

Planning & Development Report to
Calgary Planning Commission
2018 October 18

ISC: UNRESTRICTED
CPC2018-1205
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Policy Amendment and Land Use Amendment in Bankview (Ward 8) at 2502 - 15 Street SW, LOC2018-0095

EXECUTIVE SUMMARY

This application was submitted by Inertia on 2018 April 27 on behalf of the landowners, Huijin Ouyang and Bijun Wu. This application proposes to change the designation of a parcel to allow for:

- Multi-residential buildings (e.g. townhouses, fourplexes);
- A maximum building height of 12 metres (an increase from the current maximum of 10 metres);
- A maximum of 5 dwelling units (an increase from the current maximum of 2 dwelling units), based on a density of 111 dwelling units per hectare, and;
- The uses listed in the proposed M-CG designation.

This proposal is compatible with the applicable policies identified in the *Municipal Development Plan*, the *Bankview Area Redevelopment Plan* and meets many of the *Location Criteria for Multi-Residential Infill*. To accommodate this proposal, a minor amendment to the *Bankview Area Redevelopment Plan* is required, changing the subject site from “Conservation” to the “Medium Low Density” typology, as described in Attachment 3.

A development permit for 2502 - 15 Street SW has been submitted by Inertia on 2018 June 20 and is under review. See Attachment 4 for additional information.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission recommend that Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendments to the Bankview Area Redevelopment Plan (Attachment 3);
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.05 hectares ± (0.12 acres ±) located at 2502 - 15 Street SW (Plan 3908R, Block 2, Lots 17 and 18) from Residential Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Grade-Oriented (M-CG) District; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

The subject site is located in the community of Bankview, south of 24 Avenue SW and east of 15 Street SW. A four storey apartment building is located to the west and north, on parcels designated as Multi-Residential Contextual Medium Profile (M-C2) District. Parcels to the east and south contain single detached dwellings, designated as Residential Contextual One/Two Dwelling (R-C2). The parcel located three parcels south of subject site at 2516 - 15 Street SW was recently redesignated to from R-C2 to M-C2. It should be noted that there is an existing legal non-conforming apartment building located two parcels south of the subject site at 2512 - 15 Street SW.

The subject site is currently developed with a small, late 1940's single detached dwelling. Topographically, the subject site is highest on its west boundary and slopes downward to the east.

As identified in *Figure 1*, the community of Bankview has experienced a population decline from its peak in 1981

Figure 1: Community Peak Population

Bankview	
Peak Population Year	1981
Peak Population	5590
2017 Current Population	5090
Difference in Population (Number)	-500
Difference in Population (Percent)	-9%

