

Planning & Development Report to
Calgary Planning Commission
2020 November 05

ISC: UNRESTRICTED
Corrected CPC2020-0983

Policy Amendment and Land Use Amendment in Banff Trail (Ward 7) at 2240 – 24 Avenue NW and 2504 – 22 Street NW, LOC2019-0084

EXECUTIVE SUMMARY

This policy and land use amendment application was submitted by O2 Planning and Design on behalf of landowner 2073418 Alberta Ltd (Apaar Homes) on 2019 June 4. This application proposes to change the designation of the two subject parcels from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District based on the Multi-Residential – High Density Low Rise (M-H1) District to allow for:

- multi-residential buildings (e.g. apartment buildings) that may have commercial storefronts;
- a maximum building height of 23 metres, about 6 storeys (an increase from the current maximum of 10 metres);
- a maximum floor area ratio (FAR) of 4.0, approximately 4,500 square metres of building floor area; and
- the uses listed in the M-H1 District.

An amendment to the *Banff Trail Area Redevelopment Plan (ARP)* is required to accommodate the proposed land use redesignation, which is in alignment with the goals of the ARP to concentrate density increases in strategic locations, and to encourage a diverse mix of housing options. The proposal conforms with the ARP as amended and conforms to the relevant policies of the *Municipal Development Plan*.

A concurrent development permit for a six storey multi-residential building has been submitted and Administration is ready to approve the development pending Council's decision on this redesignation application.

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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 Banff Trail Area Redevelopment Plan (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.11 hectares \pm (0.28 acres \pm) located at 2240 – 24 Avenue NW and 2504 – 22 Street NW (Plan 3690AR, Block 10, Lots 7 to 10) from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District to accommodate a street oriented multi-residential development, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 NOVEMBER 05:

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed amendments to the Banff Trail Area Redevelopment Plan (Attachment 1); and
2. Give three readings to **Proposed Bylaw 59P2020**.
3. Adopt, by bylaw, the proposed redesignation of 0.11 hectares \pm (0.28 acres \pm) located at 2240 – 24 Avenue NW and 2504 – 22 Street NW (Plan 3690AR, Block 10, Lots 7 to 10) from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District to accommodate a street oriented multi-residential development, with guidelines (Attachment 2); and
4. Give three readings to **Proposed Bylaw 169D2020**.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This policy and land use amendment application was submitted by O2 Planning and Design on behalf of landowner 2073418 Alberta Ltd (Apaar Homes) on 2019 June 04. The Applicant Submission (Attachment 3) notes that they are proposing to change the designation of the two subject parcels from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District based on the M-H1 District to allow for a six storey multi-residential building with step backs above the third storey to ensure minimal shadowing and an appropriate massing.

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A concurrent development permit (DP2019-5035) was submitted by Davignon Martin Architecture on 2019 September 27 (Attachment 4). This application proposes a six storey multi-residential building with row house-style grade-oriented units around the podium, and apartment style units on the upper storeys. Parking requirements are provided based on the proposed DC District, with vehicle access provided off the rear lane. Administration is ready to approve the development permit pending Council's decision on this redesignation application.

In 2013, Council directed Administration to review the *Banff Trail ARP* to identify areas for modest intensification. As a result of this work, Council adopted Bylaw 11P2016 amending the ARP to allow for medium density low-rise and medium density mid-rise along 24 Avenue NW. In 2018 October, Transportation Infrastructure initiated the Banff Trail Area Improvements Project with a community open house/information session. A component of this work focuses on improvements to the 24 Avenue NW corridor. Construction has begun on some portions of 24 Avenue, and at the intersection of 24 Avenue and Crowchild Trail NW. They are described in detail in the Transportation section of this report.

