail.

Environmental

There are no environmental concerns associated with the site or this proposal.

Transportation

Administration reviewed the proposed development and found it to be well-situated in terms of walking, cycling, and transit infrastructure and service. The Elbow River Pathway runs along the southern edge of the proposed policy amendment area (a block south of the subject site) and both 2 Street SW and 5 Street SW are designated on-street cycling routes.

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The site is a one kilometre (\pm 12min) walk from the Erlton LRT station. The site is 110 metres from the nearest Primary Transit Network bus stop, which is served by routes 3, 17, and 449. All routes offer quick connections to downtown destinations, while route 17 links the area with the Erlton LRT station and the community of Ramsay.

Access for underground parking, loading, and waste/recycling staging areas is available via the alley between 24 and 25 Avenues SW. The proposed development includes 61 underground parking stalls, which is in compliance with the requirements of Land Use Bylaw 1P2007.

On-street parking in proximity to the site is managed through a combination of permits and pricing to allow the fixed supply of curb space to respond to demands from local businesses and the customers as well as residents and their visitors.

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. Servicing connections will be determined through the Development Site Servicing Plan review.

Stakeholder Engagement, Research and Communication

In keeping with Administration's practices, this application was circulated to stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online. The decision made by the Development Authority will be advertised in accordance with the *Municipal Government Act*. As this development permit is for a discretionary use, an appeal may be filed based on the decision on the entire permit, the decision to grant a relaxation, or any of the conditions placed on an approval.

Further and more comprehensive engagement on this development permit application and the related land use amendment and ARP amendment applications (LOC2018-0143) were led by the applicant with oversight and input from the City's Engage Resource Unit, which found the applicant's approach to be appropriate and aligned with the Baseline Engagement standards for Community Planning.

Administration met with the applicant early to review their engagement strategy and provide recommendations about their approach and the local context. Planning Contact information for the land use amendment and development permit application file managers was included on all applicant-produced materials and the file managers participated in applicant-led events to receive feedback and answer questions about The City's planning and application review process.

Engagement included:

• A public Engagement Storefront space located in a street fronting retail bay along the 2500 block of 4 Street SW proximate to the site – 13 open house sessions (Wednesday afternoons and evenings and Saturday afternoons) over 44 hours (2018 June – July 21);

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- Presence at the Fourth Street Festival including display booths and the Engagement Storefront space (2018 June 03);
- An additional open house/wine & cheese event hosted by the applicant at their Engagement Storefront space (2018 September 13);
- Three separate postcard maildrops to over 2,600 residents and local businesses;
- Postcards made available at the point of sale at over 20 local retailers;
- Content regularly published in monthly community newsletters;
- An electronic newsletter (2018 July, September, November and December);
- Large-format on-site signage;
- Dedicated project website (<u>http://www.riverwalkseniors.com</u>) including an online feedback form; launched 2018 May, the website remains active today;
- Downloadable presentation materials from engagement events;
- Dedicated phone line and email address;
- Stakeholder meetings with the Fourth Street Business Improvement Area (2018 June 22 and July 25);
- Stakeholder meetings with the Cliff Bungalow Mission Community Association (CBMCA) (2016 March 09, 2018 July 25 and September 12);
- Provided an overview of the application to the Mount Royal, Elbow Park, Rideau-Roxboro, and Erlton Community Associations and offered to attend meetings;
- Presence (exhibit) at the Kerby Centre Expo (2018 September 22); and
- Additional set of consecutive public open house events hosted by the applicant at Phil & Sebastian Coffee Roasters Mission Café on 4 Street SW (2018 November 20 and 21).

The last set of open houses (2018 November 20 and 21) were also attended by Administration and focused on sharing and seeking input on the proposed Area Redevelopment Plan amendments, developer-funded investment in community benefits and the latest updates to the proposal. Participants were also able to ask questions and provide feedback on the project.

A comprehensive report documenting engagement findings (Application Brief and What We Heard Report) is available in Attachment 4.

Citizens provided a variety of comments through the notice posting and circulation process. The main themes identified are highlighted in the chart below including a response in how this feedback was addressed by The City and/or the applicant to inform the final proposal.

