

LAND USE AMENDMENT  
SHAGANAPPI (WARD 8)  
17 AVENUE SW EAST OF 29 STREET SW  
BYLAW 306D2017

MAP 18C

**EXECUTIVE SUMMARY**

This land use amendment application seeks to redesignate 0.18 hectares of land from Multi-Residential – Contextual Low Profile (M-C1) District and Commercial – Corridor 2 f3.0h46 (C-COR2 f3.0h46) District to DC Direct Control District in the community of Shaganappi.

The proposed redesignation is intended to accommodate a mixed-use development with a maximum building height of 30 metres, provide a stepback that transitions to a lower height towards the north end of the parcel near the existing low density residential, and provide for use restrictions specifically limiting Office and Medical uses from fronting onto 17 Avenue SW. The intent of the DC is to facilitate mixed-use development, while providing for a sensitive transition in building mass to adjacent low density residential, and limiting the availability for non-active uses along the Neighbourhood Main Street of 17 Avenue SW. Anticipated uses include approximately 625 square metres of commercial space (retail and consumer services, and a small restaurant) at grade, with approximately 101 dwelling units above.

**PREVIOUS COUNCIL DIRECTION**

None.

**ADMINISTRATION RECOMMENDATION(S)**

2017 July 27

That Calgary Planning Commission recommends **APPROVAL** of the proposed Land Use Amendment.

**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION**

That Council hold a Public Hearing on Bylaw 306D2017; and

1. **ADOPT** the proposed redesignation of 0.18 hectares ± (0.44 acres ±) located at 2910 and 2940 – 17 Avenue SW (Plan 9019EP, Block 1, Lot 1) from Multi-Residential – Contextual Low Profile (M-C1) District and Commercial – Corridor 2 f3.0h46 (C-COR2 f3.0h46) District to DC Direct Control District to accommodate mixed use development, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 306D2017.

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**REASON(S) FOR RECOMMENDATION:**

The proposed land use designation is consistent with key policies of the Municipal Development Plan (MDP), and advances the goals of complete communities, intensification, and greater housing choice. The proposal is also in line with the policies of the Killarney/Glengarry Area Redevelopment Plan (ARP), and conforms to the Community Centre building block of the Developed Areas Guidebook, which applies to this site.

The subject site is located on a corner parcel on an identified Neighbourhood Main Street, has rear and side lane access, is near the local amenity of the Killarney Aquatic & Recreation Centre, is within 600 metres of two LRT stations, and is adjacent to a Future Comprehensive Plan area, which allows for taller buildings and greater densities.