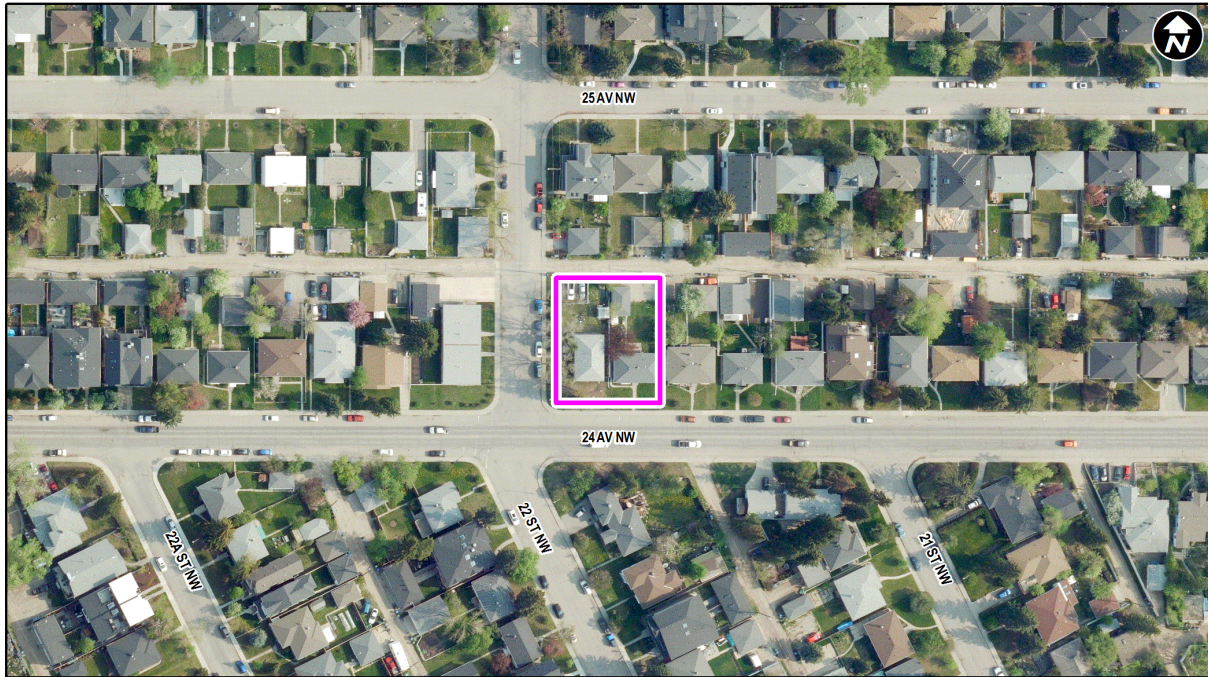
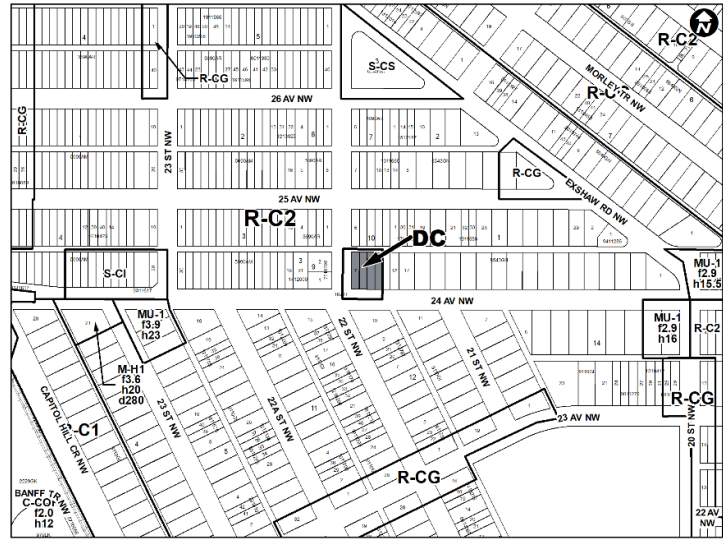
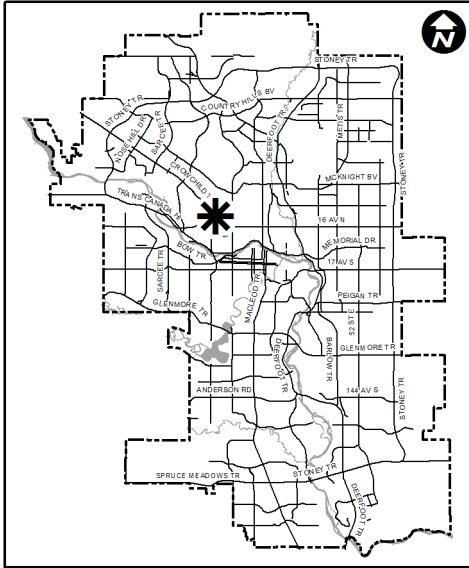
This application is one of six land use redesignations along 24 Avenue NW intended to allow for redevelopment of existing low-density residential dwellings along this corridor. While the six applications are in different stages of review and approval, they did hold joint open houses/information sessions along with Administration to inform the community and collect feedback on the proposals.

