

Planning & Development Report to
Calgary Planning Commission
2019 November 07

ISC: UNRESTRICTED
CPC2019-1339

Policy Amendment, Road Closure and Land Use Amendment in Bowness (Ward 1) at multiples properties, LOC2018-0272

EXECUTIVE SUMMARY

This application was submitted by B&A Planning Group on 2018 December 20, on behalf of the landowners, One Properties Sunnyside GP Inc and Canadian Western Natural Gas Company Limited. The application proposes to change the designation of approximately 7.31 hectares (18.06 acres) of land, which equates to 31 individual parcels. The proposed land use redesignation to two DC Direct Control Districts and a Multi-Residential – High Density Medium Rise (M-H2) District will allow for:

- a variety of commercial, multi-residential, mixed-use and light-industrial development;
- maximum building heights of up to 35 metres, approximately 10 storeys;
- a building floor area of approximately 200,000 square metres;
- anticipated 285 dwelling units;
- the uses listed in the M-H2 and C-C2 Districts, with the additional uses of Assisted Living, Residential Care and General Industrial – Light; and
- the closure and redesignation of road adjacent to 33 Avenue NW and 68 Street NW.

The overall vision of the proposal is to create a walkable neighbourhood centre with an abundant offering of commercial and residential uses with the opportunity for light industrial uses for the community of Bowness.

The application comprises of an amendment to the *Bowness Area Redevelopment Plan* (ARP), a road closure, and land use amendments to allow for multi-residential development and retail/industrial opportunities. The application aligns with the *Municipal Development Plan* (MDP), and the *Bowness Area Redevelopment Plan* (ARP), as amended. A development permit has not been submitted.

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ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the Bowness Area Redevelopment Plan (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed closure of 0.55 hectares \pm (1.36 acres \pm) of road (Plan 1911928, Area 'A') adjacent to 3412 - 69 Street NW and 6903 to 6935 - 33 Avenue NW and lane running east/west between 32 Avenue NW and 33 Avenue NW and a portion of 68 Street NW, with conditions (Attachment 3); and
4. Give three readings to the proposed closure bylaw.
5. **ADOPT**, by bylaw, the proposed redesignation of 0.97 hectares \pm (2.4 acres \pm) located at 3520 and 3532 - 69 Street NW (Plan 9812432, Block D, Lot 3; Plan 4608FO, Block C) from DC Direct Control District **to** Multi-Residential – High Density Medium Rise (M-H2h35) District; and
6. Give three readings to the proposed bylaw.
7. **ADOPT**, by bylaw, the proposed redesignation of 1.41 hectares \pm (3.48 acres \pm) located at 3439 - 69 Street NW (Plan 1339JK, Block 4) from DC Direct Control District **to** DC Direct Control District to accommodate commercial, residential and light-industrial development, with guidelines (Attachment 4); and
8. Give three readings to the proposed bylaw.
9. **ADOPT**, by bylaw, the proposed redesignation of 3.76 hectares \pm (9.29 acres \pm) located at various municipal address (Attachment 5) and the closed road from DC Direct Control District, Residential – Contextual One Dwelling (R-C1) District and Undesignated Road Right-of-Way **to** DC Direct Control District to accommodate commercial, residential and light-industrial development, with guidelines (Attachment 6); and
10. Give three readings to the proposed bylaw.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application has been submitted by B&A Planning Group, on behalf of the landowners, One Properties Sunnyside GP Inc and Canadian Western Natural Gas Company Limited on 2018 December 20. The subject site served as the Sunnyside Garden Centre from 1965 to 2018. The applicant's submission for the proposal is included in Attachment 7.

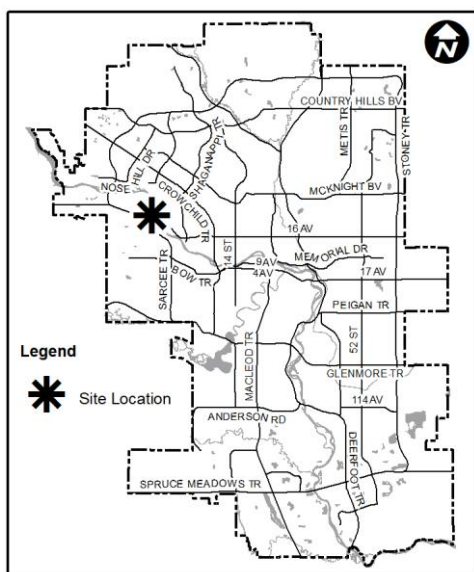
The subject site is located in the Bowness community and is within the boundaries of the *Bowness Area Redevelopment Plan*.