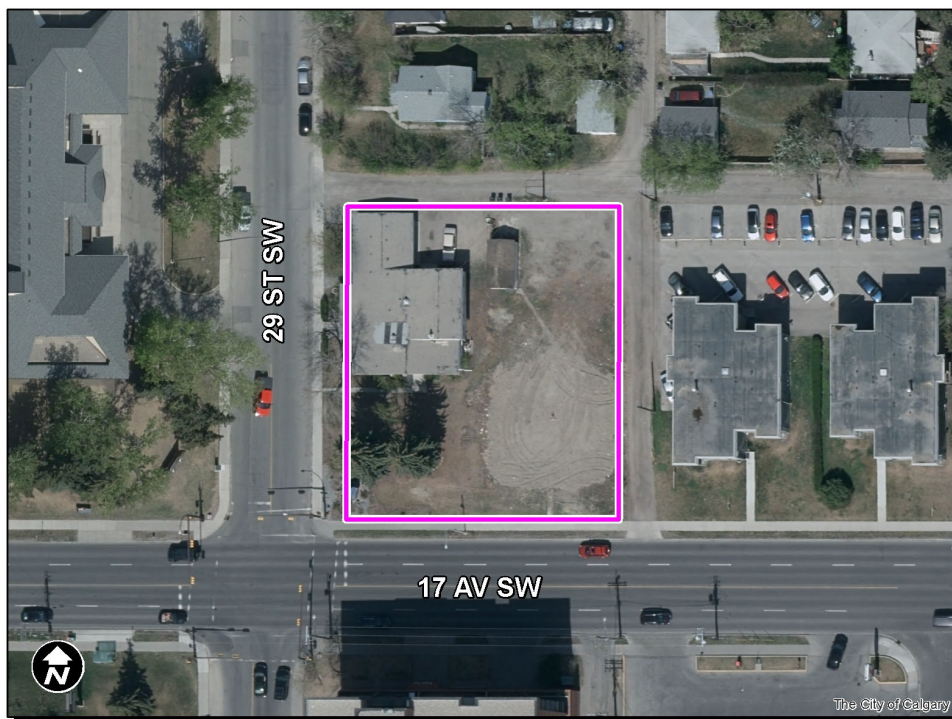
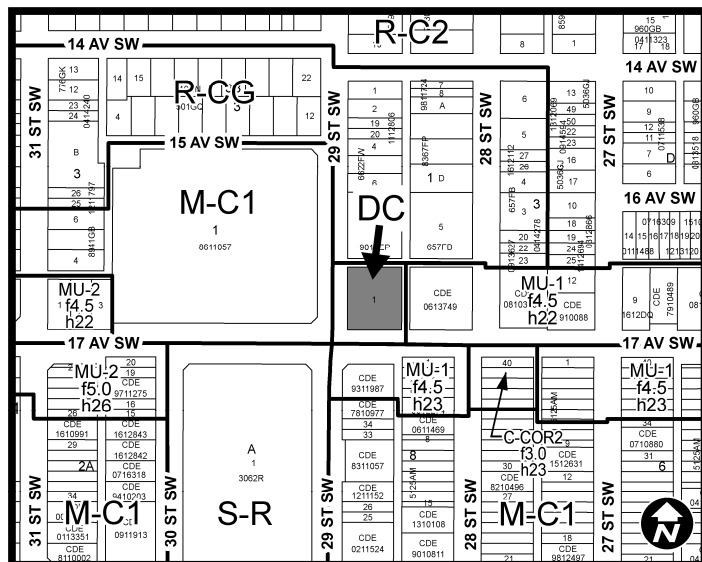
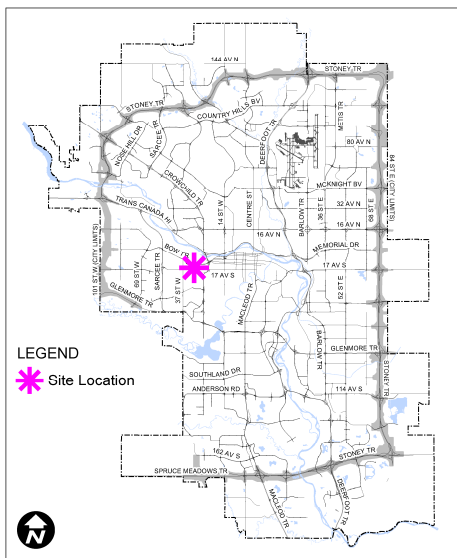
**ATTACHMENTS**

1. Proposed Bylaw 306D2017
2. Public Submissions

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LOCATION MAPS



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**ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION**

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.18 hectares ± (0.44 acres ±) located at 2910 and 2940 – 17 Avenue SW (Plan 9019EP, Block 1, Lot 1) from Multi-Residential – Contextual Low Profile (M-C1) District and Commercial – Corridor 2 f3.0h46 (C-COR2 f3.0h46) District **to** DC Direct Control District to accommodate mixed use development with guidelines (APPENDIX II).

**Moved by: A. Palmiere**  
Absent: D. Leighton

**Carried: 7 – 0**

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**Applicant:**

CivicWorks Planning + Design

**Landowner:**

Live Better Holdings Inc

**PLANNING EVALUATION**

**SITE CONTEXT**

The subject parcels (two) are located in the community of Shaganappi on the northeast corner of 17 Avenue SW and 29 Street SW. The western parcel is currently developed with a 1-storey health care centre (Medical Clinic) under the current zoning of Commercial – Corridor 2 (C-COR2f3.0h46) District. The eastern parcel is currently vacant and is designated Multi-Residential – Contextual Low Profile (M-C1) District. The parcels benefit from rear and side lane access. Bylawed setbacks along the site are required in the future at time of subdivision of 2.134 metres for 29 Street SW, and of 5.182 metres for 17 Avenue SW.

Currently, single detached dwellings exist to the north, 2-storey apartments to the east, and a 7-storey apartment to the south.

