

Planning & Development Report to
Calgary Planning Commission
2019 July 18

ISC: UNRESTRICTED
CPC2019-0753

Land Use Amendment in Banff Trail (Ward 7) at 2471 - 23 Street NW, LOC2018-0238

EXECUTIVE SUMMARY

This application was submitted by the landowner Flosa Homes Ltd on 2018 October 29. The application proposes to change the land use designation of the site from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – High Density Low Rise (M-H1f3.6h20d280) District to allow for multi-residential development. Specifically, the application will allow for:

- multi-residential development in a variety of forms;
- a limited range of support commercial multi-residential uses;
- a maximum building height of 20 metres, about 6 storeys (an increase from the current maximum of 10 metres);
- between 16 and 29 dwelling units (an increase from the current maximum of 2); and
- the uses listed in the M-H1 District.

The proposed land use amendment is consistent with the applicable policies of the *Municipal Development Plan* (MDP) and the *Banff Trail Area Redevelopment Plan*. A development permit application has not been submitted.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.11 hectares \pm (0.26 acres \pm) located at 2471 - 23 Street NW (Plan 9110GI, Block 4, Lot 21) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – High Density Low Rise (M-H1f3.6h20d280) District; and
2. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2019 JULY 18:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed redesignation of 0.11 hectares \pm (0.26 acres \pm) located at 2471 - 23 Street NW (Plan 9110GI, Block 4, Lot 21) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – High Density Low Rise (M-H1f3.6h20d280) District; and
2. Give three readings to **Proposed Bylaw 183D2019**.

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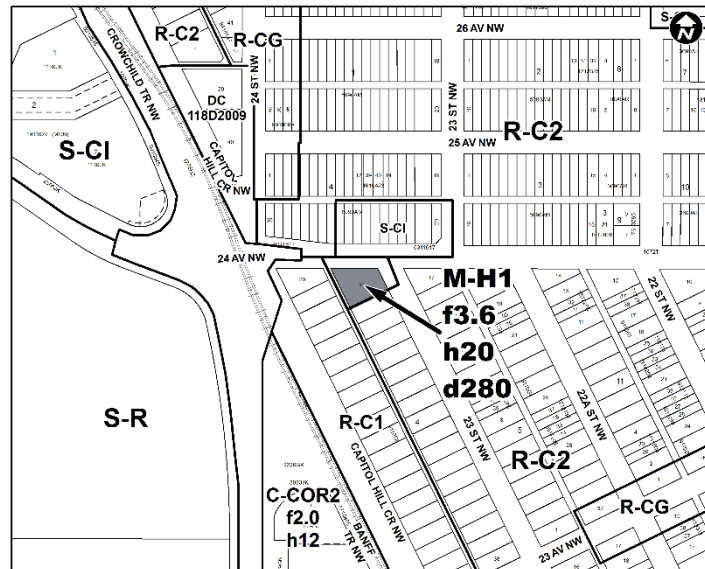
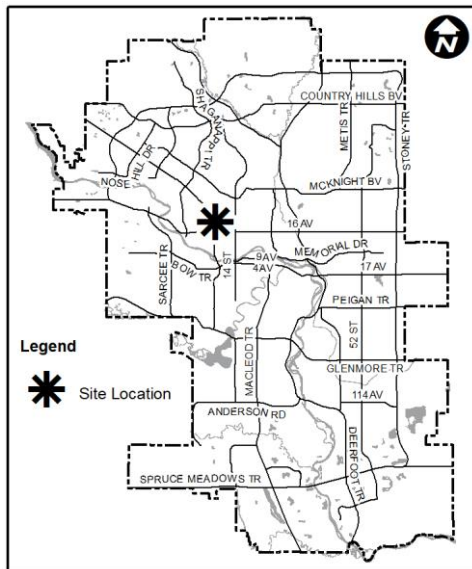
PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by the landowner Flosa Homes on 2018 October 29. This application proposes to change the land use designation from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – High Density Low Rise (M-H1f3.6h20d280) District to allow for multi-residential development. As per the applicant’s submission (Attachment 1), the applicant has indicated an intention to develop the site with an apartment building with local commercial uses at grade; however, a development permit application has not been submitted at this time.

