

Planning & Development Report to
Calgary Planning Commission
2019 May 16

ISC: UNRESTRICTED
CPC2019-0589

Land Use Amendment in Bridlewood (Ward 13) at 2375 - 162 Avenue SW, LOC2018-0276

EXECUTIVE SUMMARY

This application was submitted by MTA Urban Design Architecture Interior Design on 2018 December 21 on behalf of Calgary Housing and The City of Calgary Real Estate & Development Services. The land use amendment proposes the redesignation of a City-owned parcel of 0.87 hectares \pm (2.15 acres \pm) from Special Purpose – City and Regional Infrastructure (S-CRI) District to Multi-Residential – Low Profile (M-1) District in the southwest community of Bridlewood. This proposal is intended to:

- facilitate comprehensively designed affordable housing townhouse development on the subject parcel;
- provide access to adequate and affordable housing in this sector of the city;
- create conditions to enable Calgarians from a wide economic and demographic spectrum to live within the community;
- allow for a maximum height of 14 metres;
- allow for a maximum of 128 units; and
- allow for the uses listed in the M-1 District.

A concurrent development permit application (DP2018-5952) that proposes 62 affordable housing townhouse units in ten buildings, referred by the applicant as The Bridlewood Project, on the site is currently under review by Administration with approval pending a Council decision on this land use amendment.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.87 hectares \pm (2.15 acres \pm) located at 2375 – 162 Avenue SW (Plan 0112369, Block 23, Lot 3) from Special Purpose – City and Regional Infrastructure (S-CRI) District to Multi-Residential – Low Profile (M-1) District (Attachment 2); and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

In 2016, Council established Affordable Housing as a priority when they adopted the *Corporate Affordable Housing Strategy and Implementation Plan*. This plan identified six priority areas to grow affordable housing, including the need to both develop new affordable housing units and create a long-term development program of prioritized projects.

The Bridlewood Project is part of the approved 10-year development program for Calgary Housing's Affordable Housing division and supports the *Corporate Affordable Housing Strategy and Implementation Plan* adopted in 2018 (PFC2018-0491). The 10-year development program

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creates a development plan which establishes a long-term supply of mixed income developments, redevelopment projects, alignment to large infrastructure projects like the Green Line, and ongoing regeneration and deferred lifecycle maintenance of City-owned assets. The Bridlewood Project is fully funded with construction planned by mid-2019.

The Bridlewood Project supports the affordable housing service line and supports Council's 2018 Directive to work with other orders of government to provide a sufficient supply of affordable housing. It aims to increase the acceptance of affordable housing developments through community engagement, creative architecture and place-making to create much needed homes for Calgarians.

Going forward, these goals, combined with actions taken to implement The City's affordable housing strategy, are positioning The City to compete provincially and nationally for federal and provincial funding. To maintain this advantage, it will be critical that The City move forward with implementation of the *Corporate Affordable Housing Strategy*.

BACKGROUND

This application was submitted by MTA Urban Design Architecture Interior Design on 2018 December 21 on behalf of Real Estate & Development Services at the City of Calgary.

The City-owned site was previously used for a temporary fire hall that was removed from the subject parcel in 2017 when a permanent location was developed nearby.

