

Planning & Development Report to
Calgary Planning Commission
2019 June 20

ISC: UNRESTRICTED
CPC2019-0786

Land Use Amendment in Walden (Ward 14) at multiple addresses, LOC2018-0273

EXECUTIVE SUMMARY

This land use amendment application was submitted by Situated Consulting Co. on behalf of the landowners Genstar Titleco # 3 Limited on 2018 December 21. The application proposes to redesignate the subject site, comprised of six parcels, from a Multi-Residential – At Grade (M-G d60) District to a DC Direct Control District, based on the existing M-G d60 District with the additional use of a child care service.

The proposal is in keeping with applicable municipal policies and guidelines including the *Municipal Development Plan*, the *East Macleod Trail Area Structure Plan* and the *Child Care Service Policy and Development Guidelines*.

A development permit application has not 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 0.14 hectares ± (0.35 acres ±) located at 175, 179, 183, 187, 191 and 195 Walcrest Way SE, (Plan 16Y0162, Block 4, Lots 36-41) from a Multi-Residential – At Grade (M-G d60) District to DC Direct Control District based on the Multi-Residential – At Grade (M-G) District to accommodate the additional use of Child Care Service, with guidelines (Attachment 3); and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

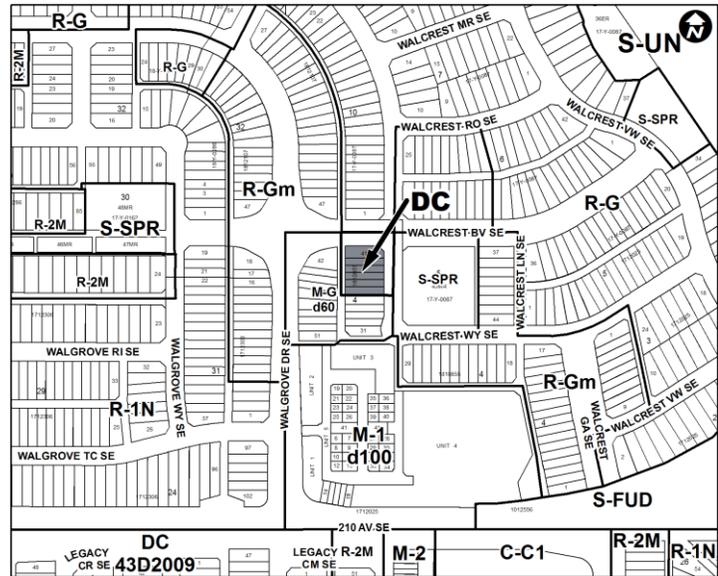
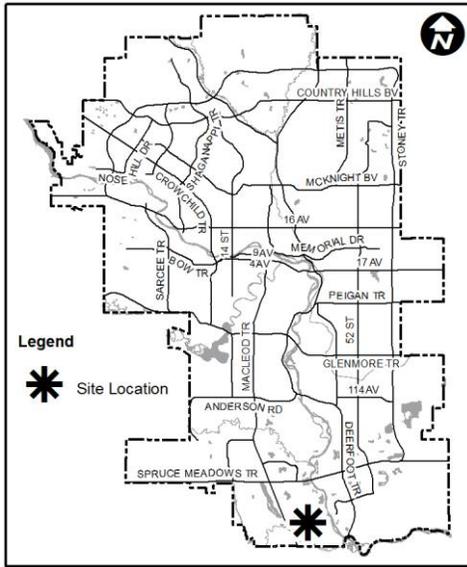
This land use amendment was submitted by Situated Consulting Co on behalf of Genstar Titleco # 3 Limited on 2018 December 21. A development permit has not been submitted at this time. As noted in the Applicant's Submission (Attachment 1), there is an intent to consolidate these parcels and develop a purpose-built child care service building on the site.

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Location Maps



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Site Context

The subject site is comprised of six undeveloped parcels in the southeast community of Walden. The site is bound by Walcrest Boulevard SE to the north and Walcrest Way SE to the east. Five undeveloped M-G d60 designated parcels are located to the south and five undeveloped M-G d60 parcels also exist to the west of the site, separated by a paved laneway.

A public sidewalk exists along the site’s northern and eastern frontages. A recently completed public park exists across Walcrest Way SE. The surrounding area is currently developing with much of the public street network completed and a range of lower density residential developments including single and semi-detached dwellings and lower intensity multi-residential developments such as townhomes completed or nearing completion.

As identified in *Figure 1*, Walden achieved its peak population in 2018, reaching 5,619 residents.