To the west exists the Barbara Mitchell Family Resource Centre, which has been identified as a Future Comprehensive Plan area in the Killarney/Glengarry ARP, allowing for taller buildings and higher density to be contemplated with submission of a comprehensive plan. To the southwest is Killarney Aquatic and Recreation Centre under Special Purpose – Recreation (S-R) District.

As part of the Main Street Initiative, redesignations occurred along 17 Avenue SW. To the east of the subject site, parcels were redesignated Mixed Use – General (MU-1 f4.5h22) and MU-1 f4.5h23, on the north and south side of the street respectively. Immediately to the north, parcels were redesignated Residential – Grade-Oriented Infill (R-CG). The applicant requested to be excluded from the Main Street redesignations, as they were seeking a height greater than the 6 storey maximum that would have been considered for the parcel under the Main Street Initiative, and they had already begun discussions with the Community Association.

According to data from The City of Calgary 2016 Census, the following table identifies Shaganappi's peak population and year, current population and the population amount and percentage difference between the peak and current populations if any.

Shaganappi	
Peak Population Year	1969
Peak Population	2,132
2016 Current Population	1,560
Difference in Population (Number)	-572
Difference in Population (Percent)	-27%

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**LAND USE DISTRICTS**

The proposed land use district is a DC Direct Control District based on the Commercial – Corridor 1 (C-COR1) District. A DC is recommended to regulate unique characteristics for height, massing, and building height transition near adjacent low density residential. The DC allows Office and Medical Clinic uses at grade, but limits these non-active uses from locating along the main street of 17 Avenue. As a road widening right-of-way applies to the site, removal of required front and side setback areas creates greater flexibility in building design, while still providing an enhanced pedestrian realm.

The proposed DC permits a maximum building height of 30 metres with a reduced height to 13.5 metres along the northern edge, 8 metres along the southern edge, and a floor area ratio (FAR) of 4.5. A minimum of 6 percent of the building must contain commercial uses. The scale of the residential development makes meeting the standard rule in Commercial – Corridor 1 (C-COR1) regulating that 20 percent of the development be commercial uses, impractical. The location and proximity to LRT stations supports increased residential density, while commercial units are still provided at street level creating vitality and providing local amenity and services.

The proposed DC guidelines can be found in APPENDIX II.

The application originally was submitted with a proposed maximum height of 35 metres, which was in conflict with the Municipal Development Plan (MDP) tall building policy (subsection 2.4.2) and the street wall policy of the Developed Areas Guidebook (DAG) (subsection 4.2.2) which allow for a 1:1 street wall to street right-of-way ratio. The required road right-of-way for 17 Avenue SW, outlined in Part 3 Division 1 of Land Use Bylaw1P2007, is 30.481 metres. The application has since been revised to permit a maximum height of 30 metres, which now conforms with the policies of the MDP and DAG.

**DEVELOPMENT PERMIT**

A development permit (DP) for a 9-storey mixed-use building on the subject site, proposing a small restaurant (approximately 110 square metres) and retail (approximately 510 square metres) on the ground floor, and approximately 101 residential units above has been submitted, and is currently under review. The current C-COR2 f3.0h46 has no density cap, and M-C1 has a cap of 148 uph. The DP is approximately 558 uph (101 dwelling units).

Please see APPENDIX III for proposed DP elevations.

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## LEGISLATION & POLICY

### 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). The SSRP makes no specific reference to this site. The land use proposal is consistent with the SSRP policies including the Land Use Patterns policies (subsection 8.14).

### Municipal Development Plan (2009)

The site is located within a “Neighbourhood Main Street” on the Urban Structure Map (Map 1) in the *Municipal Development Plan* (MDP), and is part of the Primary Transit Network. The City-Wide (specifically sections 2.2 and 2.3) and Main Streets (section 3.4) policies encourage a greater mix of housing types, and support redevelopment and intensification to create complete communities and a compact urban form, specifically in areas well-connected to the Primary Transit Network, and at nodes at the intersection of Main Streets and other major transit streets and Future Comprehensive Plan Areas. Taller buildings are encouraged to locate on the north side of a Main Street (subsection 3.4.1(r)) to reduce shadows cast on the public sidewalks on the north side of the street.

