

Planning & Development Report to  
Calgary Planning Commission  
2019 December 19

ISC: UNRESTRICTED  
CPC2019-1521

## Policy and Land Use Amendment in Bankview (Ward 8) at 1867 - 17 Avenue SW, LOC2019-0051

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### EXECUTIVE SUMMARY

This land use and policy amendment application was submitted by Sarina Developments, on behalf of the landowners Delage Nelson and Spencer Olsen on 2019 April 17. This application proposes to change the designation of this property from Residential – Contextual One / Two Dwelling (R-C2) District to Mixed Use - General (MU-1f1.5h13) District to allow for:

- commercial and residential uses in street-oriented buildings with either commercial or residential uses at street level;
- a maximum building height of 13 metres (an increase from the current maximum of 10 metres);
- a maximum floor area ratio of 1.5, allowing approximately 760 square metres of building floor area; and
- the uses listed in the MU-1 District.

An amendment to the *Bankview Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation. The application conforms to the ARP as a result of the proposed amendment and is in keeping with applicable policies of the *Municipal Development Plan* (MDP).

A development permit for a two-storey office building has been submitted and is currently under review.

#### ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the Bankview Area Redevelopment Plan (Attachment 1);
2. Give three readings to the proposed bylaw;
3. **ADOPT**, by bylaw, the proposed redesignation of 0.05 hectares  $\pm$  (0.13 acres  $\pm$ ) located at 1867 – 17 Avenue SW (Plan 3076AB, Block 2, Lots 1 and 2) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Mixed Use - General (MU-1f1.5h13) District; and
4. Give three readings to the proposed bylaw.

#### PREVIOUS COUNCIL DIRECTION / POLICY

None.

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**BACKGROUND**

This application was submitted by Sarina Developments, on behalf of the landowners Delage Nelson and Spencer Olsen on 2019 April 17. The initial applicant's submission indicated the intent was to construct a four-unit rowhouse. An updated applicant's submission was later provided changing the intent to construct a building containing four live-work units. The most recent application's submission (Attachment 2) indicates that the intent is to now construct a two-storey office building. This is consistent with the development permit (DP2019-5365) that was submitted on 2019 October 15 by Sarina Developments proposing a two-storey office building with four individual office units (Attachment 3).

