

Background and Planning Evaluation

Background and Site Context

The proposal is located in the community of Banff Trail, south of 24 Avenue NW and east of 22 Street NW. The subject site consists of two separate parcels, and totals approximately 0.15 hectares (0.36 acres) in size with approximately 40 metres and 50 metres of frontage along 24 Avenue NW and 22 Street NW, respectively. A rear lane exists along the east side of the site. Each parcel is currently developed with a single detached dwelling.

Surrounding development is characterized by a mix of single and semi-detached homes. A large portion of the existing residential community in Banff Trail is designated R-C2 District, but several blocks of parcels along strategic corridors allow for rowhouse buildings under the Residential – Grade-Oriented Infill (R-CG) District as a result of a City-initiated redesignation approved by Council in 2017.

The Banff Trail LRT Station is approximately 400 metres southwest of the site (500 metres walking distance, less than a 10 minute walk), the Foothills Hospital approximately 1.3 kilometres to the southwest, and the University of Calgary approximately 700 metres to the northwest.

This application represents one of six development projects along 24 Avenue NW in Banff Trail proposing to redesignate and redevelop existing low density residential dwellings. The six applications are in different stages of review and approval. Most recently, three land use redesignations to Mixed Use - General (MU-1) District were approved on 2020 February 03 at the Combined Meeting of Council, and a land use redesignation to DC Direct Control District based on the Multi-Residential – High Density Low Rise (M-H1) District was recommended for approval at Calgary Planning Commission on 2020 November 05.

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. The improvements to 24 Avenue NW are currently underway, with construction beginning on the eastern portion of the road, east of 19 Street NW. The portion of 24 Avenue NW fronting the subject site is scheduled to be completed in the 2021 construction season, as described in the Transportation section of this report.

Finally, community outreach for the six applications along 24 Avenue NW in Banff Trail is consistent with The City's Community Outreach Tool Kit and piloted an approach whereby Community Planning, Transportation Infrastructure, and all six applicants held joint open houses / information sessions to inform the community and collect feedback on the development proposals and The City led projects in the area.

Community Peak Population Table

As identified below, the community of Banff Trail reached its peak population in 1968, and the population has since decreased.

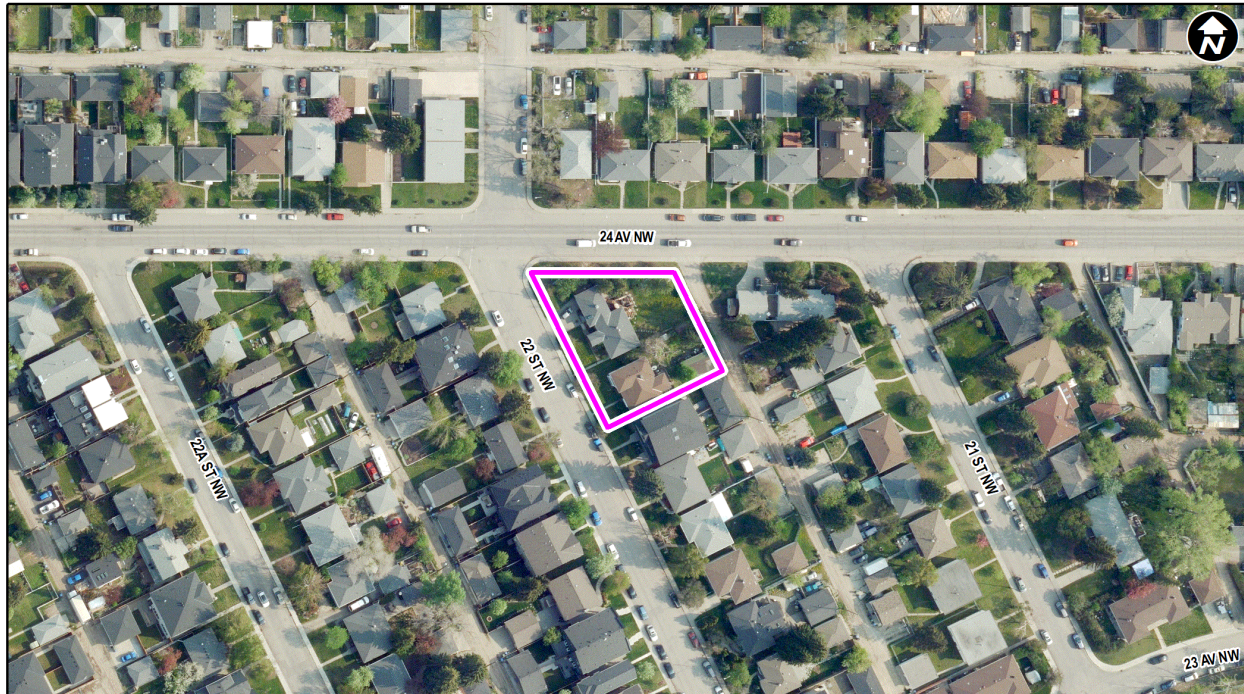
Banff Trail	
Peak Population Year	1968
Peak Population	4,883
2019 Current Population	4,153
Difference in Population (Number)	-730
Difference in Population (Percent)	-14.9%

