

Planning & Development Report to
Calgary Planning Commission
2020 May 07

ISC: UNRESTRICTED
CPC2020-0456

Policy Amendment and Land Use Amendment in Bankview (Ward 8) for 2318 - 15 Street SW, LOC2020-0023

EXECUTIVE SUMMARY

This application was submitted by Civicworks Planning + Design on 2020 January 06 on behalf of landowner Eagle Crest Homes Ltd. This application proposes to change the designation of one parcel from Multi-Residential – Contextual Grade-Oriented (M-CGd111) District to Multi-Residential – Contextual Medium Profile (M-C2) District to allow for:

- multi-residential development in a variety of forms (e.g. apartment buildings);
- a maximum building height of 16 metres (an increase from the current maximum of 12 metres);
- a maximum density of 2.5 floor area ratio (FAR); which is a shift from the current maximum density of 111 units per hectare; and
- the uses listed in the M-C2 District.

An amendment to the *Bankview Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use amendment. This proposal conforms to the *Municipal Development Plan* (MDP) and to the *Bankview ARP*, as amended.

A development permit has been submitted for a 66-unit multi-residential building and is under review.

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ADMINISTRATION RECOMMENDATION:

That Calgary 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); and
2. Give three readings to the proposed bylaw.
3. Adopt, by bylaw, the proposed redesignation of 0.18 hectares \pm (0.44 acres \pm) located at 2318 15 Street SW (Plan 3936L, Block 2, Portion of Lot 12 and Lots 13 to 17) from Multi-Residential – Contextual Grade-Oriented (M-CGd111) District to Multi-Residential – Contextual Medium Profile (M-C2) District; and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 MAY 07:

That Council:

1. Adopt, by bylaw, the proposed amendment to the Bankview Area Redevelopment Plan (Attachment 1); and
2. Give three readings to **Proposed Bylaw 27P2020**.
3. Adopt, by bylaw, the proposed redesignation of 0.18 hectares \pm (0.44 acres \pm) located at 2318 15 Street SW (Plan 3936L, Block 2, Portion of Lot 12 and Lots 13 to 17) from Multi-Residential – Contextual Grade-Oriented (M-CGd111) District to Multi-Residential – Contextual Medium Profile (M-C2) District; and
4. Give three readings to **Proposed Bylaw 74D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This application was submitted by Civicworks Planning + Design on 2020 January 06 on behalf of landowner Eagle Crest Homes Ltd. A Development Permit (DP2020-1504) for a 66-unit apartment building was also submitted on 2020 March 09 by Formed Alliance Architecture Studio and is currently under review, pending the outcome of this proposed policy and land use amendment. The development proposal is for a single building with a shared entrance and individual at-grade entrances for ground floor units fronting 15 Street SW, excepting the parkade entrance, which is required because there is no lane access. The applicant's submission is provided in Attachment 2 while Attachment 3 - Development Permit (DP2020-1504) Summary provides an overview and building renderings.

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There have been two previous applications for a development permit on this site that have not proceeded beyond development permit approval.

A Development Permit (DP2016-3201) submitted in 2016 that proposed 19 units in one building was approved in April 2018 but did not move beyond receiving approval.

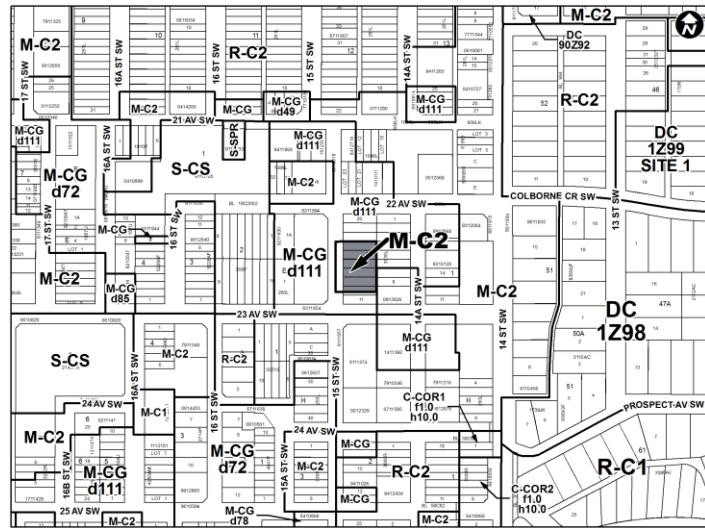
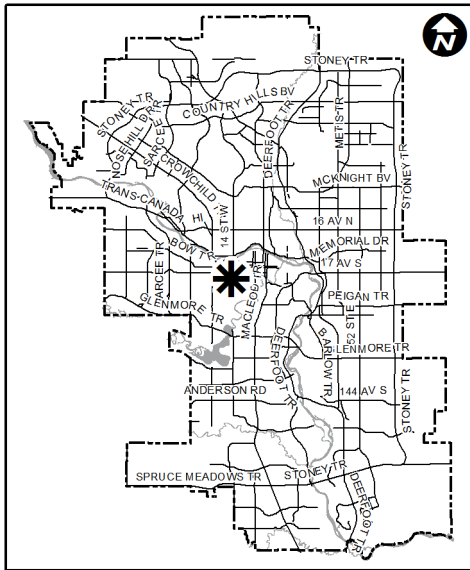
A Development Permit (DP2019-1492) submitted in 2019 that proposed 18 units and 12 secondary suites in two buildings was cancelled on 2019 December 09 at the applicant's request. They cited changing market conditions as being the driver of the cancellation.