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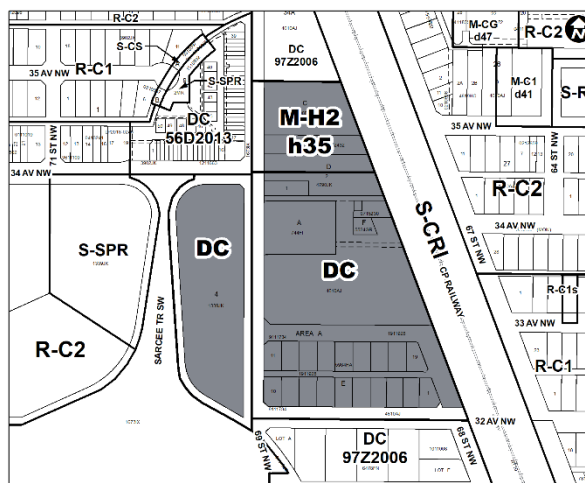
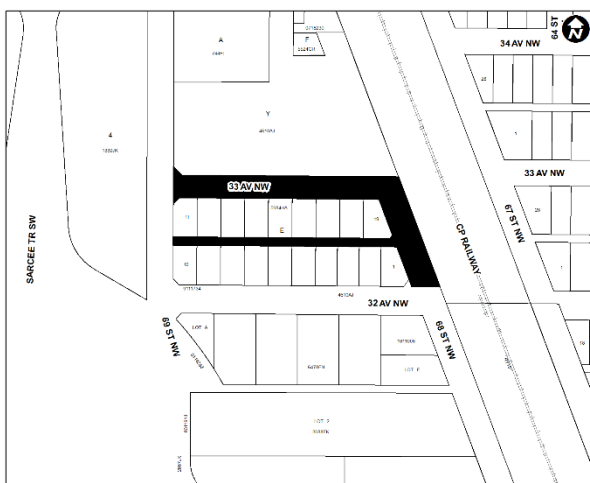
Locations Maps



Road Closure Map



Proposed Land Use Map



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Site Context

The application area is located on the southeastern edge of the Bowness community. The application area is isolated from the principally residential portion of Bowness by the elevated TransCanada interchange ramp (Sarcee Trail) and the mainline of the Canadian Pacific Railway (CPR). The site has accommodated mainly industrial/retail types of uses, including the Sunnyside Garden Centre, under three DC Direct Control Districts ([Bylaw 144Z90](#), [Bylaw 97Z2006](#), and [Bylaw 145Z90](#)) with the exception of a few single residential homes under an R-C1 designation.

The industrial/commercial nature of the area, easy access to a major roadway network, limited exposure to existing residential development and large available parcels lend itself to a blend of horizontal and vertical uses, including commercial with multi-residential, with the potential to integrate light-industrial uses.

As identified in *Figure 1*, the community of Bowness reached peak population in 1982.

Figure 1: Community Peak Population

Bowness	
Peak Population Year	1982
Peak Population	13,134
2019 Current Population	11,150
Difference in Population (Number)	-2,069
Difference in Population (Percentage)	-16%

Source: *The City of Calgary 2018 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal allows for a range of uses that are compatible with and complement existing 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.

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Road Closure

The proposed road closure in this application includes portions of 33 Avenue NW, a lane running east/west between 32 and 33 Avenue NW, and a portion of 68 Street NW. The purpose of the road closure is to create a comprehensive development that does not require these roadways for access.

