

CPC Report (CP2018-0986) Heard August 23, 2018

Item #7.2.12

Planning & Development Report to
Calgary Planning Commission
2018 August 23

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Policy Amendment and Land Use Amendment in Bankview (Ward 8) at 2140 - 16 Street SW, LOC2018-0110

EXECUTIVE SUMMARY

On 2018 May 11, a land use amendment application was submitted by TC Design and Consulting, on behalf of the landowner, SecurFund Capital Corporation. This application proposes to change the designation of the subject parcel from Residential Contextual One/Two Dwelling (R-C2) District to Multi-Residential – Contextual Grade Orientated (M-CG) District parcel to allow for:

- Multi-residential buildings (e.g townhouses, fourplexes);
- A maximum building height of 12 metres (an increase / a decrease 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* and meets many of criteria within the *Location Criteria for Multi-Residential Infill* guidelines. However, an amendment to the *Bankview Area Redevelopment Plan* is required to accommodate this land use amendment application.

No development permit has been submitted at this time. If this redesignation application is approved by City Council, the building design, number of units, and site layout details such as parking, landscaping, and site access will be determined during the development permit application review.

ADMINISTRATION RECOMMENDATION:

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

1. ADOPT, by bylaw, the proposed amendment to Bankview Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. ADOPT, by bylaw the proposed redesignation of 0.05 hectares \pm (0.12 acres \pm) located at 2140 - 16 Street SW (Plan 261L, Block 22, Lots 22 and 23) from Residential Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Grade Orientated (M-CG) District; and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

Approval(s): **S. Lockwood** concurs with this report. Author: **T. Schlodder**

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BACKGROUND

This land use amendment application was submitted by TC Design and Consulting, on behalf of the landowner, SecurFund Capital Corporation on 2018 May 11. While no development permit application has been submitted at this time, the applicant has indicated the intent to pursue a rowhouse or a cluster type of development in the future, as indicated in the Applicant's Submission (Attachment 1).

Approval(s): S. Lockwood concurs with this report. Author: T. Schlodder

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Location Maps



Approval(s): S. Lockwood concurs with this report. Author: T. Schlotter

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Site Context

The subject site is located in the community of Bankview, north of 21 Avenue SW and east of 16 Street SW. A three storey semi-detached building is located to the east on a parcel designated Multi-Residential – Contextual Grade Orientated District with a density modifier of 49 (M-CGd49). A one storey bungalow with detached garage is located to the north on a parcel designated Residential Contextual One/Two Dwelling (R-CG) District. Buckmaster Park and Bankview Community Garden are located to the south on parcels designated as Special Purpose – Community Service (S-CS) District and Special Purpose – School, Park and Community Reserve (S-SPR) District. A three storey apartment building is located to the west on a parcel designated as Multi-Residential Contextual Medium Profile (M-C2) District. Mount Royal Junior High School is located approximately three blocks east of the site.

The subject site is currently developed with a pre-1950s, multi-residential building with six units and is two and a half storeys in height. The site is relatively flat but the rear lane is significantly lower in grade than the site itself.

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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INVESTIGATION: ALTERNATIVES AND ANALYSIS

On 2018 May 11, 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 Orientated (M-CG) District. During the 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 only allows for a maximum of two dwellings units per parcel. Such policy does not align with the current *Municipal Development Plan* policies in that it does not allow for any increase in density within an established area. To allow for this land use to be approved, a minor amendment to the land use map contained within this ARP will be required to show the parcel as part of the Medium Low Density 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 proposes to redesignate the subject site to Multi-Residential Contextual Grade Orientated (M-CG) District, which would allow for:

- Multi-residential buildings (e.g townhouses, fourplexes);
- A maximum building height of 12 metres (an increase / a decrease 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's located on a corner parcel, adjacent to a number of important amenities and in close proximity to a planned corridor. Further details regarding this evaluation is contained in subsequent sections of this report.

Residential – Contextual Grade Orientated (R-CG) District was not contemplated as an alternative.

