

Planning & Development Report to
Calgary Planning Commission
2020 June 04

ISC: UNRESTRICTED
CPC2020-0587

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and 1234 - 9 Avenue SE, LOC2019-0188

EXECUTIVE SUMMARY

This policy and land use amendment application was submitted by CivicWorks Planning + Design on 2019 December 04 on behalf of the landowner, IW9 Ltd. The application proposes to redesignate two parcels of land from DC Direct Control District ([Bylaw 1Z93](#)) based on the General Commercial (C-2) District in Land Use Bylaw 2P80 to a DC Direct Control District based on the Mixed Use – Active Frontage (MU-2) District to allow for:

- mixed-use development where active commercial uses are required at grade to promote activity at the street level;
- a maximum building height of 45 metres (an increase from the current maximum of 20 metres);
- a maximum of 6.5 floor area ratio (FAR) (an increase from the current maximum of 2.0 FAR) through the provision of the legal protection of a heritage building, a transit station waiting area and the provision of a publicly-accessible private open space; and
- the uses listed in the MU-2 District.

On 2020 May 07, Calgary Planning Commission referred the item back to Administration to refine the density bonusing framework, including elements related to spatial arrangements and quality of the anticipated publicly accessible open space and transit waiting area.

Administration and the applicant have worked collaboratively to update the Direct Control District to provide additional clarification around the publicly accessible open space and the integrated transit waiting area to align with Calgary Planning Commission's direction.

The proposal is in keeping with applicable policies of the *Municipal Development Plan*. An amendment to the *Inglewood Area Redevelopment Plan* is required.

A Development Permit application (DP2020-0716) for a mixed-use development has been submitted 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 Inglewood Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed resignation of 0.20 hectares \pm (0.49 acres \pm) located at 1230 and 1234 – 10 Avenue SE (Plan A3, Block 2, Lots 32 to 37, portion of Lot 33 and portion of Lot 38) from DC Direct Control District to DC Direct Control District to accommodate a mixed use development while preserving the historic Canadian Imperial Bank of Commerce building, with guidelines (Attachment 4);
4. Give first reading to the proposed bylaw; and
5. **WITHHOLD** second and third readings pending Municipal Historic Designation of the site (Canadian Imperial Bank of Commerce building), or until any other mechanism to ensure such designation is in place.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 JUNE 04:

That Council:

1. Adopt, by bylaw, the proposed amendment to the Inglewood Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the **Proposed Bylaw 30P2020**.
3. Adopt, by bylaw, the proposed resignation of 0.20 hectares \pm (0.49 acres \pm) located at 1230 and 1234 – 10 Avenue SE (Plan A3, Block 2, Lots 32 to 37, portion of Lot 33 and portion of Lot 38) from DC Direct Control District to DC Direct Control District to accommodate a mixed use development while preserving the historic Canadian Imperial Bank of Commerce building, with guidelines (Attachment 4);
4. Give first reading to the **Proposed Bylaw 84D2020**; and
5. Withhold second and third readings pending Municipal Historic Designation of the site (Canadian Imperial Bank of Commerce building), or until any other mechanism to ensure such designation is in place.

Opposition to Recommendations:

Against: Commissioner Cameron

Planning & Development Report to
Calgary Planning Commission
2020 June 04

ISC: UNRESTRICTED
CPC2020-0587

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and 1234 - 9 Avenue SE, LOC2019-0188

PREVIOUS CALGARY PLANNING COMMISSION DIRECTION

At the 2020 May 07 meeting of Calgary Planning Commission, Calgary Planning Commission referred Report CPC2020-0459 (Attachment 1) back to Administration to revise the proposed Direct Control District to refine the density bonusing framework, including elements related to spatial arrangements and quality of the anticipated publicly accessible open space and transit waiting area, and return to Calgary Planning Commission no later than 2020 July 02.