### Developed Areas Guidebook – Volume 2, Part 3 of the MDP

The Community - Centre building block in the *Developed Areas Guidebook* (DAG) applies to the subject site, as per the *Killarney/Glengarry Area Redevelopment Plan*. The Community - Centre building block allows medium and large scale mixed-use mid-rise buildings, between 6-10 storeys. It is intended to support high density residential and commercial uses, provide for buildings with a taller first floor, and a development that has wider sidewalks. The application conforms to the 1:1 street wall to street right-of-way requirement under Urban Design (subsection 4.2.2(b)).

### Killarney/Glengarry Area Redevelopment Plan (1986)

The site is identified on the Land Use Policy Map (Map 2) as Community Centre, and falls within the Main Street Area/Developed Areas Guidebook area. Main Street objectives and policies (section 2.3) guide development in the form of mixed-use mid-rise buildings intended to accommodate a range of retail, office, and residential uses. Strategic intensification is designed to support quality transit, commercial vitality, and employment opportunities, while creating a high-quality living environment. Development should respect the scale of the street and create a comfortable sense of enclosure.

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## **TRANSPORTATION NETWORKS**

The subject site is located approximately 52 metres from an eastbound Route 2 bus stop that provides service to the Westbrook LRT station, and approximately 67 metres away from a westbound Route 2 bus stop that provides service to the downtown core, and the LRT.

The subject site has lane access, and is within residential parking area R-R. There is restricted/permit parking along 29 Street SW. The bylaw parking requirements, including amount, size, and access dimensions are to be met at the time of the development permit.

## **UTILITIES & SERVICING**

Under the development permit application (DP2016-4510) the applicant will be required to enter into an indemnification agreement to contribute to an upgrade for the existing water main and sanitary main along 17 Avenue SW.

### **Sanitary Servicing**

A sanitary servicing study was submitted under LOC2016-0292 File No. 16-090, dated 2016 October 03. It was reviewed and the report has identified that the existing pipes have surcharged. The surcharged pipes are required to be upgraded to support development at the development permit stage.

Note: The applicant is in the process of collaborating with the City Business unit of Water Resources to develop a strategy to align development requirements, developer funding and City infrastructure funding in order to support the proposed development.

### **Water Servicing**

Water Resources has conducted a water system study recently, along 17 Avenue SW and identified that the existing 150 millimetre water main along 17 Avenue from 33 Street to Crowchild Trail SW is required to be upgraded at the development permit stage to 300 millimetre to support the full build-out of 17 Avenue main street.

### **Storm Servicing**

Storm sewer is available at 17 Avenue SW (600 millimetre, 1952).

## **ENVIRONMENTAL ISSUES**

An Environmental Site Assessment (ESA) was submitted as part of the concurrent development permit application and was reviewed. No issues were identified.



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**ENVIRONMENTAL SUSTAINABILITY**

Environmental sustainability considerations will be evaluated at the development permit stage.

**GROWTH MANAGEMENT**

The proposed amendment(s) does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

**PUBLIC ENGAGEMENT**

**Community Association Comments**

Comments from the Shaganappi Community Association (CA) were received on 2016 December 02 pertaining to the proposal. These comments relate to the original development permit application submission, but also speak to the concern of building height which can be addressed at the land use amendment stage. Subsequently, the applicant amended the application based on The City's technical review. The Shaganappi CA was notified of the amendments, and provided verbal acceptance of changes to building height on 19 June 2017.

**Citizen Comments**

Administration received three (3) letters in opposition of the application.

Reasons stated for opposition are summarized as follows:

- Loss of privacy, overshadowing, and increased noise;
- Increased traffic in the lane causing dust, noise, headlights shining in windows, and congestion on the roads;
- Not enough parking, causing "spill over" parking in the streets;
- Would like to keep character and low density nature of community; and
- Building is too tall.

Administration considered the community association and citizen comments. A parking study has been submitted as part of DP2016-4510, which supports parking relaxations. A residential parking permit is required for 29 Street SW. Multi-residential units do not qualify for a parking permit, therefore they cannot use the street for parking.

Height was negotiated from 35 metres, down to 30 metres, to align with MDP tall building policies and DAG street wall policies.

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The site is along a Main Street and located within close proximity of two LRT stations, and is therefore a prime location for redevelopment and intensification as per MDP policies. In addition to the lane that separates the site from the residential north of the site, the DC requires a step back at 13.5 metres for 8 metres from the property line.

