

Planning & Development Report to
Calgary Planning Commission
2019 February 21

ISC: UNRESTRICTED
CPC2019-0159

Policy Amendment and Land Use Amendment in Bankview (Ward 8) at Multiple Properties, LOC2018-0183

EXECUTIVE SUMMARY

This policy and land use amendment application was submitted by Mckinley Burkart on 2018 August 15 on behalf of the landowner Tollo One Development Corp. The application proposes to change the designation of these properties from Multi-Residential – Contextual Grade-Oriented (M-CG) District to Multi-Residential – Contextual Medium Profile (M-C2) District to allow for:

- multi-residential buildings (e.g. townhouses, apartment buildings);
- a maximum building height of 16.0 metres (an increase from the current maximum of 12 metres);
- a maximum building floor area of 3,439 square metres \pm , based on a building floor to parcel area ratio (FAR) of 2.5; and
- the uses listed in the proposed M-C2 District.

The proposed land use amendment is in keeping with applicable policies identified in the *Municipal Development Plan* (MDP) and the *Bankview Area Redevelopment Plan* (ARP). As part of this application, a minor map amendment to the ARP related to the subject site is required.

A development permit application for a five storey, 93-unit apartment building has been submitted and is under review.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the Bankview Area Redevelopment Plan (Attachment 2); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.14 hectares \pm (0.34 acres \pm) located at 2604, 2608, 2610 – 17A Street SW (Plan 1717FW, Block 10, Lots 4 to 6) from Multi-Residential – Contextual Grade-Oriented (M-CG) District **to** Multi-Residential – Contextual Medium Profile (M-C2) District; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

This land use amendment application was submitted to The City of Calgary by Mckinley Burkart on 2018 August 15 on behalf of the landowner, Tollo One Development Corp. Refer to Attachment 1 for the Applicant's Submission. The subject lands are planned to be consolidated with four additional parcels to the south, which are currently designated as Multi-Residential – Contextual Medium Profile (M-C2) District, in order to develop a five storey, 93-unit apartment building. A development permit has been submitted by Mckinley Burkart Architects on 2018 August 15 and is under review. See Attachment 3 for a summary of the development permit. No decision will be made on the development permit until City Council has made a decision on this redesignation application.

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Site Context

The subject site is located in the community of Bankview, on the southeast corner of 25 Avenue SW and 17A Street SW. Surrounding development is characterized by some multi-residential development, as well as a mix of single and semi-detached homes. The predominant land use in this area is Multi-Residential – Contextual Medium Profile (M-C2) District, Multi-Residential – Contextual Grade-Oriented (M-CG) District, and Residential – Contextual One / Two Dwelling (R-C2) District.

The site comprises three parcels and is approximately 0.14 hectares in size with approximate dimensions of 30.2 by 43.5 metres. It is situated in a prominent upland focal point of Bankview and slopes upwards (approximately 3.5 metres) to the rear, south of the subject lands. A downward slope also exists along 25 Avenue SW towards 17 Street SW. The difference in grade along this slope from 17A Street SW to the northeast corner of the site along 25 Avenue SW is approximately 3.8 metres. The properties are currently developed with three single detached dwellings (one to two storeys) with front driveways.

As identified in *Figure 1*, the community of Bankview reached its peak population in 1981 with 5,590 residents. The current population for the community is 5,211, a decline of 379 residents from its peak population.

Figure 1: Community Peak Population

Bankview	
Peak Population Year	1981
Peak Population	5,590
2018 Current Population	5,211
Difference in Population (Number)	-379
Difference in Population (Percent)	-6.8%

Source: *The City of Calgary 2018 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

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. Though a minor amendment to the *Bankview Area Redevelopment Plan* is required, the proposal generally meets the objectives of applicable policies as discussed in the Strategic Alignment of this report.

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Planning Considerations

Land Use

The existing Multi-Residential – Contextual Grade-Oriented (M-CG) District is a residential designation in developed areas that is primarily for low-height and low-density, grade-oriented multi-residential development where the façade of some or all dwelling units face a public street. The M-CG District allows for a maximum building height of 12 metres and a maximum density of 111 units per hectare.

The proposed Multi-Residential – Contextual Medium Profile (M-C2) District allows for multi-residential development in a variety of forms with medium height and medium density within the developed area of the City. The district rules allow for varied building height and front setback areas in a manner that considers the immediate context and is intended to be applied to sites in close proximity or adjacent to low density residential development. The proposed district allows for a maximum building height of 16.0 metres and a maximum floor area ratio of 2.5, which would enable a maximum building floor area of 3,439 square metres on the subject site. The M-C2 District does not limit density based on the number of dwelling units, but rather limits development intensity by floor area ratio to provide flexibility in building form and dwelling unit size and number.

The proposed M-C2 District is compatible with the land use designation and character of the surrounding area of the subject site. The lands adjacent to the subject site at the east are designated as M-C2 District and developed as a four-storey apartment building. The lands to the south of the subject site along 26 Avenue SW are also designated as M-C2 District and most of them have been developed as three-storey to five-storey apartment buildings or townhouses. As mentioned previously, the subject lands are planned to be consolidated with four additional parcels to the south, which are currently designated as M-C2 District.

Development and Site Design

The rules of the proposed Multi-Residential – Contextual Medium Profile (M-C2) District will provide guidance for the future site development including appropriate uses, height and building massing, landscaping and parking. Given the low density residential uses across the streets at the north and west sides, additional items that are being considered through the development permit process include, but are not limited to:

- appropriate transitions of building height and massing to the low density residential area;
- providing landscaping to complement the design of the development and to help screen and buffer elements of the development that may have impacts on residents or nearby parcels;
- providing a sensitive interface between higher and lower intensity areas and mitigate the shadow impact to the neighbouring properties; and
- a variety of multi-residential housing types to meet the diverse needs of present and future populations.

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Environmental

An environmental site assessment was not required for this application.

Transportation

Pedestrian and vehicular access to the site is available from 25 Avenue SW and 17A Street SW. 26 Avenue SW and 17A Street SW are classified as collector roads in Bankview and provide connections to two Neighbourhood Main Streets (17 Avenue SW and 14 Street SW). The subject site is located approximately 25 metres from transit stops for Routes 6 along 17A Street SW. On-street parking adjacent to the site is non-restricted. A Transportation Impact Assessment was not required as part of this application.

Utilities and Servicing

Public water and sanitary mains are available to service the development. Storm mains are not currently available adjacent to the site. Development servicing shall be determined at both the Development Permit and Development Site Servicing Plan circulation stages.

Stakeholder Engagement, Research and Communication

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

Prior to the application submission, the applicant engaged and informed the Bankview community regarding the proposed land use redesignation. The applicant had a meeting with the Bankview Community Association on 2018 July 17 and hosted a public open house at the Bankview Community Association Hall on 2018 July 25. Approximately 2,500 postcards were distributed to the surrounding neighbours notifying them of the public open house and directing the public to the applicant's website for additional information. Six individuals attended the open house, and no objections were received. The applicant has provided a summary of their community engagement (Attachment 4).

The Bankview Community Association was circulated on this application. The community association did not provide comments on the proposed land use redesignation by CPC Report submission date; however, a letter of response for the associated development permit DP2018-3900 was received on 2018 October 17 from the community association. In addition, Administration sent out two emails to the community association to confirm if they have any comments for this land use amendment application. No response was received by CPC Report submission date.

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Three letters of opposition were submitted including the following comments:

Policy-related comments:

- Departure from the land use policy of *Bankview Area Redevelopment Plan*.
- Density is too high for this location.

Parking-related comments:

- Concern regarding increased population density in this area and the impact on traffic (vehicle and pedestrian), noise and especially parking.
- Congested street parking.

Development-related comments:

- Obstruction of the east facing views of the city for the west neighbouring properties.
- Shadow impact to the neighbouring properties, especially to the low residential dwellings at the west that will lose sun exposure in the morning.
- Both 25th Avenue SW and 17A Street SW are on such steep declines that in the winter there are vehicles constantly stuck in on both sides of these 2 streets all winter long. Adding 94 new residential units to these 2 steep hills with all their added traffic will increase the concern.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate. The proposal conforms to relevant policies of the *Municipal Development Plan* for moderate intensification of developed areas and will be addressed as part of the review of the development permit application, which determines building design and site layout details such as parking, landscaping and site access.

Following Calgary Planning Commission, notifications for 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.

Strategic Alignment

South Saskatchewan Regional Plan (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.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed policy amendment and land use amendment build on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

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Municipal Development Plan (Statutory – 2009)

The subject parcels are located within the Residential - Developed - Inner City area as identified on Map 1: Urban Structure of 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 housing such as townhouses and apartment buildings. The MDP also calls for a modest intensification of the inner city, an area serviced by existing infrastructure, public amenities and transit.

The proposal is in keeping with relevant MDP policies as the rules of the Multi-Residential – Contextual Medium Profile (M-C2) District provide for development form that may be sensitive to existing residential development in terms of height, built form and density.

Bankview Area Redevelopment Plan (Statutory – 1981)

The subject parcels are located within the Medium Low Density on Figure 2 – Land Use Policy of the *Bankview Area Redevelopment Plan* (ARP). The Medium Low Density area is intended to accommodate primarily townhousing and stacked townhousing. To accommodate this proposal, minor amendments are required to Figure 2 of the ARP to identify the subject parcels as Neighbourhood Mid-Rise policy area, which is a land use category that has been recently added to the ARP (2017 July 31), to accommodate the scale of development proposed by this application, as follows:

‘The intent with Neighbourhood Mid-Rise areas is to provide a transition between existing low-rise residential and more intense residential or mixed-use areas along Neighbourhood Corridors, as well as to accommodate increased density through midrise residential buildings four to six storeys in height that provide a sensitive interface between higher and lower intensity areas.’ (ARP, Part 3.0, Section 3.1, Subsection 3.1.2)

The proposed M-C2 District would comply with the intent of this area and overall goals of the *Bankview ARP*.

Social, Environmental, Economic (External)

The recommended land use allows for wider range of housing types than the existing Multi-Residential – Contextual Grade-Oriented (M-CG) District and as such, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics.

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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 conforms to the *Bankview Area Redevelopment Plan* as amended and is in keeping with applicable policies of the *Municipal Development Plan*. Situated on a corner parcel that is adjacent to M-C2 District, the site's location is ideal for moderate density increase due to its close proximity to transit and major corridors. The recommended M-C2 District represents a modest density increase of inner-city parcels of land and allows for a development that has the ability to be compatible with the character of the existing neighbourhood.

ATTACHMENT(S)

1. Applicant Submission
2. Proposed Amendment to the Bankview Area Redevelopment Plan
3. Development Permit (DP2018-3900) Summary
4. Summary of Applicant-led Community Engagement