Figure 1: Walden Peak Population

| Walden | |
|------------------------------------|-------|
| Peak Population Year | 2018 |
| Peak Population | 5,619 |
| 2018 Current Population | 5,619 |
| Difference in Population (Number) | 0 |
| Difference in Population (Percent) | 0% |

Source: The City of Calgary 2018 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

In addition to the uses that are allowable under the existing M-G d60 District, this proposal will allow for the additional discretionary use of child care service through a Direct Control District. The proposal is in keeping with applicable legislation for this area as identified in the Strategic Alignment section of this report.

Planning Considerations

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

Land Use

The subject site is currently designated as a Multi-Residential – At Grade (M-G d60) District. The M-G District is a multi-residential district with lower heights and densities that is intended be located in proximity to lower density forms of housing in developing areas in the city. The district is designed to provide all units with pedestrian access at-grade and contains provisions for

Land Use Amendment in Walden (Ward 14) at multiple addresses, LOC2018-0273

outdoor spaces for social interaction. The district's density modifier of 60 units per hectare allows for a maximum of eight dwelling units on the site. The district's minimum density requirement of 35 units per hectare requires that a minimum of five dwelling units be developed on the site. The district also allows for two forms of home-based child care for up to ten children (home based child care – class 1 and 2).

This application proposes redesignating the site to a DC Direct Control District that is based on the existing M-G d60 District with the intent of:

- allowing for the additional discretionary use of child care service; and
- allowing for residential uses and development on-site that is consistent with the existing M-G d60 District and the surrounding area's land uses and developments if a child care service is never realized or ceases.

Land Use Bylaw 1P2007's Special Purpose – Community Institution (S-CI) District was also considered as a potential district. However, as the S-CI District allows for a number of uses that would not necessarily be compatible in this location and context and does not contain residential uses to revert to if a child care service is not developed or ceases, it is believed to be less suitable and flexible than the proposed DC Direct Control District.

Development and Site Design

A discretionary use development permit will be required to develop a child care service use and the Applicant has met with Administration to share a preliminary development concept for the site. The ultimate building and site design as well as the number of children, on-site parking stalls, location of pick-up and drop-off stalls, and outdoor play areas will be determined through the development permit process. The child care service operators will also require Provincial licensing and thus the proposed facility will also be further evaluated by the Calgary Region Child and Family Services Authority.

Any future child care service should strive to achieve a design that integrates harmoniously with the low density single and multi-residential development character in the area and incorporate design measures to mitigate and/or minimize as many of the commercially-oriented attributes often associated with child care service facilities that may impact adjacent residential developments. This could include the location of on-site pick-up and drop-off stalls, on-site parking, loading areas for deliveries and the location and design of waste management storage and pick-up facilities.

The City's *Child Care Service Policy and Development Guidelines* offer development guidelines for both multi-residential and low density residential sites. Notwithstanding that the proposed DC Direct Control District would be considered as a multi-residential site, it is recommended that many of the low density residential guidelines also be utilised to inform the design of a child care service use, including:

Land Use Amendment in Walden (Ward 14) at multiple addresses, LOC2018-0273

- development of a building that is similar in scale, size and building coverage to other residential developments on the same blockface;
- development of a building that limits access or egress and large window openings away from side setback areas that are adjacent to other residential developments;
- strategic location and design of outdoor play spaces to minimize impacts on adjacent residential developments – including restricting the placement of any play structures in a side setback area and incorporation of maximum structure heights if placed in a front yard setback to ensure the aesthetic of the streetscape is not negatively impacted; and
- upholding restrictions on the number and size of any identification signage to ensure the residential aesthetic of the development is maintained.

If feasible, Administration also recommends that any purpose-built child care service be designed in a manner that may allow for adaptive re-use of the building for other uses in the district including for multi-residential development should the child care service use ever cease.

Lastly, as per the *Child Care Service Policy and Development Guidelines*, early and ongoing communication between the operator and the surrounding neighbours is often an important factor in the successful approval of a child care service facility. Administration encourages the operator to engage in communication initiatives such as the development of a 'Good Neighbour Agreement' to establish accountability and cooperation and to build relationships that are responsive to the needs of neighbours and the service provider.

Environmental

There are no known environmental conditions or concerns associated with the site which is already subdivided and designated for residential purposes. While an Environmental Site Assessment was not required for this application, the Applicant did provide Administration with a copy of the Phase I Environmental Site Assessment for the area which was originally submitted in support of the approved outline plan for this area (LOC2014-0176).

Transportation

A Transportation Impact Assessment and parking study was completed in support of the land use application. The area road network can support the proposed child care service development. The parking supply and design will be determined at the development permit application stage. The subject site has vehicular and pedestrian access from Walcrest Way SE and Walcrest Boulevard SE, with the main vehicular parking area to be accessed from the lane.

