

Planning & Development Report to
 Calgary Planning Commission
 2018 August 23

ISC: UNRESTRICTED
 CPC2018-0976
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**Land Use Amendment in Banff Trail (Ward 7) at 2026 – 24 Avenue NW,
 LOC2018-0122**

EXECUTIVE SUMMARY

This application was submitted by CivicWorks Planning + Design on 2018 May 30 on behalf of the landowner Banff Trail 2026 Ltd. The application proposes to change the designation of a single residential parcel from Residential – Contextual One/Two Dwelling (R-C2) District to Residential – Grade-Oriented Infill (R-CG) District to allow for:

- rowhouses in addition to building types already allowed (e.g. single detached homes, semi-detached, and duplex homes and suites);
- a maximum building height of 11 metres (an increase from the current maximum of 10 metres);
- a maximum of 4 dwelling units (an increase from the current maximum of 2 dwelling units); and
- the uses listed in the proposed R-CG land use district.

This proposal conforms to the relevant policies of the *Municipal Development Plan* and is supported by the objectives of the *Banff Trail Area Redevelopment Plan*. A development permit application for a four-unit rowhouse development (DP2018-3273) has been submitted and is under review (Attachment 3).

ADMINISTRATION RECOMMENDATION:

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

1. ADOPT, by bylaw, the proposed redesignation of 0.06 hectares ± (0.14 acres ±) located at 2026 – 24 Avenue NW (Plan 2950AJ, Block 1, Lots 12 and 13) from Residential – Contextual One/Two Dwelling (R-C2) District to Residential – Grade-Oriented Infill (R-CG) District; and
2. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018 AUGUST 23:

That Council:

1. **Hold a public hearing during a 2018 October Public Hearing of Council;**
2. Adopt, by Bylaw, the proposed redesignation of 0.06 hectares ± (0.14 acres ±) located at 2026 – 24 Avenue NW (Plan 2950AJ, Block 1, Lots 12 and 13) from Residential – Contextual One/Two Dwelling (R-C2) District to Residential – Grade-Oriented Infill (R-CG) District; and
3. Give three readings to the proposed **Bylaw 253D2018**.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

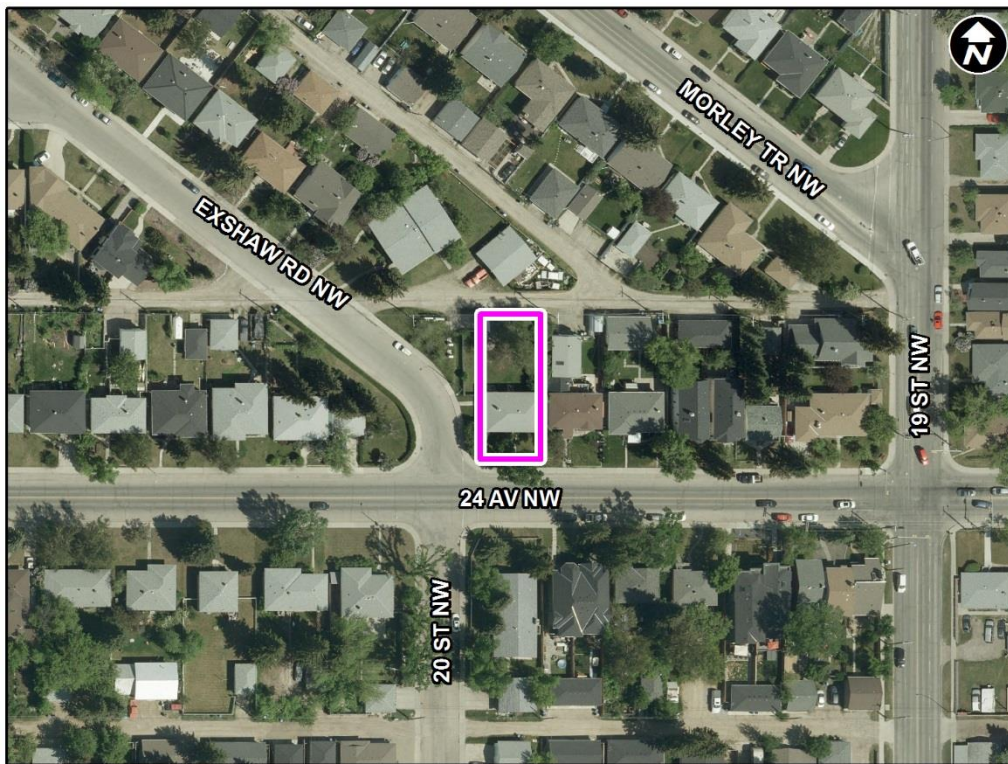
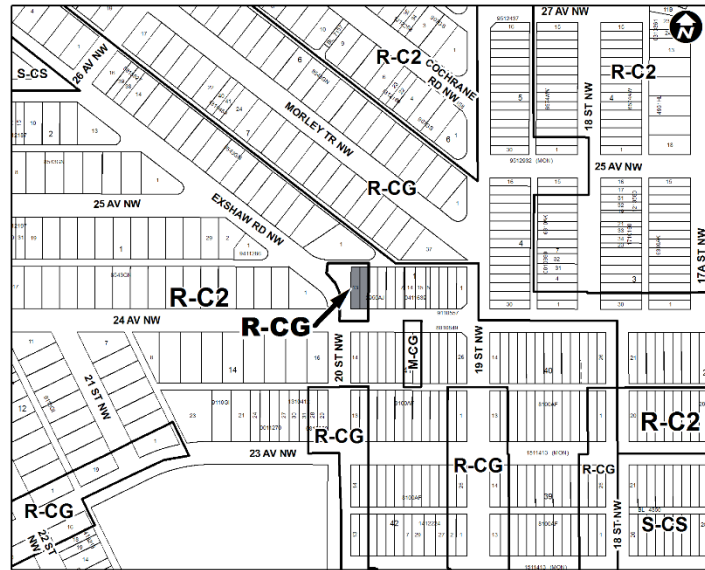
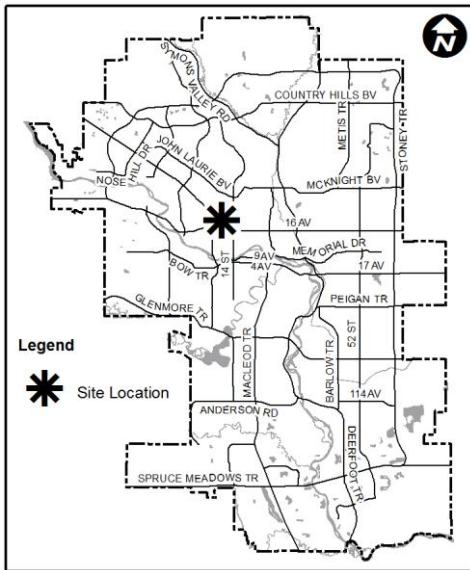
This redesignation application was submitted by CivicWorks Planning + Design on 2018 May 30 on behalf of the landowner Banff Trail 2026 Ltd (Attachment 1). A development permit application for a four-unit rowhouse development (DP2018-3273) has been submitted and is under review (Attachment 3).