Source: *The City of Calgary 2019 Civic Census*

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

Location Maps





Previous Council Direction

On 2019 February 25 at the Combined Meeting of Council, report CPC2018-1377 was presented for a proposed policy amendment to the *Banff Trail ARP* and land use redesignation of the subject lands from R-C2 District to M-C1 District to allow for Assisted Living. Council held a public hearing and gave first reading of Bylaws 14P2019 and 49D2019 and withheld second and third readings pending a recommendation of approval of a development permit application by Calgary Planning Commission:

- That with respect to Report CPC2018-1377, Calgary Planning Commission Recommendations 1 - 4 be approved, **after amendment, as follows:**
That Council hold a Public Hearing; and
 1. ADOPT, by bylaw, the proposed amendments to the Banff Trail Area Redevelopment Plan;
 2. Give **first reading** to proposed bylaw 14P2019;
 3. ADOPT by bylaw the proposed redesignation of 0.15 hectares \pm (0.37 acres \pm) located at 2440 and 2436 – 22 Street NW (Plan 9110GI, Block 12, Lots 9 and 10) from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Low Profile (M-C1) District; and
 4. Give **first reading** to proposed bylaw 49D2019; and
- That with respect to Report CPC2018-1377, Calgary Planning Commission Recommendation 5 be approved, **after amendment, as follows:**
That Council hold a Public Hearing; and
 5. **Withhold second and third readings of Proposed Bylaws 14P2019 and 49D2019 until after a development permit is at the point of approval by the Calgary Planning Commission.**

On 2020 February 03 at the Combined Meeting of Council, a motion arising was made to require developer contributions to public realm improvements along 24 Avenue NW:

- That with respect to Reports CPC2019-1507, CPC2019-1508, and CPC2019-1509, the following Motion Arising be adopted:

That Council directs Administration to:

1. Require the developers to contribute to public realm improvements that align with and expand on those provided in the Development Permits associated with CPC2019-1507, CPC2019-1508, CPC2019-1509, and with the improvements identified within the Banff Trail Area Improvements project cross section, for applications that occur along 24 Av NW between Crowchild Tr NW and 14 St NW, in advance of a more comprehensive plan amendment for the area;
2. Prepare policy amendments regarding 24 Av NW that consider additional policy direction that may be required to consistently implement the public realm and mobility improvements of the Banff Trail Area Improvements project, and that establish new land use typologies for commercial/mixed-use development at the time of the next newly submitted 24 Av NW Land Use Redesignation or when a local area plan review includes 24 Av NW, work plan depending.

The 2019 February 25 Council direction was made during the associated land use application to table second and third readings of the bylaws for land use redesignation and the policy amendment to the *Banff Trail ARP*, until a development permit is before Calgary Planning Commission.

The motion arising was in response to multiple land use redesignation applications along 24 Avenue NW proposing increased density along the corridor. The intent was to ensure that redevelopment applications along the 24 Avenue corridor, including this application, contribute to public realm improvements that are of at least a standard set by the development permit applications that were associated with those land use redesignations.

Planning Evaluation

Land Use

The proposed M-C1 District (LOC2017-0097) is a multi-residential designation that is primarily for three to four-storey apartment buildings and townhouses with a maximum building height of 14 metres. The M-C1 District allows for up to 148 units per hectare which would equal 22 dwellings on this site. However, given that it is planned for Assisted Living, it is not subject to the density requirement of the District.