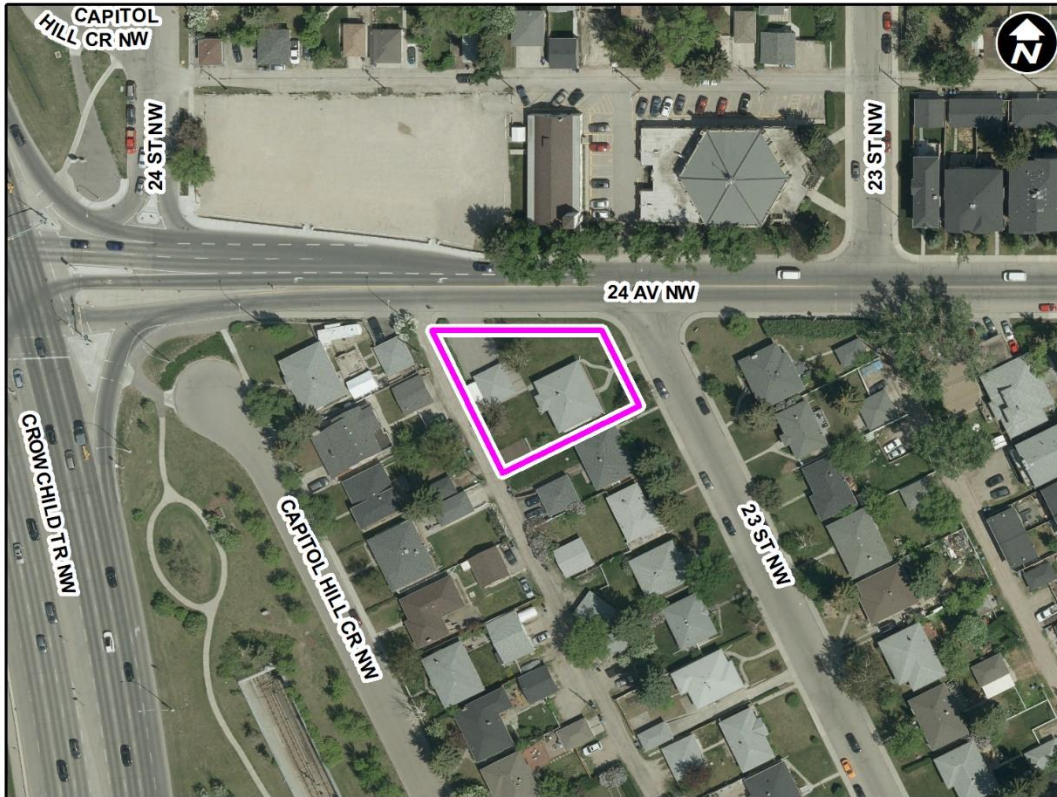
Location Maps



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Site Context

The site is located in the northwest community of Banff Trail, and is within 400 metres walking distance of the Banff Trail LRT Station. The site is developed with a single detached dwelling and detached garage accessed from 23 Street NW.

Surrounding lands to the east, south, and west are designated as Residential – Contextual One/Two Dwelling (R-C2) District and are developed with single detached dwellings. To the north across 24 Avenue NW is the St. Pius X Roman Catholic Church.

As identified in *Figure 1* below, the community of Banff Trail has experienced a population decline from its peak in 1968.

Figure 1: Community Peak Population

Banff Trail	
Peak Population Year	1968
Peak Population	4,883
2018 Current Population	4,165
Difference in Population (Number)	-718
Difference in Population (Percent)	-14.7%

Source: The City of Calgary 2018 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a range of uses that are compatible with and complement existing low density residential, institutional, and commercial uses in the area. The proposal is consistent with applicable policies, as discussed 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 Residential – Contextual One / Two Dwelling (R-C2) District, which is intended to accommodate existing residential development and contextually sensitive redevelopment in the form of duplex dwellings, semi-detached dwellings, and single detached dwellings in the Developed Area.

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This application proposes to change the land use designation from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – High Density Low Rise (M-H1f3.6h20d280) District to allow for multi-residential development with the opportunity for a limited range of support commercial uses. The M-H1 District is intended to allow for multi-residential development in a variety of forms with a range of densities and heights, and should be located at transit and transportation corridors and nodes. The district includes landscaping rules intended to screen and buffer elements of developments that may have impacts on residents or nearby parcels. The proposed maximum building height is 20 metres, and the district rules require reductions in height in proximity to property lines shared with other residential districts. The M-H1 district has a minimum density requirement of 150 units per hectare, which would require a minimum of 16 dwelling units on the subject site. The density modifier of 280 units per hectare would permit a maximum of 29 dwelling units. The site conforms to the intent of Land Use Bylaw 1P2007 for M-H1 Districts by facilitating increased density within a transit node.

Development and Site Design

The purpose of this application is to allow for multi-residential development with flexibility in building form and dwelling unit size and number. If and when a development permit application is submitted for redevelopment of the site, the plans will be assessed against the relevant bylaws, policies, and guidelines.

Environmental

An Environmental Site Assessment was not required for this application.

Transportation

Pedestrian access to the site is available from 24 Avenue NW and 23 Street NW. Vehicular access is available from a rear lane that is currently connected to 24 and 23 Avenue NW. There is an existing driveway accessed from 24 Avenue NW; however, this will be required to be closed and rehabilitated as part of any future redevelopment. The site is located within approximately 400 metres walking distance of the Banff Trail LRT Station. On street parking is permitted on 23 Street NW; however, parking in the area is time-restricted.