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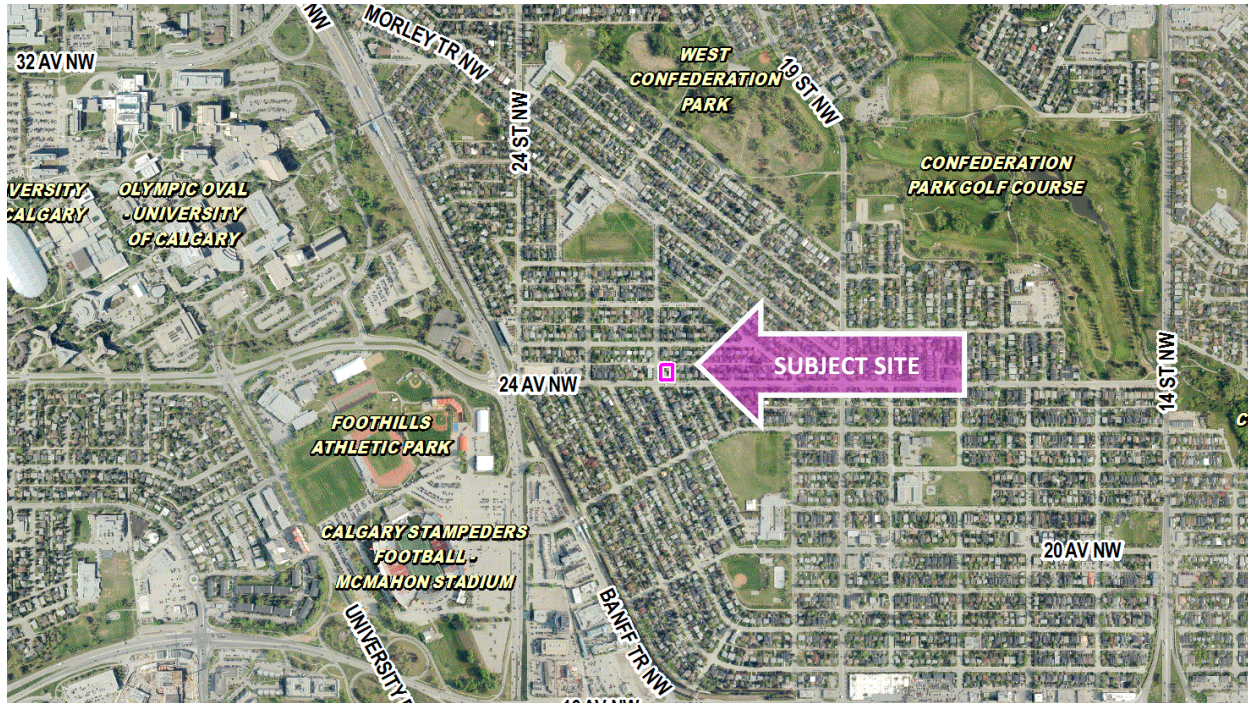
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Location Maps



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Site Context

The subject site, which consist of the separate tilled parcels, is located at the northeast corner of the intersection of 24 Avenue NW and 22 Street NW in the community of Banff Trail. Combined, the two parcels are approximately 30 metres wide along 24 Avenue NW by 37 metres deep, and are approximately 0.11 hectares (0.28 acres) in area. Each parcel contains a single detached dwelling with parking accessed from the rear lane. Construction along 24 Avenue NW is currently underway, which will include sidewalk improvements, cycling infrastructure and roadway resurfacing. While some parcels in the area have a civil caveat registered on title, restricting the number of allowable dwelling units, these parcels do not have this caveat. Furthermore, this is a civil issue and The City does not support these caveats.

