

Planning & Development Report to
Calgary Planning Commission
2018 December 13

ISC: UNRESTRICTED
CPC2019-0039

Policy Amendment and Land Use Amendment in Bowness (Ward 1) at multiple addresses, LOC2018-0162

EXECUTIVE SUMMARY

This land use redesignation was submitted by Civicworks Planning + Design on 2018 July 13 on behalf of the landowner (UrbanStar Bowness Developments). The intent of the redesignation is to enable the development of a six storey multi-residential building with 66 dwelling units at the northwest corner of Bowness Road NW and 33 Avenue NW in Bowness.

The application proposes redesignating the subject site (6108, 6110, and 6112 33 Avenue NW) from Multi-Residential – Contextual Low Profile (M-C1) District, which allows a density of 148 units per hectare and a height of 14.0 metres to Mixed Use – General (MU-1) District with a floor area ratio (FAR) modifier of 3.0 and a height modifier of 22.0 metres. The application also includes an amendment to the *Bowness Area Redevelopment Plan* (ARP) to change the land use category from Neighbourhood Low-Rise to Community Mid-Rise.

A development permit (DP2018-3730) for the proposed multi-residential development is currently under review.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendments to the Bowness Area Redevelopment Plan (Attachment 2), and
2. Give three readings to the proposed Bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.07 hectares \pm (0.17 acres \pm) located at 6108 and 6112 - 33 Avenue NW (Plan 4601AJ, Block 18, Lots 13 to 15) from Multi-Residential – Contextual Low Profile (M-C1) District to Mixed Use - General (MU-1) District; and
4. Give three readings to the proposed Bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

Civicworks Planning + Design submitted this application on 2018 July 13 on behalf of the landowner (UrbanStar Bowness Developments). The redesignation is intended to enable the development of a six storey multi-residential building with 66 dwelling units at the northwest corner of Bowness Road and 33 Avenue NW in Bowness.

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The proposed application represents a minor departure (in terms of height) from the four storey baseline established through ongoing Main Streets program work in Bowness (LOC2017-0373) but aligns with other proposed policy relating to land use and urban design, and is supported by both the Bowness Community Association and the Bowness Mainstreet Business Improvement Association.