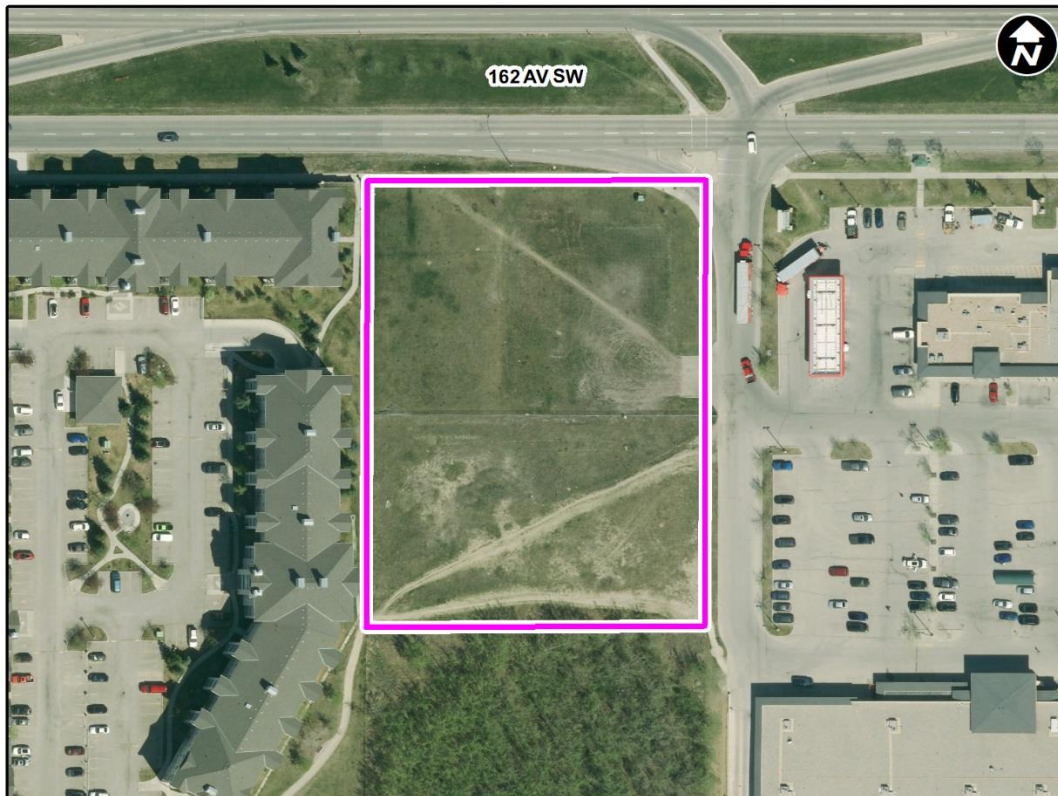
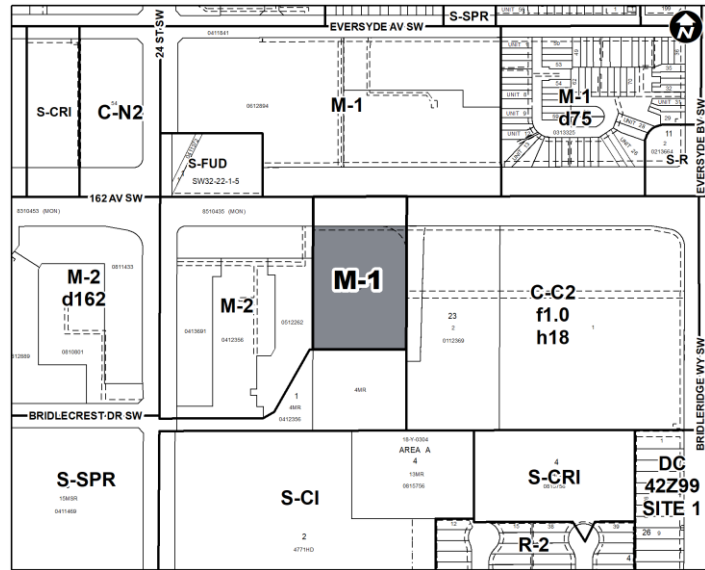
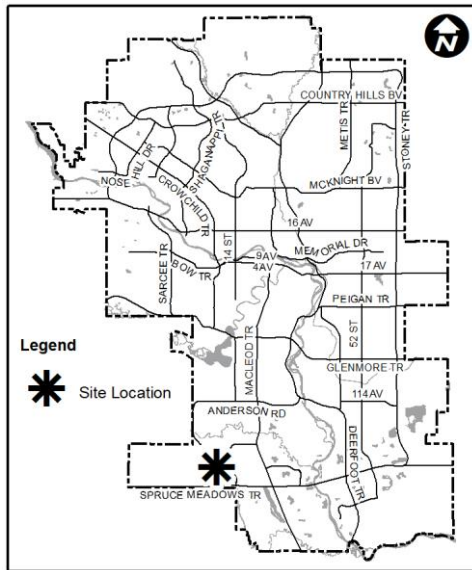
A concurrent development permit application (DP2018-5952) that proposes 62 affordable housing townhouse units in ten buildings, referred by the applicant as The Bridlewood Project, on the site is currently under review by Administration with approval pending a Council decision on this land use amendment. The Development Permit (DP2018-5952) Summary is Attachment 4.