Source: *The City of Calgary 2017 Civic Census*

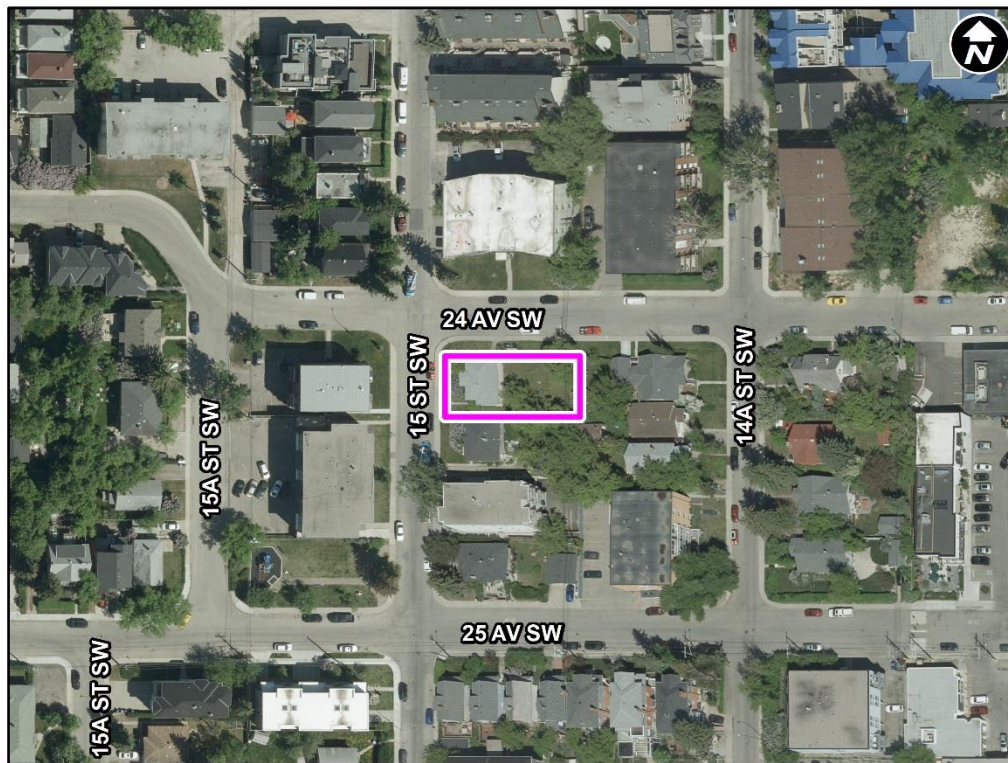
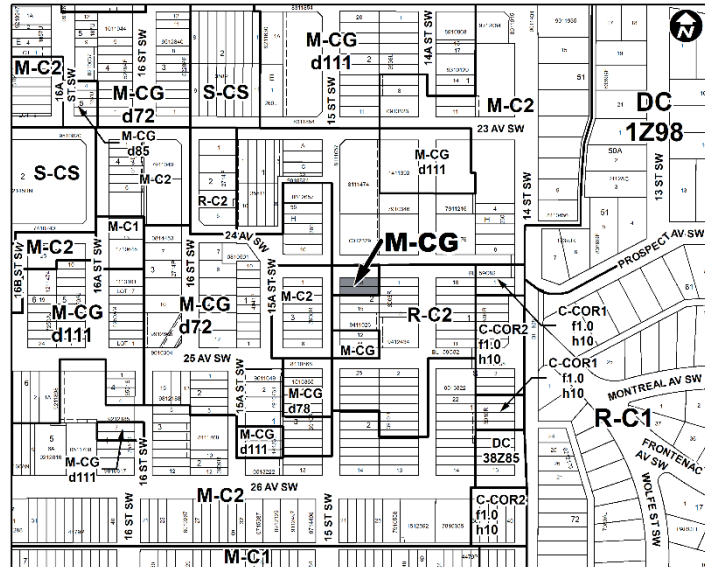
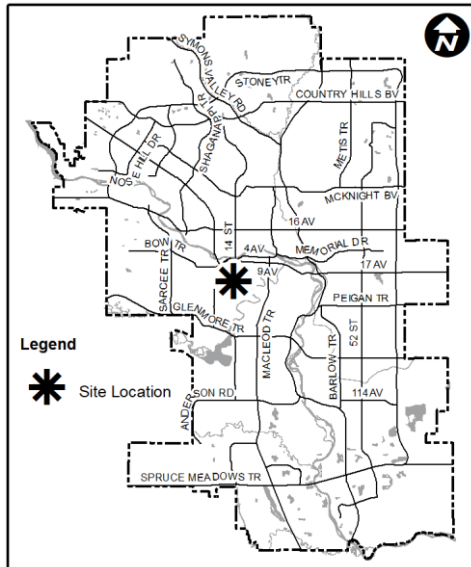
Additional demographic and socio-economic information may be obtained online through the [Bankview](#) community profile.