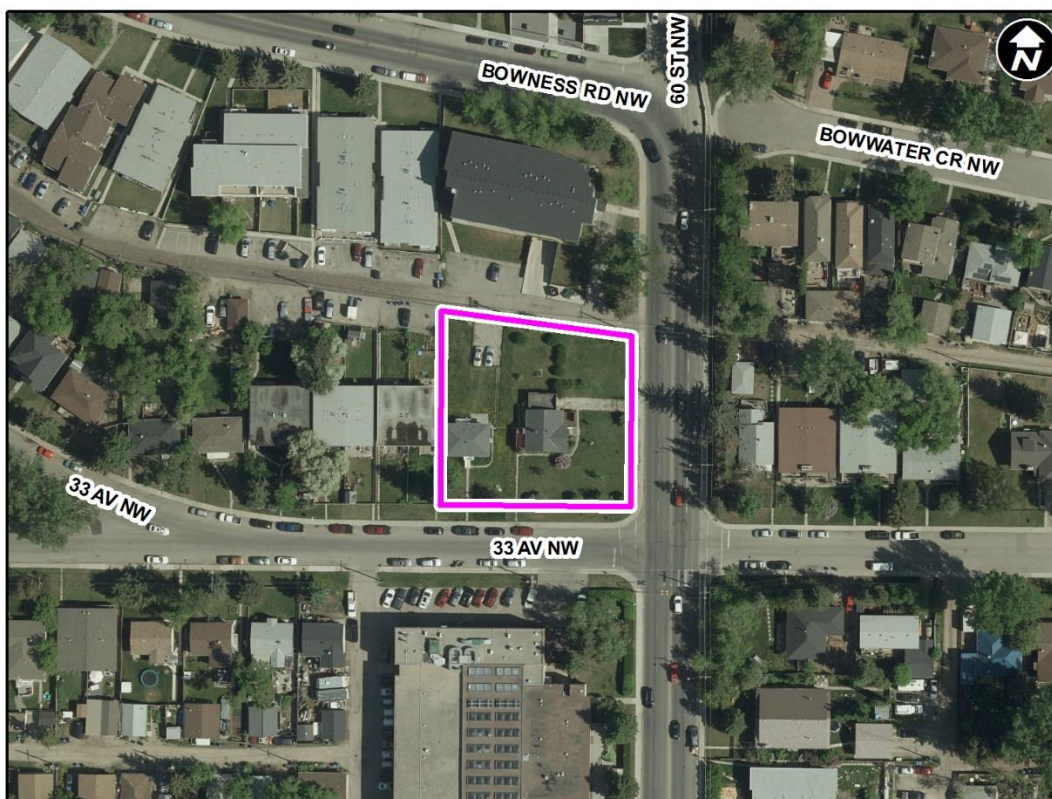
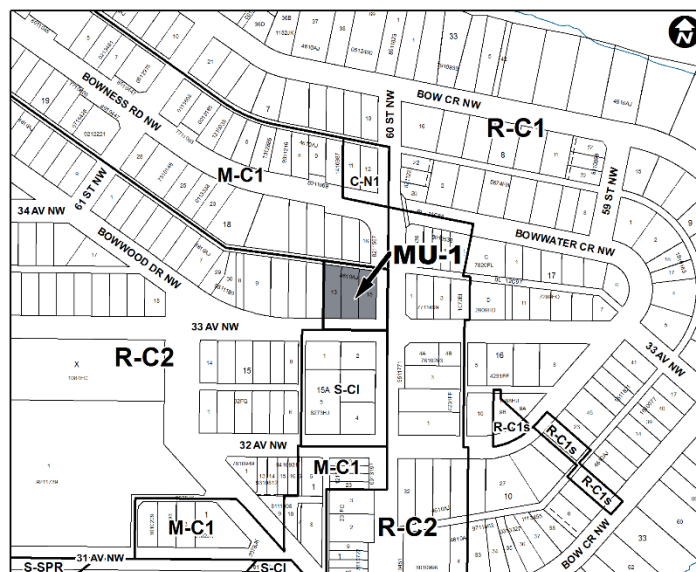
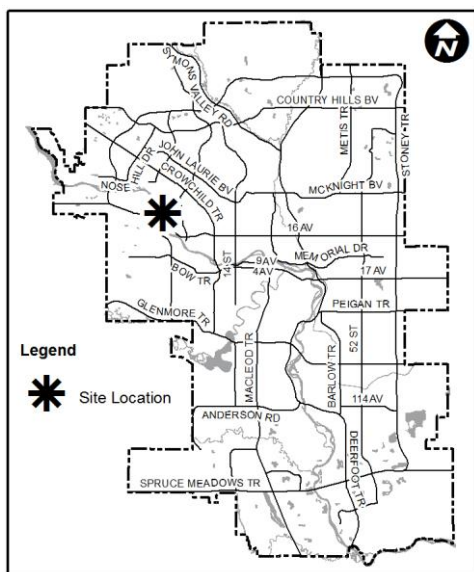
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Location Maps



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Figure 1: Community Peak Population

Bowness	
Peak Population Year	1982
Peak Population	13,134
2018 Current Population	11,065
Difference in Population (Number)	-2,069
Difference in Population (Percent)	-16%

Source: The City of Calgary 2018 Civic Census

Site Context

The site is located at the northwest corner of Bowness Road NW and 33 Avenue NW in Bowness and is occupied by two single-detached houses.

To the north, across an alley, is a multi-residential development comprising 27 units in three storeys, circa 1981, designated Multi-Residential Contextual Low Profile (M-C1) District. To the south, across 33 Avenue NW is the Bow Crest long term care home comprising a three storey building, designated Special Purpose – Community Institution (S-CI) District.

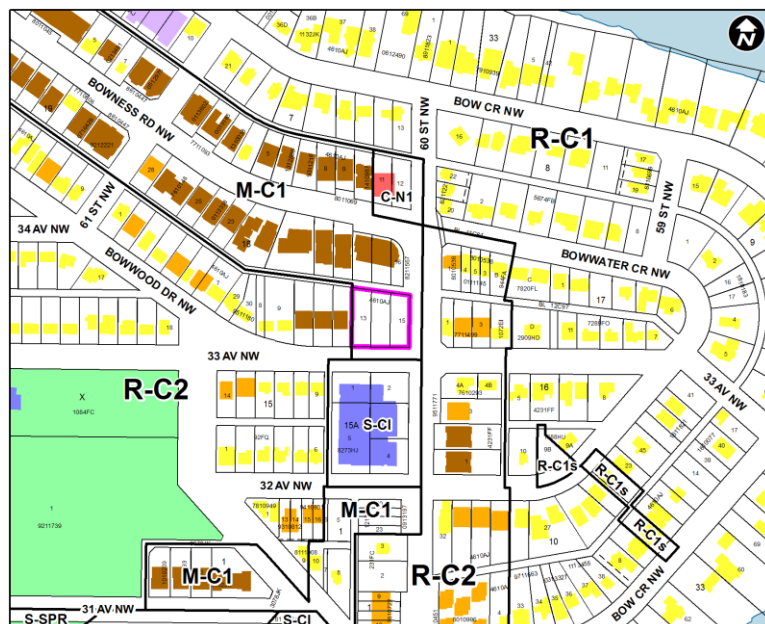
To the west, the contiguous neighbour is a four-unit multi-residential development (four units, two storeys, circa 1974, designated Residential – Contextual One / Two Dwelling (R-C2) District. To the east, across Bowness Road NW are single- and semi-detached dwellings of various ages designated Residential – Contextual One / Two Dwelling (R-C2) District.