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What we heard (issue or opportunity identified)	What changes were made and/or response to the issue identified
Building height and massing	A lower building was discussed but deemed not to be feasible due to the significant proportion of shared indoor amenity and gathering space, staff, operations, and circulation space.
	Alternative massing concepts (including variable heights between portions of the building, rotating the proposed mass, and reducing overall heights) were discussed but deemed to have minimal shadow reduction impacts while reducing contextual fit to the east of the site.
Developments of such scale and scope require discussion of context	The applicant was required to submit a policy amendment with revisions to the ARP, ensuring that the potential future context of the site was subject to public discussion and clearly articulated before CPC and Council.
	By proposing to identify the southernmost two blocks of Cliff Bungalow as a new Special Study Area, the application provides MDP-aligned guidance for future development and allows for a clear and transparent conversation around the future context of the subject site.
Significant intensification should be accompanied by community benefit	The applicant's voluntary community benefit approach was taken into the policy amendment and proposed DC guidelines to provide greater certainty. The proposed ARP amendment requires any substantial proposals to identify community benefits where FAR exceeds 3.0.

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The letter received from the Cliff Bungalow Mission Community Association (CBMCA) in response to the circulation process is in Attachment 5. Although the CBMCA supports the proposed assisted living use, they are not supportive of the application due to concerns regarding the potential for future development in the southern two blocks of Cliff Bungalow exceeding the current policy limits of four storeys (residential) or 16 metres (commercial), a sense that the proposal represents a precedent that could be applied universally throughout the neighbourhood, and concerns about height.

The proposed community benefit investments were shared with the public for comment and engagement online and in-person at events. The proposed community benefits are not endorsed by the Cliff Bungalow Mission Community Association (CA), which opposes the application on the basis that they do not consider the proposed height and density as compatible with the character of the surroundings. The CA has indicated that they are not supportive of density bonusing as a planning tool and are not in support of an ad-hoc, application-driven approach to community benefits.

The CA has stated that they remain committed to the existing ARP and its objectives, and has expressed a desire to limit height and density on the west side of 4 Street SW and focus higher densities and taller buildings on key sites to the east side of the 4 Street SW.

Individual comments from members of the public reflected a range of perspectives. Approximately 40 electronic submissions were received, with nine of those in support. The CBMCA has put in place a project-specific website (<u>https://www.friendsofcliffbungalow.ca</u>) and Facebook page which has resulted in several consistent letters articulating concerns similar to those identified above.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the *South Saskatchewan Regional Plan* (SSRP) which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed policy amendment builds on the principles of the Interim Growth Plan by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (MDP) (Statutory – 2009)

The proposed application aligns with a significant number of *MDP* objectives and policies relating to creating a city attractive to people, shaping a more compact urban form, building and diversifying urban activities along Main Streets, creating a more transit-supportive land use

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framework, fostering complete communities, ensuring a choice of housing forms and tenures, accommodating special care facilities within residential and mixed-use communities, locating taller buildings in proximity to Main Streets, and minimizing the amount of land taken from undeveloped areas.

Cliff Bungalow Area Redevelopment Plan (Statutory – 1993)

The current ARP identifies the site as Medium Density aligned with the former RM-5 land use district (from Bylaw 2P80) which was transitioned to the current Multi-Residential – Contextual Medium Profile (M-C2) in 2007 as part of the adoption of Bylaw 1P2007. The ARP further calls for architectural details such as sloped roofs, at grade entries, lane access parking and finishing materials which complement the surrounding low density residential character of the area. An excerpt from the current ARP is provided in Figure 4: Current ARP and Proposed Policy Amendment Special Study Area (below).

The proposed development does not align with the current policies and is preceded by an application (LOC2018-0143) to amend the ARP and land use accordingly. This application was reviewed by the Calgary Planning Commission on 2019 February 7, resulting in a recommendation for approval from CPC to be heard by Council 2019 March 18.

In Administration's view, the current ARP guidance does not provide adequate contemporary context for this application and does not contemplate future development of the southern two blocks of Cliff Bungalow in a way that is aligned with the *MDP*. The related ARP amendment and land use redesignation application (LOC2018-0143) includes a proposed amendment to the ARP that would identify the southernmost two blocks of the neighbourhood as a new Special Study Area and provides policy guidance for future redevelopment in that area in line with *MDP* objectives.



Figure 12: Current ARP and Proposed Policy Amendment Special Study Area

Current ARP with Subject Site and Proposed New Special Study Area

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Proposed ARP with Subject Site and Proposed New Special Study Area

The intent of the related ARP amendment is to recognize the two southernmost blocks of the neighbourhood as a new Special Study Area that references the Community – High Density building block of the Developed Areas Guidebook. This building block and the related policies within the Developed Areas Guidebook are applicable to the proposed Special Study Area only. The Community – High Density building block facilitates high intensity residential and mixed-use development with large-scale residential and non-residential uses.