Land Use

The existing land use on the site consists of three DC Direct Control Districts: Bylaw 144Z90 (based on Commercial General Rules of Bylaw 2P80 specific for a greenhouse operation) located in the centre of the site, Bylaw 97Z2006 (based on I-2 General Light Industrial District of Bylaw 2P80) located in the northerly portion of the site, and Bylaw 145Z90 for loading and storage associated with the greenhouse in the southerly portion of the site. An R-C1 District presently accommodates the single detached residential block on the southerly portion of the site.

This application proposes to redesignate lands to two new DC Direct Control Districts and a Multi-Residential – High Density Medium Rise (M-H2h35) District.

The proposed DC Direct Control District, on the westside of 69 Street NW, is intended to accommodate development that is characterized by:

- a range of uses which may include standalone residential, commercial or light industrial uses or a mix of uses, where appropriate;
- building that will address the 69 Street NW street frontage;
- maximum floor area ratio of 3.0 for individual parcels; and
- maximum building height of 25.0 metres for individual parcels.

The proposed DC Direct Control District, on the eastside of 69 Street NW, is intended to accommodate development that is characterized by:

- a range of uses which may include standalone commercial, mixed-use commercial/residential and light industrial uses, where appropriate;
- building that will address the 69 Street NW street frontage;
- maximum floor area ratio of 2.0 for individual parcels; and
- maximum building height of for 16.0 metres for individual parcels.

The proposed Multi-Residential – High Density Medium Rise (M-H2h35) District provides a multi-residential development in a variety of forms including medium height and high density. The M-H2 District is also designed to be located on strategic parcels, including landmark locations, transit and transportation corridors, and nodes and employment concentrations. The M-H2 District also supports a limited range of support commercial multi-residential uses, restricted in size and location within the building.

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The site concept is located in Stakeholder Engagement, Research and Communication section.

Development and Site Design

The rules of the proposed DC Direct Control Districts, based on the Commercial – Community 2 (C-C2) District, provide guidance for the future development of the site including appropriate uses, height, building massing, landscaping and parking.

Specific provisions of the DC Districts using the C-C2 District base include:

- the additional discretionary uses of Assisted Living and General Industrial – Light; and
- building orientation to address 69 Street SW and the location of surface parking lots.

Two proposed DC Direct Control Districts were created based on the C-C2 District that specifically address the development needs of both of these parcels and reflect the required height and density for the anticipated development. The proposed DC District on the eastside of 69 Street NW anticipates standalone commercial uses with the opportunity residential uses above and potential light industrial. The proposed DC District on the westside of 69 Street NW has been shaped to accommodate either light industrial, residential or commercial uses or a combination of commercial/industrial at grade with residential above.

The overall vision of the proposal is to create a walkable neighbourhood centre with an abundant offering of commercial and residential uses with the opportunity for light industrial uses for the community of Bowness.

The site has connections into the greater regional pathway network and is a gateway for residents coming from Highway 1.

Environmental

A Phase II Environmental Site Assessment (ESA) was provided as part of this application to address the recommendation in the Phase I ESA in 2018 for the subject sites. Based on the finding of the Phase II ESA portion of the Assessment is recommended that further assessment and remediation/risk management activities are recommended to be undertaken on these areas prior to, or in conjunction with, future development activities.

Transportation

The site is serviced by Route 40 providing transit connections to the Crowchild Trail LRT Station and to the North Hill Shopping Centre and SAIT. The primary transit network is located approximately 700 metres to the north and is serviced by Route 1, connecting Bowness through to Forest Lawn and Route 53 connecting Greenwood/Greenbriar to the Brentwood LRT Station.

Off-street cycling facilities (3 metre multi-use pathways) are provided within the public street right of way, connecting to on-street bike lanes to the west, north and east. An additional 3

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metre multi-use pathway is provided on the east end of the subject site, providing additional pedestrian and cycling connectivity outside of the public street right-of-way.

On the east end of the subject site, the applicant will work with administration and CP Rail to provide a formalised at-grade pedestrian crossing across the railway tracks on the north side of 32 Avenue NW. Currently, only the vehicular crossing is formalised.

On the west end of the project boundary, the applicant will work with Administration to provide an improved pedestrian crossing across 34 Avenue SW to the Our Lady of Assumption Catholic School. This involves the construction of curb bump outs into the parking lane which improves pedestrian visibility and lessens the pedestrian crossing distance.

A Transportation Impact Assessment (TIA) was submitted as part of the application. The TIA recommended improvements to active mode connections (walking and cycling) as well as intersection improvements to the intersections of Sarcee Trail NW / 34 Avenue NW and 34 Avenue NW / 69 Street NW.

Specifically, the intersection of Sarcee Trail NW / 34 Avenue NW will be upgraded from a two-way stop intersection to a single lane roundabout and the intersection of 34 Avenue NW / 69 Street NW will be upgrade from an all-way stop intersection to a signalised intersection. The Applicant is dedicating additional lands for public street right of way for these intersections. The proposed intersection upgrades were analysed to the 2048 development horizon and demonstrated acceptable levels of service.

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. Individual servicing connections as well as appropriate stormwater management will be considered and reviewed at 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.

The application was circulated to the Bowness Community Association (Attachment 9) and the Bowness Business Improvement Area. Using the input from both organizations the plan has evolved to include lower heights than originally proposed, an increase of uses, and the chance to create a Bowness-wide marketing campaign for businesses. Both the Business Improvement Area and Community Association are in support of the application. Specific concerns will be addressed the development permit stage.

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In addition to Administration's standard engagement approach. Applicant-led engagement included two public open houses, on-site signage, postcards to nearby residents, and information available via a project website, including an email address and phone number.

An overview and What We Heard report from the applicant-led engagement can be found in Attachment 8.

Administration was contacted by the Bowness Community Association and residents regarding the initial portion of the application expressing concerns regarding the height of one of the buildings. This was shared with the applicant, and the applicant reduced the height component of their proposal from 15 to a maximum of 10 storeys.

The last stakeholder meeting (2019 September 19) was also attended by Administration and focused on the Permitted Development mechanism, the proposed land use changes and the two proposed DC Direct Control Districts.

Key themes that emerged from engagement included the following items:

- General Interest and Support
Most attendees said they felt positive changes were made to the site plan based on stakeholder input. Many said they were excited to have new and accessible amenities in the community and look forward to hearing more about anticipated timelines for construction.
- Traffic
Some attendees had questions about increased traffic generated by the project and how it will flow through the community, particularly along 69 Street NW. Some also said that the combination of the proposed roundabout and traffic lights may cause traffic to build up during peak hours, and that 69 Street NW, north of 34 Avenue NW, is too narrow for two lanes of traffic and parked cars on both sides of the road. However, upon walking stakeholders through the proposed plans, some agreed that this was the best possible way to manage mobility.
- Current Site
Some stakeholders said they have noticed an increase in garbage on the current site and want it to be dealt with. ONE Properties has committed to looking into this to better regulate illegal dumping. Other concerns such as risks to public safety and loitering were also mentioned.
- Parking
General concerns were noted with respect to a potential lack of parking, particularly for the residential component. However, after it was explained that the residential portion would have dedicated underground parking, most residents were satisfied. Some also noted concerns about potential congestion caused by angled parking.

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- Grocery Store
Most attendees expressed interest in a grocery store at the site and questioned if it would be a boutique grocer such as a Sunterra or some other kind of market. There were mixed comments on how big they felt the grocery store should be.
- Commercial/Retail
Attendees were generally excited about a diversity of commercial/retail/restaurants opportunity at the site. Particularly, many people expressed interest in a local brewery.
- Residential
Many stakeholders appreciated the residential component and the reduction in height compared to the original proposal. Some said they prefer that residential buildings be six storeys.

Applicant-Led Engagement

Outlined below is the engagement summary for the project as of September 2019.