There are future bus stops on Walgrove Boulevard SE which is located approximately 250 metres from the subject site. Existing sidewalks are located along both sides of Walcrest Way SE and Walcrest Boulevard SE which will support the child care service. On-street parking is available and unregulated in the area.

Land Use Amendment in Walden (Ward 14) at multiple addresses, LOC2018-0273

Utilities and Servicing

The site is located within the Walden Phase 52 subdivision which has provided water, sanitary, and storm mains within Walcrest Way SE that can service the site. The existing mains are adequately sized to support this proposed land use amendment. However, because each individual lot has been pre-serviced to accommodate rowhouse style development, the existing service connections will need to be removed and upgraded with a single set of service connections sized appropriately for the proposed development at the development permit stage.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to external stakeholders and notice posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

A letter in support of the proposal was submitted by the Walden Community Association (Attachment 2). No citizen comments were received by the Calgary Planning Commission report submission date.

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 (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 strategic and efficient use of land.

Interim Growth Plan (2018)

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

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan (MDP)* encourages the development of individual and community health and the overall promotion of a good quality of life for citizens. City-wide MDP policies for Creating Great Communities specifically recognizes child care services as integral parts of 'complete communities' and supports the accommodation of these services as appropriate within residential communities and workplace contexts.

In addition to the MDP's specific child care policies, the site is identified as a Residential Developing Area – Planned Greenfield with Area Structure Plan in the MDP. These are areas

Land Use Amendment in Walden (Ward 14) at multiple addresses, LOC2018-0273

that have local area policy plans (Area Structure Plans) in place and are in the process of developing. Typically, these areas are characterized as relatively low-density residential neighbourhoods containing single-detached housing, smaller pockets of multi-residential and locally-oriented retail in the form of strip developments located at the edges of communities.

East Macleod Trail Area Structure Plan (Statutory – 2007)

The *East Macleod Trail Area Structure Plan* (ASP) provides local planning policy for the area and supports the creation of a range of housing opportunities and choices, mixing of land uses and utilization of green infrastructure and buildings.

The ASP also encourages a community structure with pedestrian-oriented development with a full range of daily goods, services and amenities within walking distance of all households. Community adaptability, including a land use and public system framework which allows for development adaptability and intensification over time within selected locations is also an important objective of the plan (Section 4.5).

The proposed DC Direct Control District which allows for either residential development or a child care service supports the ASP as it is flexible and can meet the needs of the community in the near term and be responsive to lifestyle changes as the community changes over time.

The site is also in close proximity to an identified Neighbourhood Node in the ASP which is intended to be a hub for social interaction for the surrounding residential areas and to provide transit-supportive uses such as schools, daycares and local commercial uses adjacent to transit stops.

Child Care Service Policy and Development Guidelines (Non-statutory – 2009)

In addition to the above supporting statutory policies, The City has also adopted *Child Care Service Policy and Development Guidelines* which are intended to provide land use and development guidance for the development child care service facilities throughout the city.

These guidelines are in place to ensure that there are opportunities to develop accessible child care services of different sizes in a variety of land use districts, to provide development guidelines to manage the impact of these services in low density areas and to aid in the use of discretion for child care services in other contexts.

This land use proposal is supported by the overall policy guidelines which recognize that child care services are an integral part of complete communities and that they may be included as a discretionary use within all multi-residential areas, neighbourhood or commercial areas and workplace contexts (Overall Policy A.1, A.7 and A.9, p. 1).

More specific child care service development guidelines for multi-residential districts are also contained within the policy (Development Guidelines E.1 – E.6, p. 5). These guidelines are intended to inform more detailed site and building design at the development planning stage. CPAG believes that the site's characteristics will allow for these specific development guidelines to be realized.

Land Use Amendment in Walden (Ward 14) at multiple addresses, LOC2018-0273

Social, Environmental, Economic (External)

The proposed land use allows for the development of a Council-recognized essential service for citizens and contributes toward the goal of realizing complete communities. The DC Direct Control District which allows for greater use flexibility (e.g. a child care service and/or residential uses) enables greater ability to adapt to changing needs of a community over time.

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 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.

REASON(S) FOR RECOMMENDATION(S):

The proposal is consistent with applicable polices of the *Municipal Development Plan*, the *East Macleod Trail Area Structure Plan* and the *Child Care Policy and Development Guidelines* and will support the development of child care service that contribute to the goal of establishing complete communities within the city.

ATTACHMENT(S)

1. Applicant's Submission
2. Community Association Letter
3. Proposed Direct Control District Guidelines