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Location Maps



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Site Context

The subject lands comprise approximately 0.87 hectares (2.15 acres) in the community of Bridlewood and are currently undeveloped.

The adjacent lands contain a broad mix of low density (single and semi-detached) and multi-residential (apartment style) uses to the north and west with a commercial development (including a grocery store, commercial retail units and small restaurants) located immediately adjacent to the east. Glenmore Christian Academy and Bridlewood School are also located nearby, to the south of the subject parcel.

As identified in Figure 1, the community of Bridlewood reached peak population in 2015.

Figure 1: Community Peak Population

Bridlewood	
Peak Population Year	2015
Peak Population	13,045
2018 Current Population	12,708
Difference in Population (Number)	-21
Difference in Population (Percent)	-2.6%

Source: *The City of Calgary 2018 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This application has been evaluated in the context of the applicable policies, including the *Municipal Development Plan* (MDP) and the *Midnapore Phase 2 Area Structure Plan* (ASP). The proposal represents a modest increase in density and allows for a range of building types that have the ability to be compatible with the established building form of the existing neighbourhood.

Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration.

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Land Use

The existing Special Purpose – City and Regional Infrastructure (S-CRI) District is intended to provide for:

- infrastructure and utility facilities;
- vehicle maintenance, work depots and training centres related to infrastructure development and maintenance;
- facilities and systems for public transportation; and
- uses operated by Federal, Provincial and Municipal levels of government.

The proposed Multi-Residential – Low Profile (M-1) District provides for multi-residential development in a variety of forms including low height and medium density. The M-1 District is also designed to be in close proximity to low density development and provide private and common outdoor space for social interaction.

Development and Site Design

The rules of the proposed M-1 District will provide basic guidance for the future development of the site, including appropriate uses, height and building massing, landscaping and parking. Given the specific context of this site, additional items that have been considered through the concurrent development permit process include, but are not limited to:

- ensuring an engaging built interface along the 162 Avenue SW and adjacent commercial street frontages;
- emphasizing individual at-grade entrances;
- provision of amenity space for individual units as well as a Community Hub for the larger development;
- building placement, height and transitioning of massing; and
- site appropriate vehicular access, parking and garbage pickup.

Environmental

A Phase II Environmental Site Assessment (ESA) was provided as part of this application to address the recommendations in the Phase I ESA in 2017 for the subject parcel. No contamination was identified in the Phase II ESA, and no further investigation was recommended for the site.

Transportation

The area is served by Calgary Transit bus service, including stops for Route 14 located nearby on 162 Avenue SW, approximately 100 metres west and 300 metres east from the site. A Transportation Impact Assessment was not required as part of this application. Vehicular access to the site will be determined at the development permit stage.

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Utilities and Servicing

Water and storm servicing is available from 162 Avenue SW.

Sanitary servicing will be provided via a connection to an existing sanitary line east of the parcel within an existing utility right of way. A sanitary servicing study has been submitted as part of this application.

Further servicing details will be confirmed at the development permit stage.

Stakeholder Engagement, Research and Communication

Communications

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and a notice was posted on-site. Notification letters were sent to adjacent landowners and the application was advertised on-line. No public open houses were held by Administration for this application.

The application was circulated to the Somerset/Bridlewood Community Association and no comments were received at the time of writing this report.