In 2016, City Council adopted comprehensive amendments to the Banff Trail Area Redevelopment Plan (ARP). Following these changes and after consultation with the community, Council redesignated several blocks of parcels in Banff Trail to reflect the amended ARP. These land use bylaw changes were to allow for rowhousing (R-CG) land use in strategic locations.

The city-initiated redesignation of these parcels to R-CG District only included those parcels located within the “Low Density Rowhouse” area identified on Figure 2 – Land Use Plan of the ARP. The site subject to this application is located within the “Medium Density Low-Rise” area which was not subject to the 2017 city-initiated redesignation.

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Location Maps



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Site Context

The subject site is located at the northeast corner of the intersection of Exshaw Road NW and 24 Avenue NW in the community of Banff Trail. The site is approximately 0.06 hectares in size with approximately 15.25 metres of frontage along 24 Avenue NW and a depth of 36.6 metres. The site is currently developed with a single-storey detached dwelling and a single-car detached garage accessed from the rear lane. Due to the irregular alignment of Exshaw Road NW there exists a triangular section of underutilized road right-of-way immediately adjacent to the western boundary of the site. This portion of the right-of-way currently contains some existing underground utilities and above-grade transformers. Developer-funded improvements to this space are being explored through the associated development permit process.

Surrounding development is comprised of predominantly low density residential dwelling forms such as single detached and semi-detached dwellings. A large portion of the existing residential community in Banff Trail is designated R-C2 but several blocks of parcels along strategic corridors are designated R-CG as a result of a city-initiated redesignation in 2017. A site directly south of the subject site is designated M-CG. The broader community of Banff Trail has experienced several similar rowhouse redevelopments on corner lots.

As identified in *Figure 1*, Banff Trail has experienced a relatively substantial population decline from its peak in 1968.

Figure 1: Community Peak Population

| Banff Trail | |
|------------------------------------|-------|
| Peak Population Year | 1968 |
| Peak Population | 4,883 |
| 2017 Current Population | 4,092 |
| Difference in Population (Number) | - 791 |
| Difference in Population (Percent) | -16% |

Source: *The City of Calgary 2017 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal represents a modest increase in density for a corner parcel of land in an established area and provides for a development form that will be compatible with the low-density residential character of the existing neighbourhood. This specific site has been identified for intensification of this nature by the Banff Trail ARP.

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Planning Considerations

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. Single detached dwellings 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.

The proposed Residential – Grade-Oriented Infill (R-CG) District allows for two to three storey (11 metres maximum height) rowhouse developments where one façade of each dwelling unit must directly face a public street. The district provides for a maximum density of 75 units per hectare which would enable up to four dwelling units on the subject site. The R-CG District also allows for a range of other low-density housing forms such as single detached, semi-detached, duplex dwellings and secondary suites.

Some modifications to the R-CG District rules have recently been endorsed by Calgary Planning Commission and will be included on the 2018 September 10 Council Agenda for decision. These modifications are relatively minor in nature but do include some discretion for secondary suites and associated parking requirements in rowhouse developments and greater consistency in determining maximum building height. These potential changes to the R-CG district rules do not impact the suitability of the site to accommodate R-CG development.

Development and Site Design

The rules of the proposed Residential – Grade-Oriented Infill (R-CG) District will provide basic guidance for the future site development including appropriate uses, height and building massing, landscaping and parking. Given the specific context of this corner site, additional items that are being considered through the development permit process include:

- ensuring an engaging built interface along both the Exshaw Road NW and 24 Avenue NW frontages;
- emphasizing individual at-grade entrances;
- the delineation of an appropriate front yard setback;
- definition of front yard amenity space for individual units; and
- developer-funded upgrades to the underutilized “triangle” space in the Exshaw Road right-of way.

Transportation Networks

Pedestrian access to the site is available from Exshaw Road NW and 24 Avenue NW while vehicular access is provided via the rear lane. The area is served by Calgary Transit primary transit network bus service with stops located approximately 100 metres walking distance southeast of the site on 19 Street NW. These bus routes provide service to the Lion’s Park and Downtown West LRT stations. Further, the Banff Trail LRT station is within 700 metres walking distance southwest of the site. On-street parking adjacent to the site is not subject to any

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specific regulation. A Transportation Impact Assessment was not required as part of this application.

Utilities and Servicing

Water and sanitary sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time. Options for stormwater management and the extension of the public storm sewer main will be considered and reviewed at the development permit stage.

Stakeholder Engagement, Research and Communication

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

The applicant, CivicWorks Planning + Design, in collaboration with Eagle Crest Construction (future developer), supplemented the City's standard communication practices with on-site signage and a postcard drop to approximately 100 surrounding neighbours. Additionally, the Applicant engaged in pre-application consultation with the Banff Trail Community Association.

Comments were received from the Banff Trail Community Association by way of an email to the file manager dated 2018 July 10 (Attachment 2). Their comments indicate that the Community Association generally has no issue with the proposed application. The letter highlights an appreciation for the proactive communication undertaken by the developer and the plans, through the associated development permit application, to rehabilitate the small underutilized triangular portion of the adjacent Exshaw Road NW right-of-way. The letter does further highlight some regret that the Applicant wasn't able to further consolidate adjacent lots to enable a larger M-CG development.

No citizen's comments were received by the CPC report submission date.

Following Calgary Planning Commission, notifications for the 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.

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.

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Municipal Development Plan (Statutory – 2009)

The subject parcel 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 and modest intensification in inner-city communities to make more efficient use of existing infrastructure, public amenities and transit. Such redevelopment is intended to occur in a form and nature that respects the scale and character of the neighbourhood context.

The proposal is in keeping with relevant MDP policies as the R-CG District provides for a modest increase in density in a form that is sensitive to existing residential development in terms of height, scale and building massing.

Banff Trail Area Redevelopment Plan (Statutory – 1986)

The subject site is located within the “Medium Density Low-Rise” area as identified in Figure 2 – Land Use Plan of the *Banff Trail Area Redevelopment Plan* (ARP). The Medium Density Low-Rise area is intended to allow for a low-rise built form (approximately 3-4 storeys) that can provide for a modest increase in density while not being out of context with the existing character of the area. New development within this area is intended to include townhouses, apartments, and live/work units. In this regard, the proposed R-CG serves to implement the intent of the Medium Density Low-Rise area policies of the *Banff Trail ARP*.

Location Criteria for Multi-Residential Infill (Non-statutory – 2014)

The *Location Criteria for Multi-Residential Infill* is a tool for review of redesignation applications in the developed areas. The criteria 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.

In this instance, the subject site has been specifically identified for rowhouse and/or apartment development by the Banff Trail Area Redevelopment Plan. The identification of this site for medium density low-rise redevelopment in the ARP indicates that previous community-wide planning analysis has identified desirable locational characteristics to support intensification. Given the existence of statutory local policy, the further application of these criteria to guide decision-making on this application is somewhat redundant. Notwithstanding, the proposed land use aligns with five of the eight criteria including being a corner parcel, having direct lane access, being adjacent to planned multi-residential development, being located on a collector roadway and being in close proximity to multiple bus routes.

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Social, Environmental, Economic (External)

The recommended land use allows for a wider range of housing types than the existing R-C2 District and as such, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics. Further, the ability to develop up to four rowhouse units will make more efficient use of existing infrastructure and services.

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 provides for a form of development contemplated by the Medium Density Low-Rise policies of the *Banff Trail Area Redevelopment Plan*. The proposed R-CG District was designed to be implemented in proximity or adjacent to low-density residential development. The proposal allows for a range of building types that have the ability to be compatible with the established building form of the existing neighbourhood and can better accommodate the housing needs of different age groups, lifestyles and demographics.

ATTACHMENT(S)

1. Applicant Submission
2. Community Association Letter
3. Proposed Development (DP2018-3273) Summary
4. **Bylaw 253D2018**