BACKGROUND

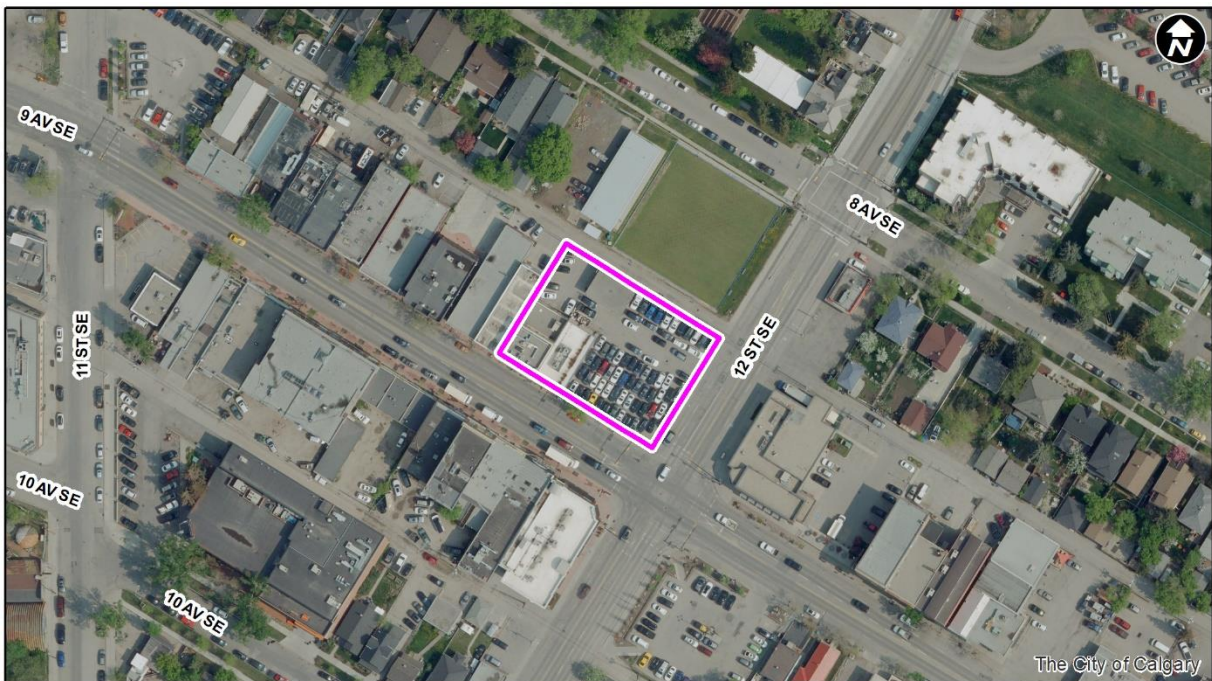
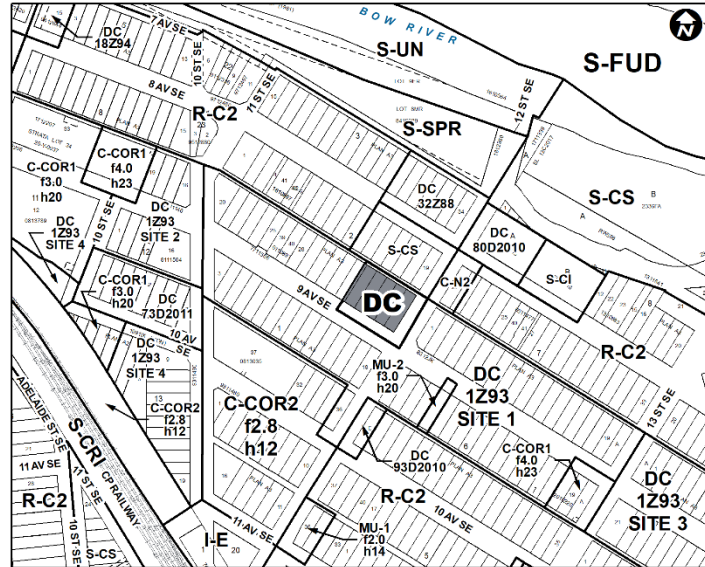
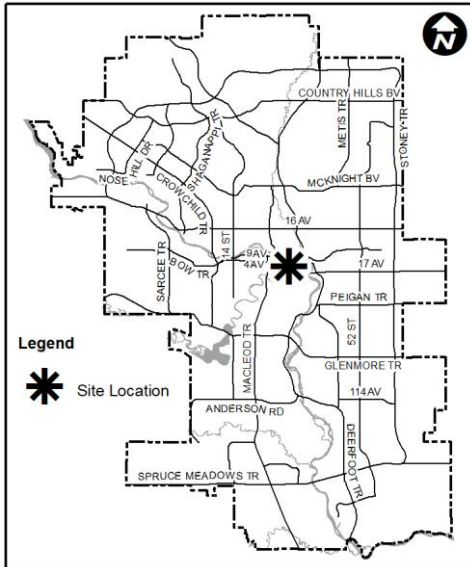
The redesignation application was submitted by CivicWorks Planning + Design on 2019 December 04 on behalf of the landowner IW9 Ltd. An updated applicant's submission provides density incentive rationale and can be found in Attachment 2. A development permit for a mixed-use development (DP2020-0716) that incorporates the Canadian Imperial Bank of Commerce (CIBC) building has been submitted and is under review by Administration (Attachment 5). Following the 2020 May 07 Calgary Planning Commission meeting, the applicant decided to lower the number of storeys on the development permit from thirteen to twelve storeys.