These parcels are primarily surrounded by low density residential housing in the form of single detached and semi-detached dwellings. While this is the predominant development form in the area currently, several applications have been recently approved along 24 Avenue NW allowing for mixed-use buildings along 24 Avenue NW. Construction of these buildings has not started.

The subject sites are located near many local and regional amenities. The University of Calgary is approximately 700 metres west along 24 Avenue NW (11-minute walk) and the Foothills Athletic Park and McMahon Stadium are also approximately 750 metres west/southwest (12-minute walk). The Banff Trail LRT Station is 550 metres southwest (7-minute walk). Brentwood Village Shopping Centre is approximately 2 kilometres to the northwest and provides a variety of shopping options and services including a grocery store. Destinations such as North Hill Shopping Centre and SAIT are located along 16 Avenue, which is 2 kilometres south.

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As identified in *Figure 1*, the community of Banff Trail reached its peak population in 1968.

Figure 1: Community Peak Population

Banff Trail	
Peak Population Year	1968
Peak Population	4,883
2019 Current Population	4,153
Difference in Population (Number)	-730
Difference in Population (Percent)	-14.9%

Source: *The City of Calgary 2019 Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use amendment proposal allows for a development that is sensitive to the surrounding context, ensuring minimal shadowing on neighbouring parcels. It allows for a building of medium height and density within walking distance of an existing LRT station, contributing to transit oriented development in the area.

Land Use

The existing Residential – Contextual One / Two Dwelling (R-C2) District is a residential designation applied to developed areas that is primarily for single detached, semi-detached and duplex homes. Both single detached and semi-detached homes may include a secondary suite. The R-C2 District allows for a maximum building height of 10 metres and a maximum of two dwelling units within a main residential building on a parcel. As there are two parcels included in this application, a total of four dwelling units would be possible between the two parcels.

This application proposes a DC District based on the Multi-Residential – High Density Low Rise (M-H1) District, allowing a maximum height of 23 metres and a maximum FAR of 4.0 (approximately 4500 square metres). The height rules of the proposed DC District include step back requirements above the third storey (12 metres). This helps to create sensitive massing along the street, providing a similar height to what is allowable under the current *Banff Trail Area Redevelopment Plan*, creating a podium for dwelling units on the fourth to sixth storeys.

The step backs also ensure that shadowing impacts are minimal for neighbouring parcels, which can be seen in the shadow study provided by the applicant (Attachment 5). The base M-H1 District also allows for multi-residential developments with the opportunity to include a range of support commercial uses in the same building. The proposed DC District also reduces vehicle parking requirements and increased secure bicycle parking requirements, encouraging residents to utilize the public and active transportation modes available in the area.

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The proposed DC District includes a rule that allows the Development Authority to relax Section 6 of the DC. Section 6 incorporates the rules of the base district in Bylaw 1P2007 where the DC does not provide for specific regulation. In a standard district, many of these rules can be relaxed if they meet the test for relaxation of Bylaw 1P2007. The intent of this DC rule is to ensure that rules regulating aspects of development that are not specifically regulated by the DC can also be relaxed in the same way that they would be in a standard district.

In addition to these rules, the proposed DC District has included the opportunity for relaxations for the height, setbacks, and parking. Although height and setbacks are specifically regulated by this proposed DC District based on information available at this time, situations may arise where changes to building materials or construction methods could result in minor bylaw discrepancies and could then be reviewed through this rule.