Applicant-Led Engagement

Prior to submission of the formal land use and development permit applications, Calgary Housing conducted their own three-phase public engagement program. The overarching goals of the engagement were to educate the public on general information about The City's *Corporate Affordable Housing Strategy*, share with the community what type of development is being proposed in their community and associated land use changes, and provide an opportunity to gather initial community questions and feedback/input on the proposal.

Applicant-Led Engagement Program Overview:

Phase 1 (2018 March - September):

- targeted Stakeholder meetings with Community Associations, Schools and local businesses;
- public meeting #1 (overview of project process, details and timelines)
- online interaction; and
- ongoing project emails/calls.

Phase 2 (2018 November - December):

- public meeting #2 (project progress, opportunity to provide input on design);
- online interaction; and
- ongoing project emails/calls.

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Phase 3 (2019 March - April):

- public meeting #3 (review final project design, outcome and next steps);
- online interaction; and
- ongoing project emails/calls.

A detailed summary of the applicant's What We Heard Report from October 2018 is included in Attachment 3.

City-Led Engagement

In keeping with Administration's standard practices, stakeholders were given the opportunity to comment online through the Planning and Development Map or by contacting the planner directly by mail, phone or email.

Administration received 23 responses in opposition to the application. A summary of the perceived concerns expressed in these letters included:

- would rather see a park rather than housing;
- lack of play space and sports fields in the community;
- losing view of the open space and forest;
- impact on property values;
- density of buildings in a small area;
- increased pressures for on street parking in the area;
- increase in graffiti, trash, vandalism and crime in the area;
- poor transit access;
- insufficient playground equipment; and
- increased traffic caused by new development.

Administration regulates the use and not the user through the development permit process, so no changes to the plans were made in response to the concerns noted above. Parking requirements and density are governed under the Land Use Bylaw and potential relaxations may be approved through the development permit process.

Administration also received 4 responses in support for the application. A summary of the support expressed in these letters included:

- Calgarians deserve a place to live, regardless of income level;
- benefit of increasing low-cost housing in Calgary as there are more and more people in need of this housing option;
- excellent way of converting unused space into affordable housing;
- great location for affordable housing; and
- positive benefits far outweigh the perceived negative effects.

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Strategic Alignment

South Saskatchewan Regional Plan (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 the site, the proposal is consistent with policies on Land Use Patterns (Section 8.14).

Interim Growth Plan (2018)

The proposed land use amendment aligns with the policy direction of the *Interim Growth Plan*. The proposed land use 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 (Statutory – 2009)

Map 1: Urban Structure of the *Municipal Development Plan* (MDP) identifies the subject lands as a Planned Greenfield Area subject to an Area Structure Plan. Section 3.6.1 of the MDP directs that the applicable Area Structure Plan provides detailed guidance for the review of planning applications.

The proposed M-1 District aligns with the policies of the MDP by allowing for modest residential intensification while remaining contextually sensitive to the scale and character of the adjacent residential and commercial uses in the area.

Midnapore Phase 2 Area Structure Plan (Statutory – Revised 2003)

The subject site is located in the Residential and Related uses section of the *Midnapore Phase 2 ASP*, which allows for single detached, semi-detached, duplex and multi-family dwellings. The proposed application aligns with the policy direction in the local area plan.

Social, Environmental, Economic (External)

Financial Capacity

Current and Future Operating Budget

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

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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):

The proposed land use of Multi-Residential – Low Profile (M-1) District is in keeping with the applicable policies of the *Municipal Development Plan* and *Midnapore Phase 2 Area Structure Plan*. The proposed land use will facilitate development of comprehensively designed residential development that will provide access to adequate and affordable housing in this sector of the city, and create conditions to enable Calgarians from a wide economic and demographic spectrum to live within the community.

The M-1 District is contextually sensitive and will accommodate a greater variety of housing on the subject site that is compatible with the existing character of the surrounding residential and local commercial development.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Land Use District
3. Applicant's What We Heard Report
4. Development Permit (DP2018-5952) Summary