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Location Maps



**Policy Amendment and Land Use Amendment in Bankview (Ward 8) for 2318 - 15
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Site Context

The 0.18 hectare (0.44 acre) vacant site is located on the east side of a steeply sloped (south to north) section of 15 Street SW, north of 23 Avenue SW. The area surrounding the site is a mix of dwelling unit types, from single detached to apartments, however all have a multi-residential land use designation.

Surrounding uses consist of the following:

- North:** single detached dwellings that are designated M-CGd111.
- East:** four single detached dwellings and two 3 to 4 storey apartments. There are both M-C2 and M-CGd111 designations on 14a Street SW.
- South:** a single detached dwelling that is designated M-CGd111.
- West:** a four-storey apartment building on land designated M-CGd111.

The site is within 350 metres (a five minute walking distance) of transit service and commercial services on 14 Street SW, Buckmaster Park, the Bankview Community Gardens, the Bankview Community Association Park, and Mount Royal School.

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The community of Bankview is currently below its peak population, achieved in 1981, as shown in *Figure 1* below.

Figure 1: Community Peak Population

Bankview	
Peak Population Year	1981
Peak Population	5,590
2019 Current Population	5,256
Difference in Population (Number)	-334
Difference in Population (Percent)	-6.0%

Source: *The City of Calgary 2019 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This proposal allows for a range of building types that are compatible with the established built form for the neighbourhood. The proposal meets the objectives of 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 current land use district for the site is Multi-Residential – Contextual Grade-Oriented (M-CGd111) District. This would allow for a multi-residential building on the site with a building height of 12 metres or approximately three storeys. The maximum density of 111 units per hectare within the district regulations would allow for 19 dwelling units on the approximately 0.18 ha site.

The proposed land use district is the Multi-Residential Contextual Medium Profile (M-C2) District. This would allow for a multi-residential building(s) where intensity is measured by floor area ratio, instead of units per hectare, to provide flexibility in building form and dwelling unit size and number. Buildings in an M-C2 District may have a maximum height of 16 metres, an increase of four metres. The M-C2 District was designed to be used in close proximity to, or adjacent to, low density residential development.

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Discussed in more detail below are specific regulations in the M-C2 District for developments that are adjacent sites designated M-CG, which is the case in this instance. Sites adjacent the subject site are a mix of low to medium density development and largely designated M-CGd111. Two blocks east there is a higher concentration of M-C2 designated properties adjacent 14 Street SW.

Development and Site Design

If approved, the rules of the proposed M-C2 District would provide the guidance for the development of the site, including height and building massing, landscaping and parking. In particular, the M-C2 District contains provisions for requiring building setbacks adjacent properties with an M-CG designation. The maximum height increases from 11 metres to 16 metres at a distance of 5 metres from the shared property line.

Given the context of this site, additional items are being considered as part of the Development Permit that has been submitted for the site by Formed Alliance Architecture Studio (DP2020-1504) include but are not limited to:

- Ensuring the development uses slope adaptive techniques to mitigate height and massing impacts of the development, which is a steeply sloped site;
- Emphasizing the provision of at-grade entrances; and
- Sensitive integration of vehicular access plus waste and recycling pickup areas, given that there is no access to a rear or side lane.

The lone property south of the site on the block ideally would be included in this application for redevelopment. However, The City cannot compel it to be included. In evaluating this application Administration considered the impacts on the adjacent parcel. By not being included in the redevelopment, the future redevelopment potential is more limited. There remains, though, potential for the site to sensitively redevelop to a higher density, such as rowhouses that would have a south and west facing front façades.

Environmental

A Phase 1 Environmental Site Assessment has been requested as part of the development permit review process.

Transportation

The applicant submitted a Transportation Impact Statement, accepted by The City, that found a 66 unit development could be accommodated by the existing street network. If a proposal was submitted under the M-C2 designation for more than 66 units it would require additional review at the Development Permit stage.

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The subject site is served by two transit stops within 250 metres on 14 Street SW near 23 Avenue SW. Routes 22 and 7 provide services from Marda Loop and West Hills Towne Centre to downtown.

With the exception of approximately 30 metres of the east side of 15 Street SW north of 22 Avenue SW, there is unrestricted parking allowed on both sides of 15 Street SW. Given that the section of 15 Street SW has a steep slope, south down to north, special attention will be necessary at the development permit stage to ensure an appropriate interface for vehicles and pedestrians accessing the site as well as provision of an appropriate area for collection of waste, recycling and compost.

Utilities and Servicing

Water and sanitary sewer are available to service the site. The applicant is aware that a storm sewer extension is required to service the site and is prepared to deal with that at the appropriate time. Development servicing will be determined at the development permit and development site servicing plan stage.