In relation to parking, a development would be expected to provide vehicle parking as per the rates in the DC District, but during construction the requirement for service walls and mechanical equipment may result in volumetric encroachments into the stalls, which would require a relaxation. As such, the parking rates have been written into the allowable relaxation portion of the DC District to allow for these encroachments, which does not impact the usability of the stalls. Bicycle parking has been included for similar reasons. The number of required bicycle parking stalls is regulated in the proposed DC District, but require a relaxation for providing them in the boulevard through a Licence of Occupation, instead of being directly on the parcel.

City Wide Urban Design (CWUD) has been involved throughout the process, and supports the six storey multi-residential proposal, and proposed step backs for the upper storeys and the opportunity for support commercial uses in the future.

Development and Site Design

On 2019 September 27, a development permit (DP2019-5035) was submitted by Davignon Martin Architecture proposing a multi-residential building with rowhouse style units on the first three storeys acting as a podium, with apartment style units on the upper three storeys, stepped back from the podium edge. Proposed vehicle parking is limited on the site and is accessed off the rear lane. The development permit was reviewed by the Urban Design Review Panel (UDRP) on 2020 June 03, and was endorsed by the UDRP, who had the following comments in support of the project:

- the multi-residential project – with street-oriented units facing 22 Street and 24 Avenue NW – appeals to families, students, and young professionals with proximity to schools and transit;
- the stepped back massing, supported with green roof installations, will offer green views for units above and from the street below; and
- the application of multifamily land use and the accommodations of bike parking on the main floor will contribute to the definition of a livable, complete street active mixed-mode realm at this corner location.

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The development permit has been evaluated against the rules of the proposed DC District and is ready for approval by the Development Authority following Council's approval of the proposed land use amendment. The rules of the proposed DC District provided guidance for the review of the development permit, which reviews the uses, building height and massing, landscaping, parcel coverage and parking. Other key factors that are being considered during the review of the development permit application include the following:

- ensuring acceptable vehicular access from the rear lane to on-site underground parking;
- mitigating any potential impacts on the neighbouring R-C2 properties; and
- the provision of high-quality amenity space for each unit.

Transportation

The subject parcels are located along 24 Avenue NW and have a rear lane for vehicle access. The MDP classifies 24 Avenue NW as a Collector Road between Crowchild Trail NW and 14 Street NW in the communities of Banff Trail and Capitol Hill. Transportation Infrastructure has recognized the need to retrofit this corridor and initiated the Banff Trail Area Improvements project in 2018. A component of this project includes 24 Avenue NW in front of the subject sites. Construction is currently underway, which will include the improvements below and the streetscape outlined in Attachment 6:

- roadway reconfiguration and resurfacing;
- new bicycle pathways on both sides of the street;
- sidewalk improvements on both sides of the street;
- pedestrian crossing improvements which may include curb extensions and Rectangular Rapid-Flashing Beacons (RRFB); and
- the possibility of additional traffic control signals.

The subject site is well served by public transit to accommodate the proposed density increase. The Banff Trail LRT Station is 550 metres away (7-minute walk), and 16 Avenue NW is part of the Max Orange rapid transit service route (2 kilometres). There are also other bus routes near the site along Morley Trail NW and 19 Street NW. The subject site is also situated within walking distance to the University of Calgary Bus Terminal, which includes access to several bus lines.

A Transportation Impact Assessment and parking study were submitted in support of both the development permit and this land use amendment application. Through this review it was determined that improvements to signal infrastructure along the 24 Avenue corridor are required to accommodate the density proposed with this application. Infrastructure improvements will include the addition of Rectangular Rapid-Flashing Beacons to facilitate pedestrian movements across 24 Avenue.

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Environmental Site Considerations

No environmental issues have been identified through the consideration of this application. An environmental site assessment was not required for this application.

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 were considered through the development permit.

Climate Resilience

Administration has reviewed this application in relation to the objectives of the *Climate Resilience Strategy* programs and actions. The applicant has included the following climate resilience measures on the concurrent development permit application:

- reduction in vehicle parking stalls with a surplus of indoor secure bike storage; and
- green roof provisions such as soft scaping, trees, shrubs, and planters on upper floors.