Planning & Development Report to
Calgary Planning Commission
2020 June 04

ISC: UNRESTRICTED
CPC2020-0587

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and
1234 - 9 Avenue SE, LOC2019-0188

Location Maps



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Site Context

The subject site is located in the community of Inglewood and consists of two parcels (1230 and 1234 – 9 Avenue SE), at the northwest corner of 9 Avenue SE and 12 Street SE. The site is approximately 53 metres by 38 metres in size. A rear lane exists to the north of the site. The property is currently developed with an automotive dealership, a two-storey commercial building and the CIBC building which was constructed in 1911.

The site has significance as a gateway to Inglewood from the 12 Street SE bridge to the north, the future Inglewood/Ramsay LRT Station 400 metres to the south along 12 Street SE and as a key location along the 9 Avenue SE Neighbourhood Main Street.

The Inglewood Lawn Bowling Club is located to the north of the site, across the lane. Commercial and mixed-use buildings ranging from one to four storeys are located directly west, south and north of the subject site.

As identified in *Figure 1*, the population within the community of Inglewood peaked in 2018. Since that time, there has been a slight decline in the number of residents living in Inglewood.

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Figure 1: Community Peak Population

Inglewood	
Peak Population Year	2018
Peak Population	4,072
2019 Current Population	4,024
Difference in Population (Number)	-48
Difference in Population (Percent)	-1.2%

Source: The City of Calgary 2019 Civic Census

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

Land Use

The existing DC Direct Control District (Bylaw 1Z93) District is based on the General Commercial (C-2) District in Land Use Bylaw 2P80. This district provides for a wide variety of retail commercial and personal service uses at moderate intensity which serve areas beyond the surrounding community. The DC allows for a maximum building height of six storeys or 20 metres and a floor area ratio (FAR) of 2.0.

The proposed DC District is based on the Mixed Use – Active Frontage (MU-2) District with opportunities for tiered bonusing. The proposed DC District allows for a base FAR of 2.0, which aligns with the existing DC District. An additional 2.5 FAR, to a maximum of 4.5 FAR, may be achieved through the municipal designation of the historic CIBC building.

A further 2.0 FAR to a maximum of 6.5 FAR may be achieved through the additional provision of a publicly accessible private open space along 9 Avenue SE and the provision of an integrated transit waiting area along 9 Avenue SE, in front of the MAX Purple BRT stop. An FAR of 6.5 on this site represents a development of approximately 12 to 13 storeys. *Figure 2* outlines the FAR options.

The proposed DC District allows for a maximum building height of 45 metres.

Figure 2: Floor Area Ratio Options

FAR 0 – 2.0	No additional requirements
FAR above 2.0	Designation of the CIBC Building
FAR above 4.5 to a maximum of 6.5	Designation of the CIBC Building; Provision of a Publicly Accessible Private Open Space; and Provision of an Integrated Transit Waiting Area

**Planning & Development Report to
Calgary Planning Commission
2020 June 04**

**ISC: UNRESTRICTED
CPC2020-0587**

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and 1234 - 9 Avenue SE, LOC2019-0188

After the 2020 May 07 Calgary Planning Commission meeting the proposed Direct Control District was updated to include text that speaks to the integrated transit waiting location within a building. Elements including universal access design, weather protection and specific elements including heating, seating and waste and recycling are also included.