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Location Maps



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INVESTIGATION: ALTERNATIVES AND ANALYSIS

On 2018 April 27, a land use amendment application was submitted that proposed to change the designation of a single residential parcel (the “subject site”) to Multi-Residential Contextual Grade-Oriented (M-CG) District. After review, Administration determined that this application aligned with the *Municipal Development Plan* (MDP) and the *Location Criteria for Multi-Residential Infill*. The existing local area policy, the *Bankview Area Redevelopment Plan* (ARP), identifies this parcel as part of the “conservation” land use area, which allows for a maximum of two dwellings units per parcel. To enable this application, a minor amendment to the land use map contained within the ARP is required to identify the parcel as part of the “Medium Low Density Redevelopment” area.

Planning Considerations

Land Use

The existing Residential Contextual One / Two Dwelling (R-C2) District allows for contextually sensitive redevelopment in the form of duplex dwellings, semi-detached dwellings and single detached dwellings. This application proposed to redesignate the subject site to Multi-Residential Contextual Grade-Oriented (M-CG) District which would allow for:

- Multi-residential buildings (e.g. townhouses, fourplexes);
- A maximum building height of 12 metres (an increase from the current maximum of 10 metres);
- A maximum of 5 dwelling units (an increase from the current maximum of 2 dwelling units), based on a density of 111 dwelling units per hectare, and;
- The uses listed in the proposed M-CG designation.

The proposed district is appropriate for this area as it is located on a corner parcel, is in close proximity to transit and a planned corridor (the 14 Street “Main Street”).

The Residential – Grade-Oriented Infill (R-CG) District was contemplated by the Applicant prior to submission of this application. As described in the Applicant’s submission letter (Attachment 1), R-CG would have only allowed for 3 units and they specifically desired a minimum of 4 units. The Applicant therefore decided to apply for M-CG.

Development and Site Design

The rules of the proposed Multi Residential – Contextual Grade-Oriented (M-CG) District will provide basic guidance for the future site development including appropriate uses, height and building massing, landscaping and parking. Given that this site does not have access to a rear lane, additional items that will be considered as part of the development permit review process include:

- Improving the pedestrian realm by requiring boulevard trees within the public right of way. This provides landscaping along a public street, helps minimize the visual impact of

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multiple driveways while ensuring the new driveway flares are not consolidated into larger expanses of concrete;

- Ensuring that the building facades utilize high quality finishing materials and are visually interesting.

Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant citizens and notice posted on-site. Notification letters were sent to adjacent land owners and the application was advertised on-line.

The Bankview Community Association was circulated as part of Administration's standard practice. In their response, they expressed a number of concerns with this proposed application, many of which were related to the future potential building design.

They feel that M-CG is not appropriate as it would allow for the 4 units that are shown in the application's conceptual plan, instead of 3 units, which the Community Association feels is more appropriate for the area. They further stated that they could support 4 units if the Applicant would commit to public realm improvements along 24 Avenue SW, including but not limited to landscaping that included benches and trees as condition(s) of development permit approval.

Regarding potential building design, there is concern that all of the front drives along 24 Avenue SW and the "blank wall" facing 15 Street SW will diminish the pedestrian experience within the public realm. As such, the Community Association suggests that the applicant minimize the number of front driveways and ensure building faces add visual interest through varied and high quality materials. They have also expressed a preference for a stacked townhouse building form.

The complete letter is attached to this report (Attachment 2). It should be noted that this letter (dated 2018 May 29) was submitted to Administration prior to development permit DP2018-2891 being submitted on 2018 June 20 and as such, the Community Association's comments do not take in account the design details that have since been proposed.

Administration received 1 objection letter and no support letters from citizens by the CPC report submission date. The stated reason for the objection was that 4 units would be too much for the neighborhood due to a lack of on-street parking available within the area in the evenings. The letter suggested that 2 to 3 units would be more appropriate.

Administration considered the concerns expressed by the in the circulation comments received as part of the review of this proposed land use amendment application.