Application Review

On 2018 December 28, a detailed team review (DTR) of the development permit was sent to the applicant. Initial concerns with the proposed development included feasibility of landscaping above the parkade, configuration of surface parking stalls, stairwells along 22 Street NW, and the lack of two bedroom options.

The initial design was presented to the Urban Design Review Panel (UDRP) on 2019 January 09 (Attachment 7), and comments were provided as part of an amended DTR1 on 28 January 2019.

On 2020 June 17, the applicant submitted revised drawings in response to comments received from Administration and UDRP. Several items from DTR1 were not addressed, and new information was provided which triggered a DTR2 being issued to the applicant on 2020 July 20. Revised drawings were received on 2020 August 18 and did not address a few technical items, predominately around site grading and drainage. Two more DTRs were issued before the technical items were resolved. The final set of revised drawings were submitted by the applicant on 2020 October 09.

While there still remains some prior to the release conditions of the development permit (Attachment 2), the applicant has addressed the majority of comments provided and amended the plans to the satisfaction of Administration.

Development and Site Design

Site and Building Design

The resulting application proposes an assisted living development with a total of 45 units with options for couples' suites. The north wing of the building is four storeys high, connected to a three-storey south wing by a glass lobby on each floor. This allows for a sensitive transitioning down of massing towards the low density residential to the south. A courtyard space at-grade between these two wings creates a visual break in the building along 22 Street NW, reflective of the current development pattern along that street.

The main entrance lobby fronts onto 24 Avenue NW and is defined by a wide column of glazing from grade to the fourth storey. Consistent window openings at-grade provide transparency and the opportunity for passive activation of both streets, particularly with the primary dining hall / multi-use room located at the northwest corner of the building. The central courtyard further adds to this, along 22 Street NW.

The building utilizes a variety of materials in a neutral colour palette, including silver ash coloured brick veneer predominately at-grade, and dark stone sections alternating with light coloured stucco sections for the remainder of the building. Cedar coloured architectural panels punctuate balconies and portions of the upper façade, whereas dark grey architectural panels are used to highlight parapets. Dark coloured aluminium panels are used to accent columns at-grade and provide an additional level of detailing between select windows. Access to shared patio or balcony space is provided on every level. A series of solar panels are located on the rooftop of the four-storey wing of the building.

Parking is provided mostly underground, with access to the parkade from the rear lane, minimizing any vehicular disruptions to the public realm and pedestrian movement. Two accessible parking stalls are provided along the east side of the building, off the lane. Parking provided exceeds the minimum required under Land Use Bylaw 1P2007 by nine stalls.

Landscaping

A mix of shrubs, green ash trees, and soft landscaping has been distributed in the setback areas along both street frontages. Swedish columnar aspens have been provided in the south setback to create a buffer for the adjacent residential dwelling.

A courtyard space is provided at-grade and oriented to take advantage of the western exposure and the afternoon sunlight. Within this space, an outdoor patio area lined with planters containing a mix of shrubs is provided for the residents.

A green roof and rooftop patio above the south wing have also been provided as part of the development. The patio area includes a covered pergola, and garden planters for resident gardening. A pathway of concrete pavers between the green roof elements allows some access to this area. Privacy fencing along the green roof will minimize noise disruption and overlooking.

Public realm improvements along 24 Avenue NW will be in alignment with the final cross section designed for 24 Avenue NW as part of the Banff Trail Area Improvements Project. Sites with active applications are providing street trees, which have been incorporated in the cross section design work through collaboration between the applicants and the Banff Trail Area Improvements team. Future redevelopment sites will be expected to include street trees in front of the property. See Attachment 8 for conceptual cross sections showing improvements to the 24 Avenue NW corridor, including street tree alignment for redevelopment sites.

City Wide Urban Design

The proposed development was reviewed by the City Wide Urban Design team throughout the Corporate Planning Applications Group process. A number of revisions were requested with regards to alignment of landscaped and pedestrian areas with Crime Prevention Through Environmental Design (CPTED) and barrier-free principles and standards, site lighting, and clarity around the blue-tinted glazing proposed.

Through submission of amended plans, the applicant was able to address the comments raised by City Wide Urban Design. Additional lighting along entries, walkways, and near parking areas has been provided. Stone pavers were replaced with concrete in the courtyard area to improve accessibility. Blue tinted windows were replaced with clear glazing.

Urban Design Review Panel

The application was presented to the UDRP on 2019 January 09. UDRP's comments focused on the at-grade interface along 22 Street NW and edge conditions.

Key comments from UDRP include:

- improve at-grade interface along 22 Street NW by uniting the functional circulation requirements along this location for an improved pedestrian realm;
- redesign the parking area located at the intersection of 24 Avenue NW and the rear lane to eliminate pedestrian conflicts, and provide screening and increased landscaping;
- investigate that the green roof can actually be achieved as envisioned, given technical requirements and typical roof penetrations; and
- revise design to include window glazing that offers full transparency, the proposed reflective blue tint windows create a sterile street environment.

UDRP comments are contained in their entirety in Attachment 7 together with the applicant's response. The applicant's rationale and the resulting revisions were deemed appropriate and sufficient.

Transportation

The area is well served by Calgary Transit with Banff Trail LRT Station approximately 500 metres walking distance, and bus stops (Routes 65 and 105) located nearby on 19 Street NW providing service to Market Mall, North Hill Mall, Northland Mall, and the downtown. Currently, unregulated on-street parking is available on 22 Street NW, and 24 Avenue NW.

A Transportation Impact Assessment was submitted in support of the development permit application. This review determined that improvements to signal infrastructure along the 24 Avenue NW 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 NW.

Transportation Infrastructure initiated the planning of a major road construction project called Banff Trail Area Improvements in 2018 and a component of this project includes improvements to the 24 Avenue NW corridor from Crowchild Trail NW to 14 Street NW. Construction has just wrapped up for the portion of 24 Avenue NW east of 19 Street NW, with construction between 19 Street NW and 23 Street NW scheduled for completion in the 2021 construction season.

Proposed improvements to the 24 Avenue NW corridor consist of the following, which are shown on a conceptual street cross section in Attachment 8:

- 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; and
- the possibility of additional traffic control signals.

The planned 24 Avenue NW street improvements adjacent to the subject site propose to reconfigure the road right-of-way to include two vehicle travel lanes, one in each direction, with an on-street parking lane along the north side of the street west of 19 Street NW. New additions to the road right-of-way include new sidewalks and bicycle pathways on both sides of the street to better facilitate active modes, improve the public realm and create a vibrant street interface.

Environmental Site Considerations

An Environmental Site Assessment was not required as part of this application.

Utilities and Servicing

Water, and sanitary mains are available on 22 Street NW. A storm sewer main is available from the lane. No upgrades to the mains are required as a result of this development.

Legislation and Policy

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 development 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 applicable MDP policies encourage redevelopment of inner city communities that is similar in scale and built form to

existing development, including a mix of multi-residential housing such as townhouses and apartments. The MDP also calls for modest intensification of the inner city, an area serviced by existing infrastructure, public amenities and transit. In addition, 'Creating Great Communities' policies of the MDP encourage special care facilities to locate within residential neighbourhoods to provide for a broad range of specialized accommodation and care homes to meet diverse community needs including nursing and older adult homes.

The proposal is in keeping with relevant MDP policies as the development provides for greater housing mix and choice within the community, higher densities in proximity to primary transit and optimal use of existing infrastructure.

Banff Trail Area Redevelopment Plan (Statutory – 1986)

The subject site is located within the Medium Density Low-Rise (north parcel), and Low Density Residential (south parcel) areas as identified on Figure 2: Land Use Plan in the [Banff Trail ARP](#). The Medium Density Low-Rise area is intended to allow for multi-residential uses and developments compatible with the existing character of the area. The ARP allows for approximately three to four storeys, or 12 metres, in building height on lands directly adjacent to 24 Avenue NW, which includes the northern portion of the site.

As part of the associated land use redesignation application, an amendment to the ARP is proposed to accommodate the southern parcel under the Medium Density Low-Rise category. An amendment to Figure 3: Maximum Building Heights to include a maximum height of 10 metres for the south parcel is also proposed, to ensure any future development on this property steps down in height and building mass along the site's southern edge.

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. This application proposes:

- photovoltaic panels on the roof provide alternate energy systems supporting CMAP Program 3: Renewable and Low-Carbon Energy Systems;
- a green roof covering approximately 15 percent of the building supporting CAAP Program 6: Natural Assets Management;
- one electric vehicle charging station in the parkade supporting CMAP Program 4: Electric and Low Emissions Vehicles; and
- Leadership in Energy and Environmental Design (LEED) Platinum certification supporting CMAP Program 1: Energy Performance Standards in New and Existing Buildings.