Through the City's Main Streets program, the adjacent sites designated Residential – Contextual One / Two Dwelling (R-C2) District have been selected for City-initiated redesignation to Multi-Residential Contextual Low Profile (M-C1) District (LOC2017-0373). The two maps below indicate current land use designations and those proposed by the Main Streets program.

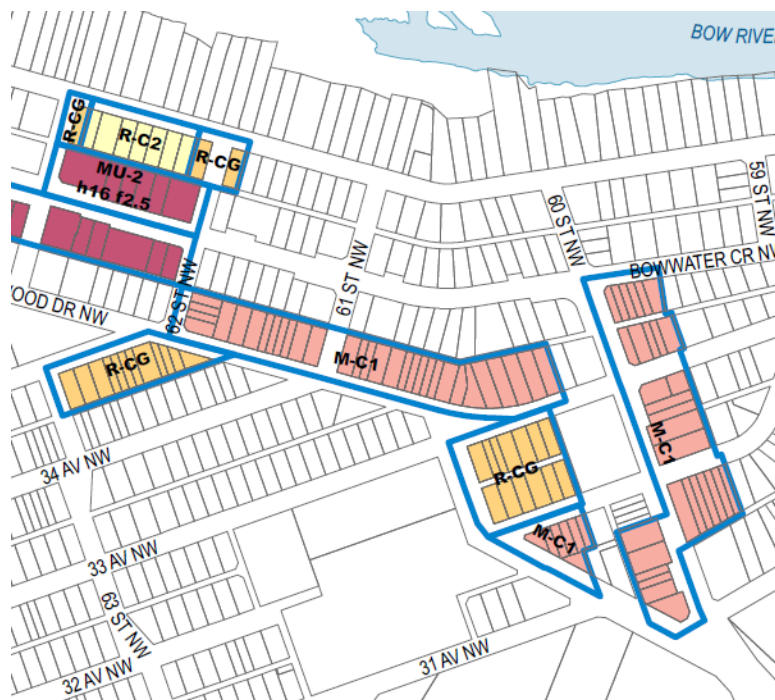
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Current land use



Proposed Land Use through Main Streets LOC2017-0373

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

Land Use

The site is currently designated Multi-Residential Contextual Low Profile (M-C1) District. The proposed redesignation is to Mixed Use – General (MU-1) District, with an FAR modifier of 3.0 and a height modifier of 22.0 metres. The following table outlines a number of key distinctions between the current and proposed land use districts.

	M-C1	MU-1 f3 h22
Land uses	Multi-residential	Mixed uses*
Density	148 units per hectare	n/a
Height	14.0m with 40% fourth floor area	22.0m with stepback to the west from 11.0m
FAR	n/a	3.0
Residential parking	1.25 stalls/unit	0.75 stalls/unit*

*Note that the concurrent development permit (DP2018-3730) under review contemplates only multi-residential development, with one parking stall per unit.

The site is also included in proposed City-initiated amendments to the Bowness ARP as part of the Main Streets program, which generally allow for multi-residential and/or mixed-use development of up to 3.0 FAR and a height of four storeys in the vicinity of the site.

While the proposal for the subject site departs from this baseline, Administration (as well as the Bowness Community Association and the Main Street Bowness Business Improvement Association) are of the view that the form of the proposed development appropriately manages the impact of the additional height and density.

Accommodating this proposal requires a minor amendment to the post-Main Streets Bowness ARP (Attachment 2). The map amendment proposes to change the land use category from Neighbourhood Low-Rise to Community Mid-Rise.

Development and Site Design

The proposed development (DP2018-3730) is a six storey apartment building with 66 dwelling units. The plans include 73 vehicle parking stalls on two underground levels, accessed from the alley to the north. Ground floor dwellings include private outdoor amenity spaces, with a main entry and a more substantial landscaped area along 33 Avenue NW.

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The design was reviewed by staff from the City Wide Urban Design team and found to be appropriate. The elevations include a mix of lighter and darker elements that minimize the bulk of the building, particularly that of the sixth storey. To the west, the building is set back from the property line and steps back above the fourth floor to reduce morning shadow impacts and to allow for a better transition to the multi-residential developments further west along 33 Avenue NW.