**Public Meetings**

The City completed the standard circulation that occurs with land use amendment and development permit applications which includes:

- Circulation to residents within 60.0 metres of the subject site, the Community Association (Shaganappi, and immediately adjacent Killarney/Glengarry CA), and Ward Councillor (Woolley).
- Notice posting signage onsite to advise of application and provide file manager contact information.
- Online information posted on the Planning & Development Map (available through The City website) outlining applications, and provision for public to provide feedback.

The Shaganappi CA was informed of amendments to the proposal when they were made, and offered the opportunity to submit formal comments.

In consultation with Administration, the applicant led their own robust engagement, which included:

- An open house with presentation and discussion held on 2016 November 08, at the Shaganappi Community Hall.
- A full page spread in the Killarney/Glengarry newsletter including website details and contact information.
- Dedicated project website ([www.engagewest17.com](http://www.engagewest17.com)) launched September 2016 – the website remains active today.
- Downloadable application overview brief.
- Online feedback form.
- Dedicated email address.
- Dedicated phone line.
- Direct mail-out notice of engagement to 560 residential addresses within a 200 metre radius of the site.
- Large format on-site signage board launched November 2016 – the sign remains on site today.

As a result of this consultation process, the applicant re-designed the building to improve the transition between 17 Avenue SW and the low density neighbours to the north. Initially, consultation with the Community Association resulted in the building being revised to have a lower stepback along the northern edge, the same height that adjacent northern neighbours

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can attain under the land use bylaw ( $\pm 10$  metres). After further consultation with community stakeholders the applicant revised the maximum building height from 35 metres to 30 metres. The revised height creates a 1:1 building height to street width relationship with 17 Avenue SW. It is also the maximum building height supported by the Shaganappi Community Association in a letter to administration.

The City Engage Assessment Tool, which helps assess whether engagement is necessary, and the breadth of any engagement, was used to further determine what type of City engagement would be appropriate. The project was identified as having low impact and medium complexity. It was determined by Community Planning that the standard circulation outlined above would be sufficient for the project, unless there was a significant amount of feedback in opposition to the project collected. As only 3 letters of opposition were received pertaining to the proposed land use amendment and development permit, the standard engagement was deemed sufficient.

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**APPENDIX I**

**APPLICANT'S SUBMISSION**

Land Use Redesignation from Commercial – Corridor 2 (C-COR2 f3.0h46) District and Multi-Residential – Contextual Low Profile (M-C1) District to Direct Control District based on Commercial – Corridor 1 (C-COR1 f4.5h30) District.

The subject property is located in Shaganappi along 17 Avenue SW and is comprised of two parcels (2910 17 Ave SW and 2940 17 Ave SW) that measure 0.181 hectares in size. At 2940 17 Avenue SW sits a single-storey commercial building, home to Killarney Health Care Centre, a dental, chiropractic, and acupuncture practice. There is a small accessory building located at 2910 17 Avenue SW. The remainder of the property is generally described as open, grassed, and with a few trees. The site is bounded by two public streets (17 Ave and 29 St SW, and two public laneways).

Truman proposes to redevelop the site into a mid-rise, mixed-use building that combines retail and commercial amenities at-grade with multi-residential dwellings on upper levels. Truman aims to create a new, vibrant neighbourhood destination possessing community focused retail amenities that will continue a transition of higher-quality public realm along 17 Avenue SW: from auto-oriented to a liveable and people-friendly high street.

17 Avenue SW is identified as a Main Street, or an MDP identified “Neighbourhood Corridor”. Growth and intensification here will result in a greater provision of jobs and population to the vicinity, utilize area servicing infrastructure in a more efficient way, improve housing inventory and choice, and enhance community character through the provision of new retail, as per MDP goals. Transit servicing for the neighbourhood is strong and capable of supporting this proposed growth. There are two LRT stations within a 600 metre radius and bus route #2 stops across the street from the site every 5 to 15 minutes.

The building itself will integrate into its surrounding context via thoughtful height transitions and set the design precedent for the neighbourhood through the application of high quality architecture and materials. After extensive consultation with community stakeholders throughout the application process, the proposed building has been reduced in height from 35m to 30m, and in massing, to include a more contextually-sensitive transitional stepback on the building's northern edge. The building will achieve a floor area ratio of no greater than 4.5 and a height of no greater than 30 metres, or approximately nine storeys.