Planning Principles for the Location of Care Facilities and Shelters (Non-Statutory – 2011)

[Planning Principles for the Location of Care Facilities and Shelters](#) recognizes care facilities as an integral part of complete communities and residential areas. Careful consideration, however, must be given to the local context and land use pattern of a particular area in regard to design, scale, form, and setbacks. Such facilities should also be located within reasonable walking distance to transit and services. Larger facilities within residential areas may be considered appropriate depending on the suitability of individual sites. The proposal generally aligns with the intent of the guidelines and allows for a building form that is compatible with adjacent development.

Land Use Bylaw 1P2007 (Statutory – 2007)

Administration highlights the following relaxations to the Land Use Bylaw 1P2007 in the table below. Administration has reviewed each relaxation individually and considers each relaxation to be acceptable for the reasons outlined in the table below.

Bylaw Relaxations		
Regulation	Standard	Provided
592 Building Setbacks (min.)	(1) Unless otherwise referenced in subsection (2), the minimum building setback from a property line shared with a street is the greater of: (a) the contextual multi-residential building setback;	Plans indicate the following setbacks: West to 22 ST NW – 2.54m (-3.79m); and North to 24 AV NW – 0.08m (-4.52m). Relaxation Supported: The west and north building frontages address the street well, and contribute to the public realm.
549 Projections Into Setback Areas (max.)	(1) Unless otherwise referenced in subsections (2), (3), (4), (5), (6), and (7), a building or air conditioning units must not be located in any setback area.	Plans indicate the building is located in the West and North setback areas. Relaxation Supported: Relates to building setback. See above comment.
	(5) Eaves may project a maximum of 0.6m,	Plans indicate eaves that project 4.56m (+3.96m) into the North setback area. Relaxation Supported: Relates to building setback. See above comment.
		Plans indicate eaves that project 3.68m (+3.08m) into the West setback area. Relaxation Supported: Relates to building setback. See above comment.
594 Building Height and Cross Section (max.)	(3) Where the parcel shares a property line with a street, the max. building height is: (a) 10.0 m. measured from grade within 3.0 m. of that shared property line; and	Plans indicate portions of the building are located in the North and West maximum building height cutbacks. Relaxation Supported: Relates to building setback relaxation and is minor in nature. Small portion of northwest fourth floor corner projects into height chamfer along street frontages.
550 General Landscaped Area Rules	(7) All setback areas adjacent to a street or another parcel, except for those portions specifically required for motor vehicle access, must be a landscaped area.	Plans indicate the building is located in the West setback area. Relaxation Supported: Relates to building setback. See above comment under section 592.
		Plans indicate the building and motor vehicle parking stalls are located in the North setback area. Relaxation Supported: Motor vehicle stalls do not project past the building façade. Landscaping and 1.8 metre high wood fence screens parking stalls from 24 Avenue NW. Partially relates to building setback relaxation.

		<p>Plans indicate a loading stall & screened grease area located in the South setback area.</p> <p>Relaxation Supported: Operational requirement. Loading stall required for waste and recycling collection. Stall and grease disposal area are appropriately located at rear of building.</p>
593 Landscaping	At least 90.0 per cent of the required landscaped area must be provided at grade.	<p>Plans indicate 432.70m² (-96.33m²) or 73.61% (-16.39%) of the landscaped area is provided at grade.</p> <p>Relaxation Supported: Rooftop amenity space provides 333m² of landscape area, so total landscaped area (765.46m²) is well in excess of overall required area (587.31m²). This is an acceptable trade off.</p>
551 Specific Rules for Landscaped Areas	<p>(3) The max. hard surfaced landscaped area is:</p> <p>(b) 40.0 % of the req. L.S. area, in all other cases.</p>	<p>Plans indicate a hard surfaced landscaped area of 396.34m² (+161.22m²) or 67.43% (+27.43%) of the required landscaped area.</p> <p>Relaxation Supported: Given the nature of the proposed use (Assisted Living), the relaxation is reasonable as hardscaping makes the site / development more conducive to persons with mobility challenges.</p>