An overview of the proposed development is available in Attachment 3.

Environmental

A Phase I Environmental Site Assessment was submitted and is under review. Further comments to follow at the submission of the Development permit.

Transportation

A comprehensive Transportation Impact Assessment was not required as part of this application or the related development permit application. Site access and parking requirements have been reviewed through Transportation's review of related DP2018-3730 and found to be satisfactory.

The site is well served by transit and is on the Calgary Transportation Plan (CTP)'s Primary Transit Network, which offers bus access to the Foothills Medical Centre (25 minutes), University of Calgary (30min), the Centre City (<35 minutes). The nearest convenience retail is approximately 500 metres away along the commercial core of Bowness Road NW in Bowness, while a full service grocery store and additional services are available nearby in Montgomery. The Bow River pathway is approximately two blocks away, via the Shouldice Bridge.

Utilities and Servicing

Public water, sanitary and storm services exist within the adjacent public right-of-way. Development servicing is under review through the development permit and development site servicing plan (DSSP) circulation processes as part of Water Resources' review of DP2018-3730.

Stakeholder Engagement, Research and Communication

In addition to Administration's standard engagement approach (on-site signage, letters to adjacent landowners, online comment), applicant-led engagement included stakeholder meetings with the Bowness Community Association and Business Improvement Association, a public open house, on-site signage, postcards to nearby residents, and information available via a project website, email address, and phone number. The applicant also attended and made information about the proposal available at two City-led Main Streets engagement events.

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An overview and ‘what we heard’ report from the applicant-led engagement can be found in Attachment 4. The Bowness Community Association and the Main Street Bowness Business Improvement Association are both supportive of the proposal. Letters from both organizations can be found in Attachment 5.

Approximately half a dozen individuals contacted Administration to discuss the proposal, expressing concerns about building height, impact of glazing on birds, parking, and flood preparedness.

Administration reviewed shadow analysis and found that the majority of afternoon shadow impact would fall upon the Bowness Road NW right-of-way. The proposal was reviewed for compliance with the City’s Bird Friendly Design Guidelines and the proposed glazing found to be acceptable. The proposal fully meets the City’s parking requirements; a City parking study conducted in 2015 found that the parking occupancy of nearby streets is generally less than 65 percent. The proposed development is located just outside the flood fringe.

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)

This application aligns with the *Municipal Development Plan* (MDP) with respect to the objective of creating a transit-supportive land use framework. Although outside the Main Street area as currently defined in the MDP, the site is within the Main Street identified through stakeholder engagement through the Main Streets program.

Bowness Area Redevelopment Plan (Statutory, 1995)

Through the Main Streets program, Administration is recommending substantial amendments to the *Bowness Area Redevelopment Plan* in order to improve alignment with the MDP and enable a more transit supportive land use framework.

The proposed application represents a minor departure (in terms of height) from the four storey baseline established through ongoing Main Streets program work in Bowness but aligns with other proposed policy relating to land use and urban design.

In particular, the proposal aligns with the intent of relevant policies in the *Developed Areas Guidebook* and guidance regarding building height in relation to street width, upper storey step-backs to reduce the impact of height, and land use.

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The application represents a departure from the current Bowness ARP. The subject site is in the 'low and medium multi-dwelling land use policy area,' which calls for multi-residential development, but does not allow for buildings to reach heights over four storeys. In the 23 years since the Bowness ARP was approved, city-wide objectives with respect to alignment between land use, transport, and housing choice have evolved, most notably as set out in the MDP.

Social, Environmental, Economic (External)

Development enabled by this application has the potential to allow more Calgarians to choose to live in a location well served by existing infrastructure and close to services, employment, community amenities and transit. Increased development of the subject site has the potential to allow for population growth that will support local services and contribute to a livable and diverse urban community capable of sustaining a thriving Main Street. The population of Bowness is 16 per cent below its 1982 peak of 13,134 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

While the development permit application (DP2018-3730) has been submitted, Council's decision on this application may or may not result in the development considered under the associated development permit application being realized.

Given the flexible nature of allowable building forms in the proposed MU-1 District and the requirement for a new development permit to be submitted for review, potential risks associated with a different development concept are limited.

REASON(S) FOR RECOMMENDATION(S):

Administration recommends approval of this application due to its alignment with relevant planning policy contained in the *Municipal Development Plan*. The land use redesignation and amendment to the Bowness ARP under consideration complement the proposed Main Streets local area plan amendments and help move Bowness to a more transit-oriented land use framework.

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ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Amendments to the Bowness ARP
3. Development Permit Overview
4. Engagement Overview
5. Comments from the Bowness Community Association and the Mainstreet Bowness Business Improvement Association.