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## APPENDIX II

### PROPOSED DIRECT CONTROL GUIDELINES

#### **Purpose**

- 1 This Direct Control District is intended to:
- (a) provide for pedestrian oriented mid-rise mixed-use **development**;
  - (b) allow for specific **Commercial Uses** on the ground floor of a **building**, with residential **uses** on the upper floors; and
  - (c) create a built form where **building height** transitions from high to low from 17 Avenue SW to the low **density** residential **development**.

#### **Compliance with Bylaw 1P2007**

- 2 Unless otherwise specified, the rules and provisions of Parts 1, 2, 3 and 4 of Bylaw 1P2007 apply to this Direct Control District.

#### **Reference to Bylaw 1P2007**

- 3 Within this Direct Control District, a reference to a section of Bylaw 1P2007 is deemed to be a reference to the section as amended from time to time.

#### **General Definitions**

- 4 In this Direct Control District:
- (a) “**Commercial Use**” means any **use** listed in section 6 and 7 of this Direct Control District, other than **Addiction Treatment, Assisted Living, Custodial Care, Dwelling Unit, Live Work Unit or Residential Care**.

#### **Defined Uses**

- 5 In this Direct Control District:
- (a) “**Temporary Sales Centre**” means a **use**:
    - (i) where **units** are offered for sale to the public;
    - (ii) that may include sales offices and displays of materials used in the construction of **units** that are offered for sale; and
    - (iii) that may occur:
      - (A) in a **unit**, which may be temporarily modified to accommodate the **use**; or
      - (B) in a temporary **building**.

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**Permitted Uses**

- 6 The **permitted uses** of the Commercial – Corridor 1 (C-COR1) District of Bylaw 1P2007 are the **permitted uses** in this Direct Control District.

**Discretionary Uses**

- 7 The **discretionary uses** of the Commercial – Corridor 1 (C-COR1) District of Bylaw 1P2007 are the **discretionary uses** in this Direct Control District with the addition of:

- (a) **Temporary Sales Centre.**

**Bylaw 1P2007 District Rules**

- 8 Unless otherwise specified, the rules of the Commercial – Corridor 1 (C-COR1) District of Bylaw 1P2007 apply in this Direct Control District.

**Floor Area Ratio**

- 9 The maximum **floor area ratio** is 4.5.

**Building Height**

- 10 (1) Unless otherwise referenced in subsections (2) and (3), the maximum **building height** is 30.0 metres.
- (2) Where a **parcel** shares a **rear property line** with a **lane**, the maximum **building height** referenced in subsection (1) is reduced to 13.5 metres within 8.0 metres of that shared **property line**.
- (3) Where a **parcel** shares a **property line** with 17 Avenue SW, the maximum **building height** referenced in subsection (1) is reduced to 8.0 metres within 6.5 metres of that shared **property line**.

**Building Orientation**

- 11 (1) The main **public entrance** to a **building** must face a **property line** shared with a **street**.
- (2) **Motor vehicle parking stalls** and **loading stalls** must not be located between a **building** and a **street**.

**Building Façade**

- 12 The length of the **building** façade that faces 17 Avenue SW must be a minimum of 50.0 per cent of the length of the **property line** it faces.

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Location of Uses within Buildings

13 (1) The following **uses** must not be located on the ground floor of **buildings**:

- (a) **Assisted Living;**
- (b) **Catering Service – Minor;**
- (c) **Child Care Service;**
- (d) **Counselling Service;**
- (e) **Dwelling Unit;**
- (f) **Health Services Laboratory – With Clients;**
- (g) **Instructional Facility;**
- (h) **Live Work Unit;**
- (i) **Place of Worship – Small;**
- (j) **Post-secondary Learning Institution;**
- (k) **Residential Care;**
- (l) **Social Organization;** and
- (m) **Veterinary Clinic.**

(2) **Medical Clinic** and **Office uses** located on the ground floor of a **building** must not have **frontage** on 17 Avenue SW.

(3) A minimum of 6.0 per cent of the **gross floor area** of the **building** must contain **Commercial Uses**.

(4) **Commercial Uses** and **Live Work Units**;

- (a) may be located on the same floor as **Addiction Treatment, Assisted Living, Custodial Care, Dwelling Units** or **Residential Care**; and
- (b) must not share an internal hallway with **Addiction Treatment, Assisted Living, Custodial Care, Dwelling Units** or **Residential Care**.