Date	Tactic	Topics Discussed
2018/03/27	Meeting with the Bowness Main Street Business Improvement Area (BIA)	<ul style="list-style-type: none"> - Project scope and vision - Description of ONE Properties - Relevant policy - Priorities and perspectives of the community and BIA - Engagement schedule
2018/03/27	Meeting with Councillor Sutherland	
2018/04/04	Meeting with the Bowness Community Association and members of the Bowness Main Street Business Improvement Area	
2018/10/03	Meeting with the Bowness Community Association	<ul style="list-style-type: none"> - Review of what we heard from the previous meeting, and how feedback has influenced design - Shared new concept plans for the project and discussed retail/residential breakdown - Shared results of market research - Share vision for main street (69 Street) - Shared update on transportation studies - Update on project schedule

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Date	Tactic	Topics Discussed
2018/11/01	Launched engagement website: sunnysideredevelopment.com	
2018/11/27	Public open house	<ul style="list-style-type: none"> - Project scope - Concepts and renderings - Market research - Vision for main street (69 Street) - Transportation studies - Project schedule - Relevant City policy
2019/06/05	Meeting with the Bowness Community Association	Overview of what has been heard to date, updates to the plan based on such input (connectivity, lowered density and height, transportation, site concept etc.). Alluded to Fall open house.
2019/06/11	Meeting with the Bowness Main Street Business Improvement Area	Overview of what has been heard to date, updates to the plan based on such input (connectivity, lowered density and height, transportation, site concept etc.). Alluded to Fall open house.
2019/07/23	Meeting with the Bowness Main Street Business Improvement Area and key members of the Bowness Community Association	Overview of what has been heard to date, updates to the plan based on such input (connectivity, lowered density and height, transportation, site concept etc.). Introduced light industrial use. Discussed overpass concept and feasibility. Alluded to Fall open house.
2019/09/19	Public open house	<ul style="list-style-type: none"> - Updated site plan - Planning process and timeline - Overview of engagement and what was heard - Public realm renderings - Mobility and community enhancements - Market research and context

Shown below is the latest site plan which outlines changes made based on the stakeholder input over the past year.

Approval(s): S Lockwood concurs with this report. Author: J Heaven

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Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed ARP amendment and land use amendments 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 subject parcel is designated Inner City within Map 1: Urban Structure of the *Municipal Development Plan*. The *Municipal Development Plan* proposes a compact urban form for Calgary by encouraging increased population and job growth to occur in the existing, built-up areas of the city.

Bowness Area Redevelopment Plan (Statutory – 2019)

Upon review of the *Bowness Area Redevelopment Plan*, the site is referenced in the Industrial Section of the plan. It recognizes the industrial nature of the existing greenhouse operation and its regional retail attraction. It further recognizes the possibility of a future transition of this area to a more commercial use to the point of accommodating such uses with no required amendment to the ARP if there are no impacts to the transportation system and the surrounding uses. However, due to the scale and mix of uses the application is proposing an ARP amendment. This area was not part of the Main Streets initiative.

This application proposes several amendments to the *Bowness Area Redevelopment Plan* which removes the site as an active greenhouse operation and brings policies forward to enable the site to become a walkable, mixed-use area.

Development Next to Freight Rail Corridors Policy (Non-Statutory – 2018)

At development permit stage, the applicant should review this policy to gain a clear understanding of the potential risks and by doing so remove the need for individual risk assessments for most developments. Conditions will also be added to the development permit as appropriate.

Social, Environmental, Economic (External)

Development enabled by this application has the potential to allow more Calgarians to choose to live in a location well served by existing infrastructure and close to services, employment, community amenities, and transit. Increased development of the subject site has the potential to allow for population growth that will support local services and contribute to a livable and diverse community.

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Financial Capacity

Current and Future Operating Budget

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

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 ARP amendment and land use redesignation intend to reinvent the previous Sunnyside greenhouse site by allowing for redevelopment that will provide more commercial and housing options within the community of Bowness. The application aligns with the policies and goals of the *Municipal Development Plan* and proposes to amend the *Bowness Area Redevelopment Plan* to recognize the opportunity for a mixed-use development with retail, multi-residential, and light-industrial all adding vitality and walkability to the community in this City gateway location.

ATTACHMENT(S)

1. Proposed Amendment to the Bowness Area Redevelopment Plan
2. Registered Road Closure Plan
3. Proposed Road Closure Conditions
4. Proposed DC Direct Control Guidelines (DC/WEST)
5. Municipal Addresses for Redesignation
6. Proposed DC Direct Control Guidelines (DC/EAST)
7. Applicant Submission
8. What We Heard Report
9. Community Association Letter