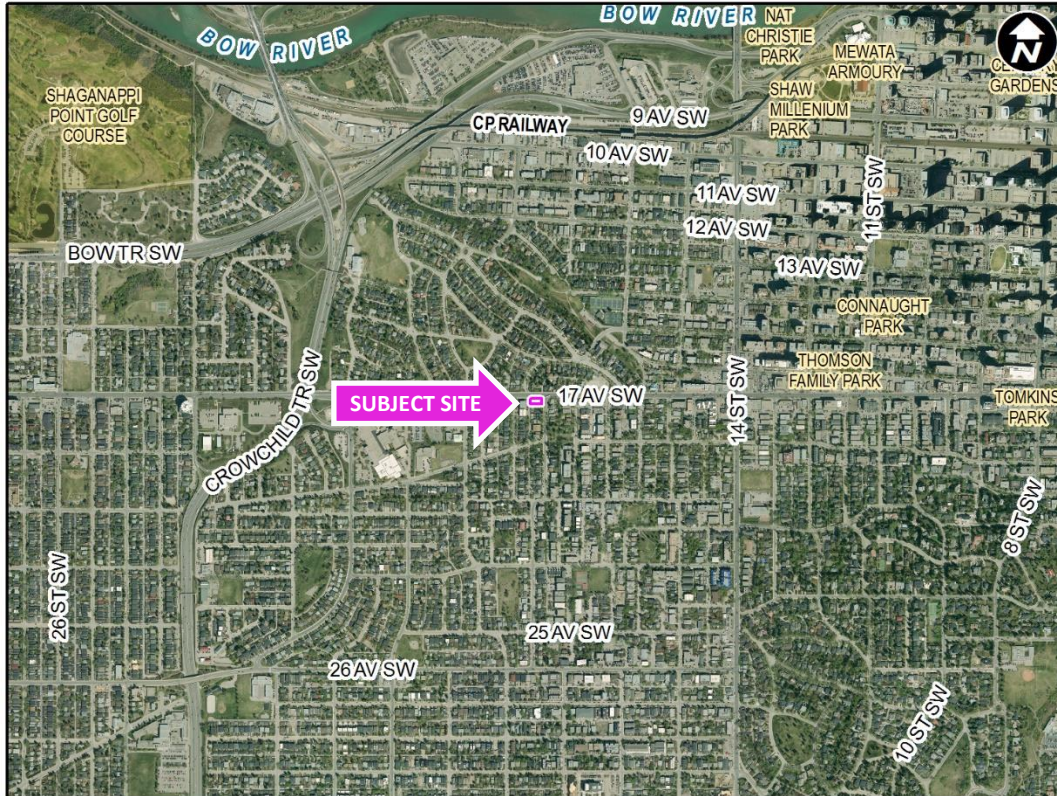




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### Site Context

The application is located in the community of Bankview, south of 17 Avenue SW and west of 17A Street SW. The parcel is approximately 15 metres wide and 34 metres deep with a rear lane along the west property line. The parcel is currently developed with a single detached dwelling and a parking pad accessible from the rear lane. A road right-of-way setback of 5.182 metres along 17 Avenue SW also exists on this property, which restricts development to be outside of the setback area.

Surrounding development is a mix of residential development. Single detached dwellings exist across 17 Avenue SW to the north (R-C1), across 17A Street SW to the east (R-C2) and next door to the south (R-C2). A three-storey multi-residential building exists across the lane to the west (M-C2). Commercial development exists two blocks away from the site on the south side of 17 Avenue SW to both west (DC) and east (C-N1 and C-N2) of the site.

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As identified in *Figure 1*, the community of Bankview reached its peak population in 1981.

*Figure 1: Community Peak Population*

<b>Bankview</b>	
Peak Population Year	1981
Peak Population	5,590
2018 Current Population	5,211
Difference in Population (Number)	-379
Difference in Population (Percent)	-6.8

Source: *The City of Calgary 2018 Civic Census*

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

## **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The proposed Mixed Use – General (MU-1f1.5h13) District allows for the opportunity to develop a grade-oriented building, either through a stand-alone commercial or residential development, or a development with commercial at grade and dwelling units or offices on the upper floors.

### **Planning Considerations**

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

#### ***Land Use***

The existing Residential – Contextual One / Two Dwelling (R-C2) District is intended to provide for residential development of low height and low density. No commercial uses are allowed within the R-C2 District.

The proposed Mixed Use – General (MU-1f1.5h13) District is intended to be located along commercial streets where both residential uses and commercial uses are supported at grade facing the commercial street. The MU-1 District is also intended to accommodate a mix of residential and commercial uses in the same building or in multiple buildings throughout an area. The proposed modifiers establish maximum floor area ratio (FAR) and building height. The maximum floor area ratio (FAR) is 1.5 which equates to approximately 760 square metres of building floor area on the site. The maximum building height of 13 metres is an increase of 3 meters from the current 10 metres in the R-C2 District. A building height of 13 metres could potentially allow for approximately three to four storeys of development.

Although the applicant is proposing a stand-alone two storey office building within a Mixed Use District, the applicant has chosen the MU-1 District as it provides the greatest flexibility for adaptation for the incorporation of other uses over time. In addition, the MU-1 District is the only

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District that allows the desired built form they are seeking. Other Districts, such as the Commercial Neighbourhood, Commercial Community and Commercial Corridor Districts have rules that inhibit the applicant's desired built form outcome.

***Development and Site Design***

On 2019 October 15, a development permit was submitted by Sarina Developments proposing a two-storey office building, with four office units facing 17 Avenue SW. The rules of the MU-1 District will provide guidance for the development of the site, including appropriate uses, building height and massing, materials, landscaping and parking. The initial submission was reviewed by Administration as part of the Detailed Team Review. Although the application is under review, pending the applicant's response to the Detailed Team Review, the applicant has provided a preliminary rendering of the development (Attachment 3).

Given the specific site, key factors being addressed through the development permit include:

- Creating an active street frontage along 17 Avenue SW that incorporates permeable commercial access and glazing facing the commercial street;
- Addressing the road right-of-way setback of 5.182 metres along 17 Avenue SW;
- Parking located off the lane to the side of the building;
- Design elements related to massing, privacy, and overlooking of the neighbouring low density residential parcels; and
- Appropriate treatment of the north and east facades, as these are highly visible facades.