Further, the proposed amendments within the new Special Study Area provide principle-level guidance on use mix, large-format uses, servicing and parking access, a south-to-north transition in building height, considerations for location and design of tall buildings, and a requirement to provide community benefits where applications propose a floor area ratio (FAR) greater than 3.0.

Seniors Age-Friendly Strategy (Non-Statutory – 2015)

The proposed application aligns with Result 1 Strategy B (support and foster efforts to increase the accessible housing supply); Result 3 Strategy A (support the development of age-friendly housing options within local communities); Result 4 Strategy A (support the implementation of the *MDP* vision for creating complete communities that meet the needs of local residents of all ages); and Result 4 Strategy B (encourage the development of age-friendly neighbourhoods and businesses).

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Planning Principles for the Location of Care Facilities and Shelters (Non-Statutory – 2011)

The proposed application aligns with the site selection criteria set out in the planning principles, with respect to location in proximity to a Neighbourhood Main Street (4 Street SW), provision of a continuum of care, and access to transportation networks. The scale of the facility marks a departure for development on the west side of 4 Street SW, however as discussed in this report and in the report for the associated proposed policy and land use amendment (LOC2018-0143), the scope of the development aligns with Administration's perceptions of expectations for future development in the southernmost two blocks of Cliff Bungalow.

Given the different nature of the proposal relative to the Aventa facility operating across 5 Street SW from the subject site, administration does not perceive any concerns relative to concentration of care facilities. With respect to appearance, amenity space, and guidance for residential care and assisted living, the proposal aligns with the applicable planning policies. As noted in the Engagement section of this report, no stakeholders expressed concern regarding the proposed use.

Land Use Bylaw 1P2007 (Statutory – 2007)

The proposed development meets all but one requirement set out in the Land Use Bylaw (1P2007). Vehicle access to the facility is provided through a porte-cochère alleyway running one way northbound from 25 Avenue SW in the south to the alley between 24 and 25 Avenues SW in the north. This solution has been extensively reviewed by transportation, and although it does not meet bylaw requirements, it presents an effective means for ensuring vehicle access to the main floor elevation.

Such access is an essential part of the design and operational program for the assisted living and memory care components of the proposed development and the configuration brought forward accommodates this while minimizing the width of the 25 Avenue SW curb cut, making use of the existing alley, and reducing the impact of grade changes on the public realm.

Bylaw Relaxations			
Regulation	Standard	Provided	
1355 Vehicle Access (Identify locations)(1) Unless otherwise referenced in subsections (2) and (3), where the parcel shares a rear property line or side property line with a public lane, all vehicle access to the parcel must be from the public lane.	in subsections (2) and (3), where	Plans indicate a driveway to be provided on the east side of the property that is one way with access from the south street.	
	Relaxation recommended in light of transportation analysis demonstrating functionality of driveway and benefits relative to alternative configurations with multiple access points and wider curb cuts.		

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Social, Environmental, Economic (External)

The proposed policy and land use amendments contribute to a more transit-supportive land use framework, by fostering a greater range of age-friendly housing opportunities in a walkable environment. Enabling older Calgarians to choose to age in the proposed location contributes to an overall more compact form, helps to foster the continued vitality of the Mission and Cliff Bungalow communities, and reduces pressure on open space, agricultural land, and critical environmental areas.

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

Risk Assessment

This proposal includes, as Prior to Release conditions, obligations to construct and/or finance public realm improvements to the Scottish Nursing Home (Triangle) Park and the Prospect Trail. Although the scope of the proposed improvements has been reviewed by Parks, there may be challenges with delivery of these improvements.

In the event that the initial community benefit proposals prove not to be feasible, the proposed DC guidelines (Attachment 2) that accompany this application include provision for Administration to direct funds to other similar investments elsewhere in the Cliff Bungalow and Mission communities.

REASON(S) FOR RECOMMENDATION(S):

Subject to Council approval of the associated policy amendments and land use redesignation (LOC2018-0143) and the conditions listed and considering the relaxations noted above, the application is in alignment with relevant statutory and non-statutory planning policy. Enabling older Calgarians to choose to age in the proposed location contributes to an overall more compact form, helps to foster the continued vitality of the Mission and Cliff Bungalow communities, and reduces pressure on open space, agricultural land, and critical environmental areas.

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ATTACHMENT(S)

- 1. DP Plans
- 2. Proposed Direct Control District Guidelines (LOC2018-0143)
- 3. Conditions of Approval
- 4. Application Brief (What We Heard Report and Community Benefit details)
- 5. Letter from the Cliff Bungalow-Mission Community Association