Rules for Temporary Sales Centre

14 A **development permit** for a **Temporary Sales Centre** must not be issued for a period exceeding four (4) years.

Front Setback Area

15 There is no requirement for a **front setback area**.

Rear Setback Area

16 The **rear setback area** must have a minimum depth of 0.5 metres.

Side Setback Area

17 There is no requirement for a **side setback area**.

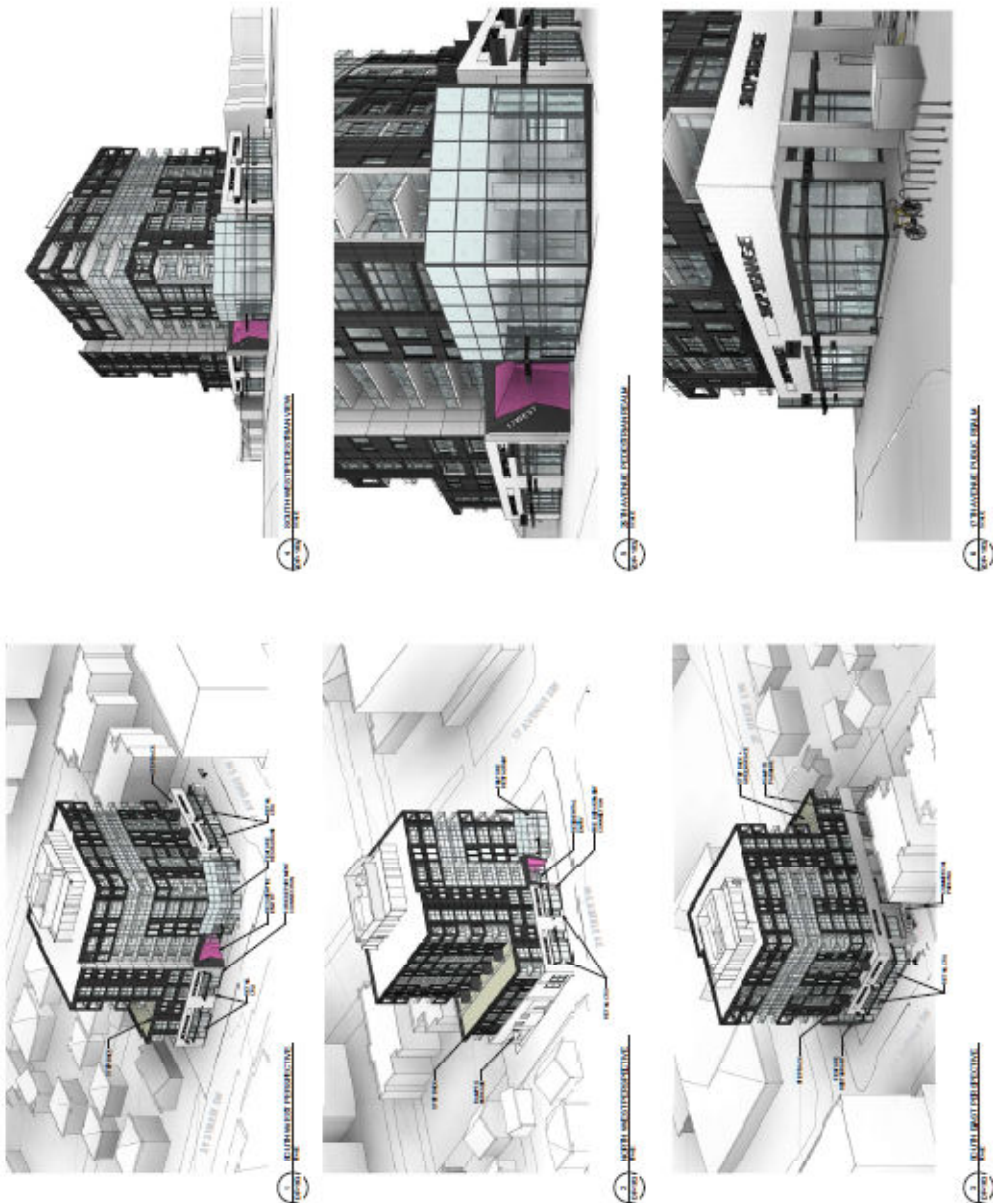
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APPENDIX III

PROPOSED DP ELEVATIONS

17 WEST



TRUMAN

DATE 06 | 01 | 2017

PROJECT # NCCA16-0123

PROJECT MANAGER H.M.E.