***Environmental***

An Environmental Site Assessment was not required as part of this application. There are no known environmental concerns on the parcel or in the immediate area.

***Transportation***

The site is a corner parcel located along 17 Avenue SW, which is classified as a Neighbourhood Boulevard in the *Calgary Transportation Plan*. A Transportation Impact Assessment was not requested as part of this application. A transit bus stop for Route 6 is located approximately 15 metres from the site on 17A Street SW, and provides service to the Downtown core and LRT.

The parcel is within Residential Parking Zone O, and there are currently no on-street parking restrictions. At the time of redevelopment, required bylaw parking is to be provided on the site and all vehicle access is to be from the lane.

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***Utilities and Servicing***

Water, sanitary and sewer services are available to service the site. Sanitary capacity and storm water management will be evaluated with the development permit.

**Stakeholder Engagement, Research and Communication**

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

Through the original circulation, Administration received a letter from the Bankview Community Association on 2019 May 8 outlining their concern of the applicant's intent to build a four-unit rowhouse, stating that a commercial development would be more appropriate along 17 Avenue SW, an MDP Main Street. Through a subsequent circulation, Administration received another letter from the Bankview Community Association on 2019 June 7 indicating their support for the project with the applicant changing the intent to live-work or office/commercial development (Attachment 4).

A letter with an accompanying petition signed by eight nearby residents who are opposed to the project was received by Administration on 2019 May 22. Concerns were raised regarding safety, parking, construction and the impact on the historical character of the surrounding neighbourhood.

The applicant met with the Bankview Community Association on 2019 June 4 and a group of 15 neighbours on 2019 November 12. The applicant shared the development permit plans (Attachment 3) with the neighbours at the November 12 meeting and according to the applicant, the plans were well received, and previous concerns of the neighbours were resolved.

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 date of 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.



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***Interim Growth Plan (2018)***

The recommendation aligns with the policy direction of the [Interim Growth Plan](#). The proposed policy and 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 subject parcel is located within the Neighbourhood Main Street area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). The applicable MDP policies encourage a broad range of employment, commercial and retail uses as well as housing to accommodate a diverse range of the population.

Neighbourhood Main Streets are characterized as providing a high level of residential and employment intensification in a linear fashion, such as along 17 Avenue SW. Buildings should be located close to the sidewalk, and may contain smaller units to encourage the active frontage. Transitions between the Main Street and adjacent areas should be sensitive to the scale and form of surrounding buildings and uses.

The proposed redesignation complies with the policies of the MDP.

***Bankview Area Redevelopment Plan (Statutory – 1981)***

The [Bankview Area Redevelopment Plan](#) (ARP) identifies the subject parcel as located within the Conservation Residential area as identified on Figure 2, Land Use Policy. This land use typology is intended to accommodate and retain low density residential development in the form of single and semi-detached dwellings.

An amendment to the ARP is required to accommodate the proposed land use change to the MU-1f1.5h13 District. This application proposes to change the land use policy of the site on Figure 2, Land Use Policy from Conservation Residential to General Commercial (Attachment 1). Additional commercial development is supported by Administration along this stretch of 17 Avenue SW since this is identified as an MDP Main Street. In addition, an ARP General Commercial land use policy is supported given that there is already existing General Commercial along the south side of 17 Avenue SW.

**Social, Environmental, Economic (External)**

The proposed land use district allows for a wide range of pedestrian oriented commercial uses. The addition of these uses to the community has the potential to attract more users to the 17 Avenue SW Neighbourhood Main Street west of 14 Street SW, bringing more services and jobs within walking distance to the local residents.



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**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.

**Risk Assessment**

There are no significant risks associated with this proposal.

**REASON(S) FOR RECOMMENDATION(S):**

The proposal is in keeping with applicable policies of the *Municipal Development Plan* and the general intent of the *Bankview Area Redevelopment Plan*. Given that 17 Avenue SW is identified as a Neighbourhood Main Street, the proposed district allows for the opportunity to utilize an underdeveloped parcel in the inner city for a higher use while still respecting the immediate context adjacent to the site.

**ATTACHMENT(S)**

1. Proposed Amendment to the Bankview Area Redevelopment Plan
2. Applicant Submission
3. Development Permit (DP2019-5365) Summary
4. Community Association Letter