Stakeholder Engagement, Research and Communication

In keeping with Administration's 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. During the review of the application, the density, height and FAR modifiers were adjusted by the applicant. In response, updates were made to the notice posting and the website. Letters clarifying the changes were circulated to the adjacent landowners as well. In addition to these standard practices, Administration and the applicants of six active applications along 24 Avenue NW coordinated to hold two open houses/information sessions on 2019 June 11 and 2019 October 24.

The applicant held an additional public information session specific to their development on 2019 July 18. Leading up to the engagement session they completed a post card drop and reached out to the Banff Trail Community Association to help advertise the applications and event. Details on the coordinated sessions and individual session, as well as the feedback received is included in Attachment 7.

Administration circulated the application to the Banff Trail Community Association who provided a letter of opposition (Attachment 8). The Banff Trail Community Association are not supportive of amendments to the ARP, as amendments may be precedent setting and there are other parcels that could accommodate this style of development without changes to the ARP.

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In addition to the comments from the two open houses/information sessions, Administration received seven letters of opposition and four letters of support from the public, summarized below:

- Comments in opposition:
 - the massing allowable will result in privacy concerns;
 - the height will create excessive shadowing for neighbouring parcels;
 - street parking is already limited due to students, professors, and C-Train riders, and this development will further add to this;
 - the development will increase traffic congestion and noise;
 - concerns that they will develop tiny units and not consider families;
 - concerns over the potential loss of trees; and
 - belief that not enough information has been available for residents and that the outreach has been lacking (this comment was received prior to the last open house on 2019 October 24).

- Comments in support:
 - more housing choices will be added to the community;
 - includes housing options for families;
 - potential increase in property values;
 - increase of 'eyes on the street', which often has a positive effect on street activities; and
 - has the potential to contribute to the overall health of the community.

Administration considered the relevant planning issues specific to the proposed redesignation and development permit and have determined the proposal to be appropriate. The DC District requires set backs and step backs that allow for sensitive massing along 24 Avenue NW and 22 Street NW. The applicant has provided a shadow study that demonstrates how the building form dictated by the DC Direct Control District will accomplish this. In addition to minimizing shadowing impacts, the podium style development allows the lower storeys to function and feel similar to row house style infill development at street level, as the step backs decrease the presence of the upper storeys. This allows the building to be compatible with the current neighbouring low density residential homes, and also with the future medium density low-rise developments anticipated by the ARP along 24 Avenue NW. In regard to concerns related to traffic and parking, a parking study and TIA were received and approved in support of the applications.

Following Calgary Planning Commission, notifications for the 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](#) 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 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 site is located within the Residential – Developed - Inner City area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). The Inner City area contains communities at various stages of their life cycle and in the instance of Banff Trail, is currently experiencing moderate redevelopment activity. The MDP encourages redevelopment that adds population and a mix of commercial uses, which can help to revitalize local communities. This application adds to the variety of housing types in the community, which is also supported by policies within the MDP.

The proposal is in keeping with relevant MDP policies as the rules of the DC District provide for a development form that is appropriate to the subject site and allows for compatibility and sensitivity with the surrounding context.

Banff Trail Area Redevelopment Plan (Statutory – 1986)

The [Banff Trail Area Redevelopment Plan](#) (ARP) was first adopted in 1986. Amendments have occurred through the years with a community wide amendment occurring in 2016, focusing on identifying areas and corridors where modest development is appropriate. Figure 2: Land Use Plan envisioned 24 Avenue NW as being a primarily Medium Density Low-Rise corridor, which allows for multi-residential developments up to 3 to 4 storeys in height (12 metres maximum height along this specific block). A policy amendment is required for Figure 2 to show the subjects parcels as the Medium Density Mid-Rise category. The Medium Density Mid-Rise category is intended to allow for medium density multi-residential development, including townhouses, apartments and live/work units at a maximum building height of six storeys. An amendment to Figure 3, allowing up to 23 metres instead of the current 12 metres, will align with this. A textual amendment is also required to highlight that support commercial activities are appropriate on this site as it is along 24 Avenue NW. The map and textual amendments can be seen in Attachment 1.