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SOUTHWEST PEDESTRIAN VIEW



17 West

2910 & 2940 17 AVENUE SW

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TRUMAN

NORR

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SOUTHWEST PEDESTRIAN VIEW



NORR

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2910 & 2940 17 AVENUE SW

17 West

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29TH STREET PEDESTRIAN REALM



17 West

2910 & 2940 17 AVENUE SW

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17<sup>TH</sup> AVENUE PUBLIC REALM



17 West

2510 & 2540 17 AVENUE SW

PROJECT NO. NCCA18-0123 | DATE 2017-06-30



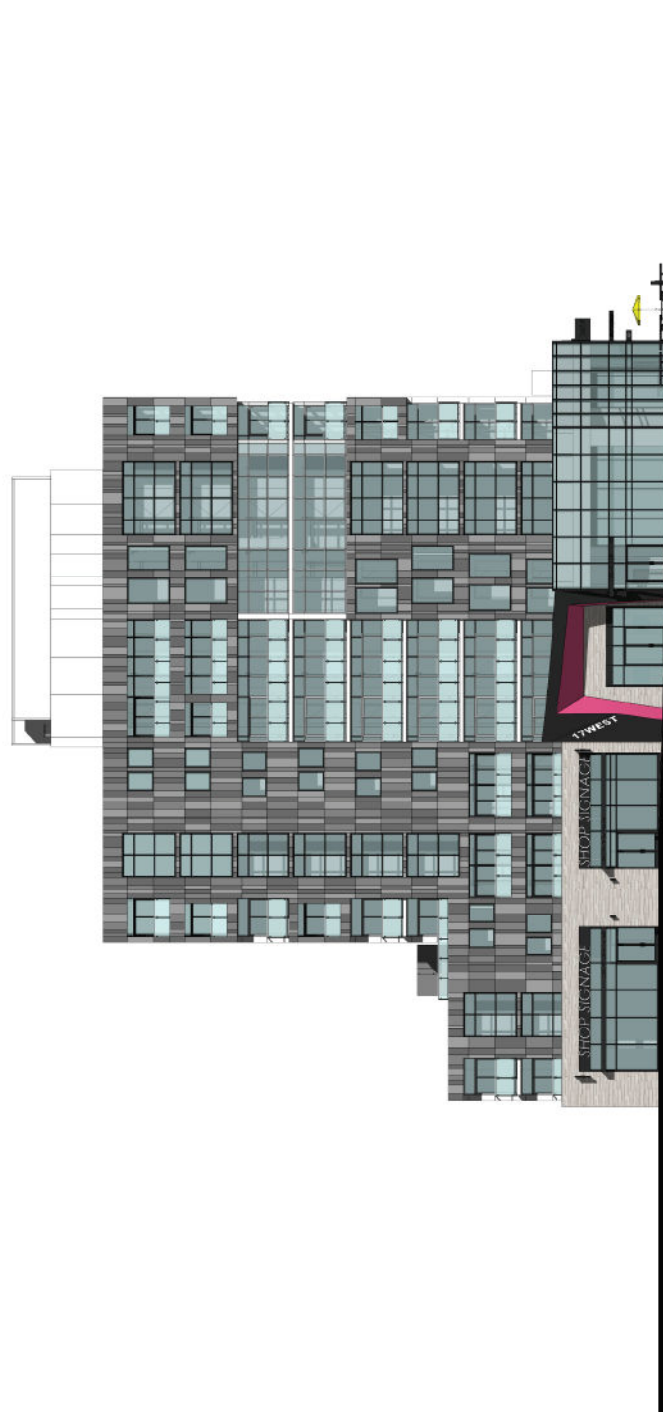
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29<sup>TH</sup> STREET (WEST) ELEVATION



TRUMAN NORR



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2910 & 2940 17 AVENUE SW

17 West

M. Krizan

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17<sup>TH</sup> AVENUE (SOUTH) ELEVATION



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17 West

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NORTH ELEVATION



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M. Krizan

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EAST ELEVATION



TRUMAN NORR

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17 West 2910 & 2940 17 AVENUE SW

M. Krizan