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<u>Community Concern</u>	<u>How Administration Considered Concern</u>
4 Units (M-CG) too dense, prefer 3 units (R-CG) or less	Proposed M-CG aligns with <i>Municipal Development Plan</i> and the <i>Location Criteria for Multi-Residential Infill</i> guidelines, as described in the subsequent section of this report.
Too many front driveways along 24 Avenue	The active Development Permit includes a Prior to Decision condition requiring the applicant to utilize additional boulevard trees to minimize the visual impact of multiple front driveways
West building elevation will be “blank wall”	The active Development Permit plans provides a west building elevation that is visually interesting. See Attachment 4 for further information.
Would support with public realm improvements as condition of development	The active Development Permit Prior to Decision condition requires the applicant to enhance the 24 Avenue SW streetscape by utilizing boulevard trees. Rolled curb instead of curb cuts would be utilized to avoid uneven sidewalks
Prefer stacked townhomes building form	- Administration’s authority to regulate building form is limited by Land Use Bylaw 1P2007 rules - Proposed building form (“Multi-Residential”) is a Discretionary Use listed within M-CG District
Prefer interesting building facades	The active Development Permit plans provides building elevations that are visually interesting. See Attachment 4 for further information.

Further to the above, Administration encouraged the applicant to contact the Bankview Community Association to discuss the issues expressed in their circulation response letter. The applicant contacted the Community Association on 2018 June 27 to review the active development permit plans. The applicant has informed Administration that the Community Association generally “liked the design and understood the challenges of lane-less parcel.”

No City-led engagement was undertaken as part of this application.

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 the date of the Public Hearing will be advertised.

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Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The site is located within the 'City, Town' area as identified on Schedule C: South Saskatchewan Regional Plan Map in the *South Saskatchewan Regional Plan* (SSRP). While the SSRP makes no specific reference to this site, the proposal is consistent with policies on Land Use Patterns.

Municipal Development Plan (Statutory – 2009)

The subject site is located within the 'Residential – Developed – Established' area as identified on Map 1: Urban Structure in the *Municipal Development Plan* (MDP). While the MDP makes no specific reference to this site, this land use proposal is consistent with MDP policies regarding respecting and enhancing neighborhood character, general developed residential areas and established areas land use.

Bankview Area Redevelopment Plan (Statutory –1986)

The subject site is identified as a Conservation land use area, which only allows a maximum of two dwelling units per parcel. If this application is to be approved, a minor amendment to the Land Use Policy (Figure 2) will be required to show this site as part of the "Medium Low Density" area (see Attachment 3.) This ARP amendment is consistent with *Municipal Development Plan* policies, as described in the previous section.

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

The subject site meets approximately half of the guideline criteria for consideration of multi-residential infill. The guidelines are not meant to be applied in an absolute sense, but are used in conjunction with other relevant planning policy, such as the MDP or local area policy plans, to assist in determining the appropriateness of an application in the local context.

The site satisfies multiple criteria, namely being located on a corner parcel, within 400 metres of a transit stop, adjacent to a Multi-Unit development (across 24 Avenue SW and 15 Street SW and in close proximity to a planned corridor (the 14 Street "Main Street"). Conversely, the site does not satisfy the criteria of being within 600 metres of the primary transit network, fronting onto a higher standard roadway, adjacent to an open space or having direct lane access.

Social, Environmental, Economic (External)

The recommended land use amendment will provide for a moderate increase in residential density, allowing for a more efficient use of existing public infrastructure. In addition, this proposal would encourage an increase in socio-economic diversity within the area by providing a variety of housing types and forms. No environmental issues have been identified at this time.

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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 consistent with the applicable policies of the *Municipal Development Plan* and the *Bankview Area Redevelopment Plan*, meets many of the *Location Criteria for Multi-Residential Infill* and is consistent with the intent of the Multi-Residential – Contextual Grade-Oriented District of Land Use Bylaw 1P2007.

ATTACHMENT(S)

1. Applicant's submission letter
2. Letter from Community Association
3. Proposed amendment to the Bankview Area Redevelopment Plan
4. Active Development Permit (DP2018-2891) - Site plan and building elevations