Stakeholder Engagement, Research and Communication

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

The applicant held a public meeting on 2020 March 04 that was attended by Administration and 12 citizens. The applicant delivered 276 mailers on 2020 February 19 to notify residents of their proposal and the public meeting. A website, www.versanttyc.com, was also created to support communication efforts.

The applicant has provided a summary of their outreach strategies, the feedback received, and the response to these concerns, which can be seen in detail in Attachment 4.

The Bankview Community Association (CA) was circulated as part of this application. The CA met with the applicant on 2020 March 12 and subsequently submitted a letter opposing the proposed policy and land use amendment (Attachment 5).

Administration received three citizen responses in opposition noting concerns related to the proposed land use redesignation and potential future development. However, one response was written on behalf of the 32 tenants in the building immediately west of the subject site. The citizen concerns cited loss of downtown views, increased traffic, and parking.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The proposed redesignation is considered an appropriate density increase. The overall number of units, compatibility of the future project

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with the surrounding development, and parking requirements are being reviewed at the development permit stage.

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](#) 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 and policy 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 proposal complies with the *Municipal Development Plan* (MDP). The subject parcel is located within the Residential-Developed-Inner City area as identified on [Map 1: Urban Structure](#) in the [MDP](#). The applicable policies encourage a range of intensification strategies to modestly intensify the Inner City Area.

The MDP cites the primarily grid road network that characterizes Inner City development that is effective at distributing traffic calmly and evenly in/out of the neighbourhood. The site's proximity (350 metres or less) to several community amenities and transit service makes it a candidate for the type of intensification envisioned in the MDP. The MDP relies on the discretionary abilities of the Land Use Bylaw, and the Development Authority to ensure proposed developments with greater intensity include an appropriate transition to adjacent parcels, streets and lanes. For the subject site, these tools and authorities are of greater importance, given the steep slope of the site.

Bankview Area Redevelopment Plan (Statutory – 1981)

The ARP currently identifies the property as Medium Low Density, which suggests a maximum density 111 units per hectare, which matches with the current M-CG land use designation for the site. This would accommodate 19 dwelling units. An amendment to the [Bankview Area Redevelopment Plan](#) (ARP) is required to enable the proposed land use district and development permit.

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This application requires a minor map change to identify the property as Neighbourhood – Mid-Rise. The land use category intends to provide a transition between existing low-rise residential and more intense residential or mixed use areas along Neighbourhood Corridors. It suggests buildings of four to six storeys that provide a sensitive interface between higher and lower intensity areas.

The site is ideally located between a Main Street (14 Street SW) and several community amenities, resulting in 23 Avenue SW acting like a Neighbourhood Corridor. As redevelopment occurs between the subject site and the 14 Street SW Main Street developments of greater or similar intensity would be reasonable and in keeping with Main Street policies of the MDP.

The Neighbourhood – Mid-Rise category provides more flexibility to accommodate the demand for housing in Bankview by not articulating an intensity in units per hectare, choosing instead to focus on a height range and deferring density decisions to the land use district and development permit process. In this instance, the proposed development would provide 61 one-bedroom and 5 two-bedroom units.

The 65 units is substantially higher than the current maximum of 19 units. However, this section of 15 Street SW only has one other driveway access. All other lots use 22 Avenue SW or 23 Avenue SW for vehicular access. Therefore, the street is able to disperse via the gridded street network the potential increase in vehicular traffic. It is for that reason and the opportunity to have more flexibility in the types of dwelling units that make the Neighbourhood – Mid-Rise policy designation of the *Bankview ARP* appropriate for this site.

The *Bankview Area Redevelopment Plan* is currently under review by Administration as part of the *West Elbow Communities Local Growth Planning* project. While the project was launched on 2020 March 02, project and engagement timelines will be adjusted due to the COVID-19 pandemic. The multi-community planning process does not prohibit applications from being submitted. Decisions related to planning applications will be reviewed by Administration against existing Council-approved policies and follow current processes. The multi-community local area plan does not currently have an anticipated date of completion.

Social, Environmental, Economic (External)

The proposed land use allows for an MDP supported increase in height and greater flexibility in determining the type and number of units to meet market demand. The flexibility comes from the switch from units per hectare to floor area ratio as the density “limiter.” Therefore, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics in Bankview.

Financial Capacity

Current and Future Operating Budget

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

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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 policy amendment and redesignation allow for the opportunity to sensitively provide for a greater number and variety of dwelling units on a parcel situated within 200 metres of a Neighbourhood Main Street and several Bankview amenities.

The change to using floor area ratio (FAR) provides more flexibility in providing dwelling units to meet market demand in the area, replace lost population, and locate more dwelling units and people in close proximity to existing Transit and commercial services.

The proposed changes are in keeping with the applicable policies of the *Municipal Development Plan*.

ATTACHMENT(S)

1. **Proposed Bylaw 27P2020**
2. Applicant's Submission
3. Development Permit (DP2020-1504) Summary
4. Applicant's Community Outreach Summary
5. Community Association Letter
6. **Proposed Bylaw 74D2020**
7. **Public Submissions**