Additions to the wording of the publicly accessible private open space definition within the proposed Direct Control District include incorporating specific street furniture elements such as seating and lighting.

Finally, the purpose statement of the proposed Direct Control was also updated to include reference to a high quality publicly accessible private open space and integrated transit waiting area. See Attachment 4.

Development and Site Design

The rules of the proposed DC Direct Control District will provide site development guidance. A development permit (DP2020-0716) has been submitted and is currently under review. The proposed DC allows for comprehensive development of the site with active uses at-grade, incorporating the existing CIBC building. Design considerations being explored during the development permit process include:

- highlighting the CIBC building as a historic resource;
- integration of transit waiting area into the building architecture;
- streetscape improvements along 12 Avenue SE for pedestrians and cyclists;
- the 9 Avenue SE Streetscape Master Plan; and
- shadowing and laneway integration between the new development and the Inglewood Lawn Bowling Club.

The land use and development permit (DP2020-0716) were presented to the Urban Design Review Panel, which endorsed the proposal (Attachment 6). It is intended that the development permit will go before Calgary Planning Commission for decision, pending the decision by Council on the subject policy and land use amendment application.

Environmental Site Considerations

There are no known outstanding site specific environmental related concerns associated with the proposal and / or site at this time. As such, no Environmental Site Assessment was deemed required.

Planning & Development Report to
Calgary Planning Commission
2020 June 04

ISC: UNRESTRICTED
CPC2020-0587

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and 1234 - 9 Avenue SE, LOC2019-0188

Transportation

Pedestrian and vehicular access to the site is available via 9 Avenue SE, 12 Street SE and the rear lane. The area is served by a number of Calgary Transit Routes: Route 307 MAX Purple BRT with service every 20 minutes in the peak hour, Route 1 Bowness Forest Lawn with service every 30 minutes during the peak hours and Route 302 Southeast BRT with service every 20 minutes in the peak hour. Routes 1, 302 and 307 share a bus stop directly in front of the site on 9 Avenue SE. The site is approximately 400 meters walking distance to the future Inglewood/Ramsay Green Line LRT Station.

On-street parking adjacent to the site is currently regulated as two hour pay parking on 9 Avenue SE between 11:00am and 3:00pm weekdays and from 9:00am to 6:00pm on weekends.

On-street parking is prohibited on 12 Street SE directly adjacent to the site. An on-street bike lane is located to the north of the site on 12 Street SE and the site is also located within 100 metres of the Bow River pathway system, which provides a cycling connection to the downtown core.

A Transportation Impact Assessment was submitted as part of this application. At the development permit stage upgrades to public realm along 9 Avenue SE will be required. Public realm improvements along with active modes improvements along 12 Street SE will also be required at development permit stage.

The application aligns with the Climate Resilience Strategy by providing for an Integrated Transit Waiting Area which will support transit ridership.

Utilities and Servicing

Water, storm and sanitary deep utilities are available adjacent to the site. Development servicing requirements will be determined at the future development permit and development site servicing plan stage(s).

Climate Resilience

Administration has reviewed this application in relation to the objectives of the *Climate Resilience Strategy* programs and actions. The proposed land use amendment allows for the adaptive reuse of a heritage building and supports low carbon travel through mixed-use development.

Further opportunities to align future development on this site with applicable climate resilience strategies are currently being explored at the development permit stage including passive systems to reduce energy consumption, the use of heavy timber engineered wood, off-site bicycle network improvements, soft landscaping with stormwater management and EV charging.

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Calgary Planning Commission
2020 June 04

ISC: UNRESTRICTED
CPC2020-0587

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and 1234 - 9 Avenue SE, LOC2019-0188

Stakeholder Engagement, Research and Communication

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

The applicant and Administration met with the Inglewood Community Association (ICA) multiple times throughout the process on 2019 June 05, 2019 December 04 and 2020 April 08.