In May 2017 Council approved the recommendations of The Crowchild Trail Study which included short, medium, and long-term changes and upgrades to Crowchild Trail, from 17 Avenue SW to 24 Avenue NW. The medium-term plan (beyond 10 years) recommended an interchange at 24 Avenue NW and removing the signals from Crowchild Trail. The study determined that the intersection of 23 Street NW and 24 Avenue NW would be restricted to right-in right-out movements, and lane access would be closed at 24 Avenue NW. Possible connection of the north side of the lane to adjacent roads would be investigated further upon detailed design of the interchange, however the south side of the lane that connects to 23 Avenue NW would remain open, providing permanent access to the subject site. The applicant

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was advised of these recommendations, and was notified that the impacts would be further reviewed at the development permit stage.

Utilities and Servicing

Water, sanitary, and storm sewer main servicing exists to the site. Any upgrades required to the public utility infrastructure will be evaluated at the development permit stage.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. In addition, notification letters were sent to adjacent land owners and the application was advertised online.

A public engagement event was hosted on 2019 June 11 organized by a group of applicants with active land use redesignation applications along 24 Avenue NW. The event was attended by approximately 200 people. The applicant's summary of comments received is attached (Attachment 2).

Twenty letters of opposition and 3 letters of support for the proposed land use redesignation were received by Administration by the Calgary Planning Commission report submission date.

Reasons for opposition are summarized as follows:

- Height and density are considered excessive;
- Potential development forms would destroy the harmony and degrade the character and beauty of the community;
- More demand for on-street parking;
- More traffic generation;
- Potential loss of privacy for single detached dwelling occupants;
- Multi-residential development may generate noise nuisance;
- Potential shadowing impacts;
- Belief that the proposed redesignation is not aligned with the *Banff Trail Area Redevelopment Plan*;
- Desire to maintain Banff Trail as a low-density community;
- Concern that the presence of higher density development and commercial uses are not needed in this location and would degrade the ability to use and enjoy nearby residential properties;
- Belief that the proposed density cannot be supported by existing infrastructure;
- Perception that Banff Trail is already overbuilt;
- Objection to the presence of students and renters in the community;
- A restrictive covenant on title limits development to 2 dwelling units;
- Potential reduction in property values; and
- Perception that the developer has not properly engaged the community.

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Reasons for support are summarized as follows:

- Additional residents will contribute to community culture;
- Density will support local businesses;
- Potential for more eyes on the street to reduce crime;
- Potential for new development to provide in-demand accommodations for students, seniors, and a wide variety of other groups;
- Redevelopment would alleviate stagnation of the community;
- Desire for more small scale local commercial uses;
- Potential increase in property values; and
- Potential to realize the spirit of the *Banff Trail Area Redevelopment Plan*.

The Banff Trail Community Association was circulated with this application and provided a letter of support (Attachment 3). The community association's support is based on the proposal's alignment with the Banff Trail Area Redevelopment Plan, the appropriate location in proximity to LRT stations and the University of Calgary, and the possibility for revitalization of 24 Avenue NW.

Following Calgary Planning Commission, notification for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Calgary Planning 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 the efficient use of land.

Interim Growth Plan (2018)

The recommendation 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)

The site is within a Developed - Residential - Established area on Map 1: Urban Structure of the *Municipal Development Plan*. The intent for the Established Area is to encourage modest redevelopment with appropriate densities and to create a pedestrian-friendly environment. The proposal is consistent with the *Municipal Development Plan*.

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Banff Trail Area Redevelopment Plan (Statutory – 1986)

The subject site is identified on the *Banff Trail Area Redevelopment Plan (ARP)* Land Use Plan (Figure 2) as appropriate for the typology Medium Density Mid-Rise and on the Maximum Building Heights map (Figure 3) as appropriate for up to 20 metres. The Medium Density Mid-Rise area is intended to accommodate higher density development of approximately 5-6 storeys in key locations. Sites in proximity to the intersection of Crowchild Trail NW and 24 Avenue NW are identified as appropriate for the inclusion of a limited range of support commercial uses, such as those allowed in the M-H1 District.

Objectives for residential land use and development include ensuring the availability of a variety of housing types within the community and facilitating modest intensification in appropriate areas.

The proposed land use is Multi-Residential – High Density Low Rise (M-H1) District and is considered to be in full alignment with the policies and direction of the ARP. While the proposed district indicates high density, the proposed density modifier of 280 units per hectare is intended to limit the potential number of units to a range that is considered to be more in line with medium density. The proposed height modifier of 20 metres is aligned with the ARP.

Detailed design guidelines are provided in the ARP and will be considered at the development permit stage.

Social, Environmental, Economic (External)

The proposed land use district provides for a range of housing opportunities that may accommodate the housing needs of different demographic categories and housing variation.

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 amendment 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.

REASON(S) FOR RECOMMENDATION(S):

The proposed land use redesignation is consistent with the applicable policies of the *Municipal Development Plan* and the *Banff Trail Area Redevelopment Plan*. The parcel's location and context are appropriate for the proposed Multi-Residential – Contextual High Density Low Rise (M-H1) District, which would allow for multi-residential development that would be compatible with the surrounding area.

ATTACHMENT(S)

1. Applicant's Submission
2. Open House Summary
3. Banff Trail Community Association's Letter
4. **Proposed Bylaw 183D2019**