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These amendments are in alignment with the goals of the ARP to concentrate density increases in strategic locations, and to encourage a diverse range of housing options within the community. This application allows for a range of massing rules to limit shadowing on adjacent properties, and allows for a six story multi-residential building with support commercial uses that will also be compatible with other future developments along 24 Avenue NW.

Location Criteria for Multi-Residential Infill (Non-Statutory – 2016)

The [Location Criteria for Multi-Residential Infill](#) provides preferred conditions where multi-residential development may be considered acceptable near and within low density residential areas. These guidelines are generally intended for developments that are purely residential. The proposed DC District allows for a six-storey multi-residential development with support commercial, which makes this policy applicable when considering the proposed redesignation.

The proposal directly meets seven of the eight criteria. This corner parcel includes lane access, and is located along a collector road, which is currently undergoing upgrades. The site is next to several bus stops and the Banff Trail LRT Station is within walking distance. The ARP notes that the 24 Avenue corridor is anticipated to have multi-residential developments along its length, and connects residents to the MDP major activity centre including the University of Calgary. There is also a park space that is within two blocks from the development, allowing residents easy access to recreational spaces nearby.

While these criteria are not used as a checklist, they do provide a framework in which Administration evaluates a parcel's appropriateness for intensification. These criteria together indicate that the subject site is an appropriate location for sensitive intensification.

Transit Oriented Development Policy Guidelines (Non-Statutory – 2004)

The [Transit Oriented Development Policy Guidelines](#) (TOD) provide direction for the development of areas typically within a radius of 600 metres (10 minute walking distance) of an existing or planned LRT station. The guidelines call for higher density, walkable, mixed-use areas around LRT stations to optimize the use of transit infrastructure and create mobility options for local residents. This site is within 600 metres of the Banff Trail LTR Station.

The TOD guidelines call for mixed-use activity nodes near LRT stations, which is intended to provide increased services, employment and a variety of housing options within the community. The proposed DC District aligns with TOD Guidelines, providing increased density and housing options within the area, and encourages active frontages and pedestrian oriented development if support. The proposal is in alignment with the policies outlined in the TOD Guidelines.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. This application does not include any specific actions that address objectives of this plan. Opportunities to enhance the development

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on this site with applicable climate resilience strategies have been proposed in the concurrent development permit application. The applicant is proposing surplus bicycle parking in alignment with Program 5: Low or Zero-Emissions Transportation, and green roof provisions in alignment with Program 6: Natural Infrastructure to Support Climate Adaptation.

Social, Environmental, Economic (External)

The proposed DC District allows for sensitive increases in density through a compact urban form near the Banff Trail LRT Station. This is an efficient use of existing infrastructure and provides Calgarians with greater housing choices to serve groups of different ages, lifestyles, and demographics. The location is near many mobility options and provides access to a range of services, amenities, and employment opportunities.

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 proposed redesignation allows for the housing mix to increase within the community and allows for sensitive increases in density in a strategic location which is supported by the *Municipal Development Plan* and *Banff Trail Area Redevelopment Plan* as amended. The increase of density is along a corridor that has already been identified as an area of growth within the community and is within 600 metres of the Banff Trail LRT Station, which provides mobility options, and aligns with the TOD Guidelines. The rules within the DC Direct Control District allow for sensitive intensification that limits the height and massing allow compatibility with the current and future neighbouring developments. The proposed redesignation and policy amendment are in keeping with applicable policies of the *Municipal Development Plan* and the objectives of the *Banff Trail Area Redevelopment Plan*.

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ATTACHMENT(S)

1. **Proposed Bylaw 59P2020**
2. **Proposed Bylaw 169D2020**
3. Applicant Submission
4. Development Permit (DP2019-5035) Summary
5. Shadow Study
6. 24 Avenue NW Proposed Road Improvements
7. Applicant Outreach Summary
8. Community Association Letter