The applicant also met with the Inglewood Business Improvement Areas on 2019 June 25 and 2020 April 16 and the Ramsay Community Association on 2019 June 25. Finally, as part of their engagement process, the applicant met with the Inglewood Lawn Bowling Club to discuss their shadowing concerns.

On 2019 December 10, the applicant hosted a public open house, providing information on both the land use and development permit proposal. Additionally, the applicant installed a digital 'speakers corner' on site along 9 Avenue SE to provide project information and gather feedback. A summary of applicant engagement can be found in Attachment 7.

The ICA responded with a letter objecting to the proposed height and FAR (Attachment 8). The ICA noted that they are not opposed to development along 9 Avenue SE but only support a maximum height of 20 metres and FAR of 3.0.

Administration received ten letters of support and 39 letters of objection. Support related to the land use includes:

- contribution to a diverse and dynamic main street;
- support of increase in density, intensity and diversity in Inglewood;
- desire for redevelopment of the car dealership site; and
- preservation of the CIBC building.

Concerns related to the land use include:

- the proposed maximum height and size;
- shadowing of the Inglewood Lawn Bowling Club; and
- lack of desire for high-cost or short-term dwelling units.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate given the location along a Neighbourhood Main Street, a Gateway to Bridgeland/Riverside and proximity to the Primary Transit Network MAX Purple BRT and the future Inglewood/Ramsay Green Line LRT Station.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, Commission's recommendation, and the date of the Public Hearing will be advertised.

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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 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 subject parcel is located within the Neighbourhood Main Street area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). Neighbourhood Main Streets provide for broad mix of residential, employment and retail uses. The MDP also supports the preservation of heritage including the incorporation of heritage buildings within new development and supports Greening the City by creating a more compact urban form that provides more local, sustainable travel choices. The proposal is in keeping with relevant MDP policies.

Inglewood Area Redevelopment Plan (Statutory – 1993)

The subject site is identified as Commercial on Map 6: Generalized Land Use – Future in the [Inglewood Area Redevelopment Plan](#) (ARP). The Commercial area is intended to support attractive pedestrian-oriented retail development. The proposal requires an amendment to Table 3 of the ARP to support the increased height and allow for stepback flexibility.

The existing ARP is currently under review by Administration as part of the Historic East Calgary Local Growth Planning initiative. The multi-community planning process does not prohibit applications from being submitted. A full update to the local area plan is anticipated in Q4 2020. The proposal aligns with the forthcoming draft plan.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) contains the Climate Mitigation Action Plan (CMAP) and the Climate Adaptation Action Plan (CAAP), which identify actions that will reduce Calgary's greenhouse gas emissions and manage climate risks. The proposed Direct Control District includes integrated transit waiting area which supports Program 5: Low or zero-emissions transportation modes, and Program 7: reduce overall consumption and waste generation.

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Calgary Planning Commission
2020 June 04

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CPC2020-0587

Policy Amendment and Land Use Amendment in Inglewood (Ward 9) at 1230 and 1234 - 9 Avenue SE, LOC2019-0188

Social, Environmental, Economic (External)

The recommended land use allows for a mix of uses and intensification along a Neighbourhood Main Street, in close proximity to the future Inglewood/Ramsay LRT Station. The proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics and opportunities for additional local retail and services for Inglewood's residents.

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 *Inglewood Area Redevelopment Plan*, as amended. The proposal would allow for the legal protection the Canadian Imperial Bank of Commerce building while also supporting the provision of local amenities, employment and residential that could further activate the 9 Avenue SE Neighbourhood Main Street at this key location.

ATTACHMENT(S)

1. Report from May 7, 2020 CPC Meeting (CPC2020-0459)
2. Applicant's Submission
3. **Proposed Bylaw 30P2020**
4. **Proposed Bylaw 84D2020**
5. Development Permit (DP2020-0716) Summary
6. Urban Design Review Panel Comments and Applicant's Response
7. Applicant Engagement Summary
8. Community Association Letter
9. **Letter from Inglewood BIA**
10. **Letter from Inglewood Community Association**
11. **CPC Commissioner Comments**
12. **Public Submissions**
13. **Opinion Poll - Confidential**