Development and Site Design

The rules of the proposed Multi Residential - Contextual Grade Orientated (M-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 will be considered as part of a future development permit review process include:

- Ensuring the future building design utilizes high quality finishing materials;

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- Adequate on-site parking is provided, with access from the rear lane;
- Ensure the corner lot's "visibility triangle" is protected, thereby improving the traffic and pedestrian safety at the intersection of 16 Street and 21 Avenue SW;
- Explore other potential improvements to pedestrian safety along 21 Avenue SW; and
- Explore building design solutions that address the building height transition with adjacent parcels.

Transportations Networks

Neither a Traffic Impact Assessment nor a Parking Study were required as part of this land use application at this time. Access is anticipated to be from the lane and transit service is within close proximity of the subject parcel.

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. Individual servicing connections as well as appropriate stormwater management will be considered and reviewed at development permit stage.

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 as Administration's standard practice. In their response, they stated that their support is dependent on how the future building design is approached. They requested that the Applicant consult with them further regarding future building design concepts and suggested the Applicant submit a concurrent Development Permit application to provide these details, allowing them to provide more specific comments. The community association also requested that as a condition of approval, The City provide traffic calming features on 21 Avenue SW, including wider sidewalks and a reduction in on-street parking near the intersection with 16 Street SW. The complete letter is attached to this report (Attachment 2)

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

Administration considered the concerns expressed by the Community Association in the review of this proposed land use amendment application. Review and discussion surrounding the potential building design on this site would be addressed as part of a future development permit application. In response to the community association's request for further consultation, Administration has strongly encouraged the Applicant to contact the Bankview Community Association to engage with them regarding potential building design. Details regarding the outcome of this engagement are detailed in the Engagement section below. Improvements to the road network will be considered at the development permit stage when specific details such as proposed unit density and potential traffic generation are available.

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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 several occasions between 2018 June 18 and 2018 July 06 to introduce themselves and setup a meeting to discuss the application. On 2018 July 11, the applicant indicated that they were unable to setup an initial meeting with the Community Association and would like to move forward with the application process.

No additional 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.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory – 2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the South Saskatchewan Regional Plan (SSRP) which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

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 – 2014)

The subject site meets the majority 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.

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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 16 Street SW and the eastern adjacent parcel), is adjacent to open space, has direct lane access and is in close proximity to a planned corridor (the 14 Street SW Main Street).

The site does not satisfy the criteria of being within 600 metres of the primary transit network and does not front onto a higher standard roadway.

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.

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 Orientated District of Land Use Bylaw 1P2007.

ATTACHMENT(S)

1. Applicant's Submission
2. Letter from the Bankview Community Association
3. Proposed amendment to, Bankview Area Redevelopment Plan

Approval(s): S. Lockwood concurs with this report. Author: T. Schlodder

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Attachment 1

Applicant's Submission

The Purpose of the rezoning is encouraging more families to move into the area, increasing the density, and bringing a build form that will enhance the corner parcel with entrances on both street faces. The build form intended could be row-house or cluster type form. The intended number of units will comply with bylaw density requirements. The units will provide a 2 bedrooms or 3 bedrooms. This type of building form adds to the residential appearance of side street and allows to keep design patterns prevalent in the neighborhood.

We feel that The proposed re-designation meets some or most of the MDPs and ARPs policies, as well as Location Criteria for Multi-Family residential Infill.

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Attachment 2

Letter from the Bankview Community Association

Bankview Community Association

2418 17th Street Southwest, Calgary, Alberta T2T 4M8

Tel. (403) 244-2544



Date: June 8, 2018

To: Tom Schlodder
By email to: tom.schlodder@calgary.ca

File Reference: LOC2018-0110
Subject Address: 2140 16 SW

Dear Mr. Schlodder,

The Bankview Community Association Development Committee has received the above noted land use redesignation and we submit our comments herewith.

Our support of re-designation is dependent on how the design is approached. For this reason, the BCADC insists that the applicant submit concurrent LOC and DP applications. We will not accept an uninspired development at this prominent location (directly across from Buckmaster Park on a street featuring century homes).

If the developer wishes to have community support for this project, advance consultation with CA is required. We don't understand what the developer would like to do here, and without a concurrent application, the BCADC has determined that M-CG zoning is not appropriate for this site. After all, the current 6 units are non-conforming (grandfathered in), and set a low standard in terms of form and function.

Is the client name on the site plan the developer? We have concerns around a spec home builder accustomed to horizontal and custom single-family homes doing the design / build for a project like this. We would like to see a portfolio before moving forward. We stress that QUALITY is of utmost importance.

The design must incorporate high quality materials – select brick similar to precedent examples on 16ST SW (e.g. No. 2129, 1818 or 2128). We believe that a modern block would be appropriate if the materials are of high quality. The subject site is reminiscent of a project in Sunnyside (another end-of-block parcel, rezoned to M-CG). Please see the Sunnyside Village Townhomes project, which can be viewed at <https://www.sunnysideliving.ca/contact>. Importantly, the Bankview site is smaller than the Sunnyside site, so the same density is not achievable. We find the aesthetics of the Sunnyside design appropriate for the subject site (not the number of units).

The applicant notes that a purpose of this development is to attract families to Bankview. If that is the case, the configuration of the proposed units should be offered for review. It is unclear how family-sized units will be provided at the density proposed on a site this size in a way which respects the immediate context. We encourage the developer and File Manager to visit the location and take note of the rowhouse example fronting the NE corner of Buckmaster Park for inspiration (1611 21 AV SW). We challenge the developer to surpass the quality and sensitivity to context seen at 1611 21 AV SW. The site notice indicates that the re-designation would increase the height of the building from 10m to 12m and the development would comprise up to 6 units. This is not apparent on the LOC application details but should certainly be stated somewhere so that the CA can comment on it. If M-CG maximum density is applied to the site area of 0.0573 Ha, the maximum yield would be 6.37 dwellings. This MUST be rounded down with a density modifier to allow a MAXIMUM of 4 units OR zoned RC-G.

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Attachment 2

Letter from the Bankview Community Association

The existing building provides off-street parking at the rear. The new development must also provide off-street parking accessible from the laneway. 1 stall per dwelling unit is required including visitor stalls. A row of garage doors facing the street is not community friendly or in character with the neighborhood (even if there is lazy precedent for it).

If the developer wishes to have community support for the development, advance consultation with CA is required.

Finally, increased density without amenity does not lead to quality. The site fronts a prominent neighbourhood community space, and it would be negligent to approve any project here without addressing existing public safety issues at this location.

The intersection of 16 ST SW and 21 AV SW experiences regular near-miss incidents involving traffic, pedestrians and parked cars, especially in winter with eastbound cars travelling down the 21 AV SW hill towards 14 ST SW. Major public safety issues at this location necessitate a design intervention to be initiated by the City. To enhance public safety, as well as the residential experience of the "families" living in the proposed units, the City must introduce new traffic calming measures on 21 AV SW. We would like to see the introduction of wider sidewalks and reduced on-street parking on all sides of this intersection and along the front of the proposed development (on 21 AV SW). Please see attached sketch for details.

We appreciate a formal response from the File Manager and Councillor Evan Woolley regarding action taken to initiate this intervention. As the City intensifies development in Bankview, it is imperative that the City also maintain and enhance public realm infrastructure to support our growing population. Mr. Schlodder and Councillor Woolley - We greatly appreciate the assistance that you can provide on this front.

Thank you for inviting our feedback. We look forward to understanding what the applicant would like to do here.

Respectfully,
Bankview Community Association

Jennifer Miller
Director, Development Committee

Cc:
Cllr. Evan Woolley, evan.Woolley@calgary.ca, eaward8@calgary.ca
Nathan Berko, President, Bankview Community Association, president@bankview.org
Bankview Development Committee Members

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Attachment 3

Proposed Amendment to the Bankview Area Redevelopment Plan

1. The Bankview Area Redevelopment Plan attached to and forming part of Bylaw 13P81, as amended, is hereby further amended as follows:
 - (a) Amend Figure 2 entitled "Land Use Policy", by changing 0.05 hectares \pm (0.12 acres \pm) located at 2140 - 16 Street SW (Plan 261L, Block 22, Lot 23) from "Conservation" to "Medium Low Density" as generally shown in the sketch below:

