

Planning & Development Report to  
Calgary Planning Commission  
2018 December 13

ISC: UNRESTRICTED  
CPC2018-1377

**Policy Amendment and Land Use Amendment in Banff Trail (Ward 7) at 2440 and 2436 -  
22 Street NW, LOC2017-0097**

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**EXECUTIVE SUMMARY**

This land use amendment application has been submitted by Abanoub Development on behalf of Harvest Hills Professional Centre Ltd on 2017 March 24. The application proposes to change the designation of 2440 and 2436 - 22 Street NW from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Low Profile (M-C1) District to allow for:

- multi-residential buildings (e.g. townhouses, apartment buildings);
- a maximum building height of 14 metres (an increase from the current maximum of 10 metres);
- a maximum of 22 dwelling units (an increase from the current maximum of 4 to 5 dwelling units); and
- the uses listed in the proposed M-C1 District.

The proposal is in keeping with the applicable policies identified the *Municipal Development Plan* and implements applicable policies of the *Banff Trail Area Redevelopment Plan* as they relate to the northern portion of the site. However, an amendment to the *Banff Trail Area Redevelopment Plan* is required to accommodate the proposed redesignation on the remainder of the site.

A development permit application for Assisted Living was submitted by Abanoub Architecture & Interior Design on 2018 November 27 and is currently under review.

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**ADMINISTRATION RECOMMENDATION:**

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

1. **ADOPT**, by bylaw, the proposed amendments to the Banff Trail Area Redevelopment Plan (Attachment 1); and
2. Give three readings to the proposed bylaw.
3. **ADOPT** by bylaw the proposed redesignation of 0.15 hectares  $\pm$  (0.37 acres  $\pm$ ) located at 2440 and 2436 – 22 Street NW (Plan 9110GI, Block 12, Lots 9 and 10) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Low Profile (M-C1) District; and
4. Give three readings to the proposed bylaw.

**RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2018 DECEMBER 13:**

That Council hold a Public Hearing; and

1. Adopt, by bylaw, the proposed amendments to the Banff Trail Area Redevelopment Plan;
2. Give three readings to **Proposed Bylaw 14P2019**;
3. Adopt by bylaw the proposed redesignation of 0.15 hectares  $\pm$  (0.37 acres  $\pm$ ) located at 2440 and 2436 – 22 Street NW (Plan 9110GI, Block 12, Lots 9 and 10) from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Low Profile (M-C1) District; and
4. Give three readings to **Proposed Bylaw 49D2019**.

**PREVIOUS COUNCIL DIRECTION / POLICY**

None.

**BACKGROUND**

This land use amendment application was submitted by Abanoub Development on behalf of Harvest Hills Professional Centre Ltd on 2017 March 24 (Attachment 2). As indicated in the preceding section of this report, a development permit application for Assisted Living with 45 rooms/units (DP2018-5551) has been submitted by the Abanoub Architecture & Interior Design on 2018 November 27 (Attachment 3).

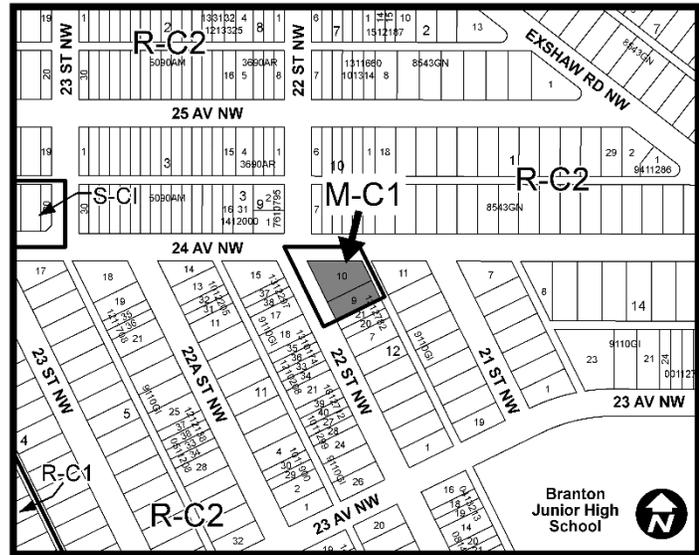
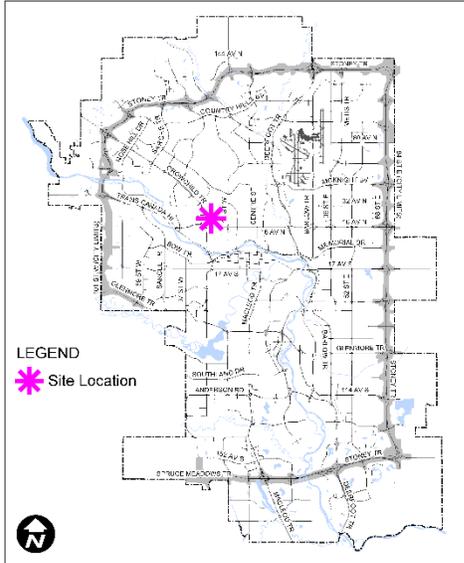
The community of Banff Trail is subject to planning and development policies of the *Banff Trail Area Redevelopment Plan*. In 2016, City Council adopted comprehensive amendments to the area redevelopment plan allowing for residential intensification in strategic locations.

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Location Maps

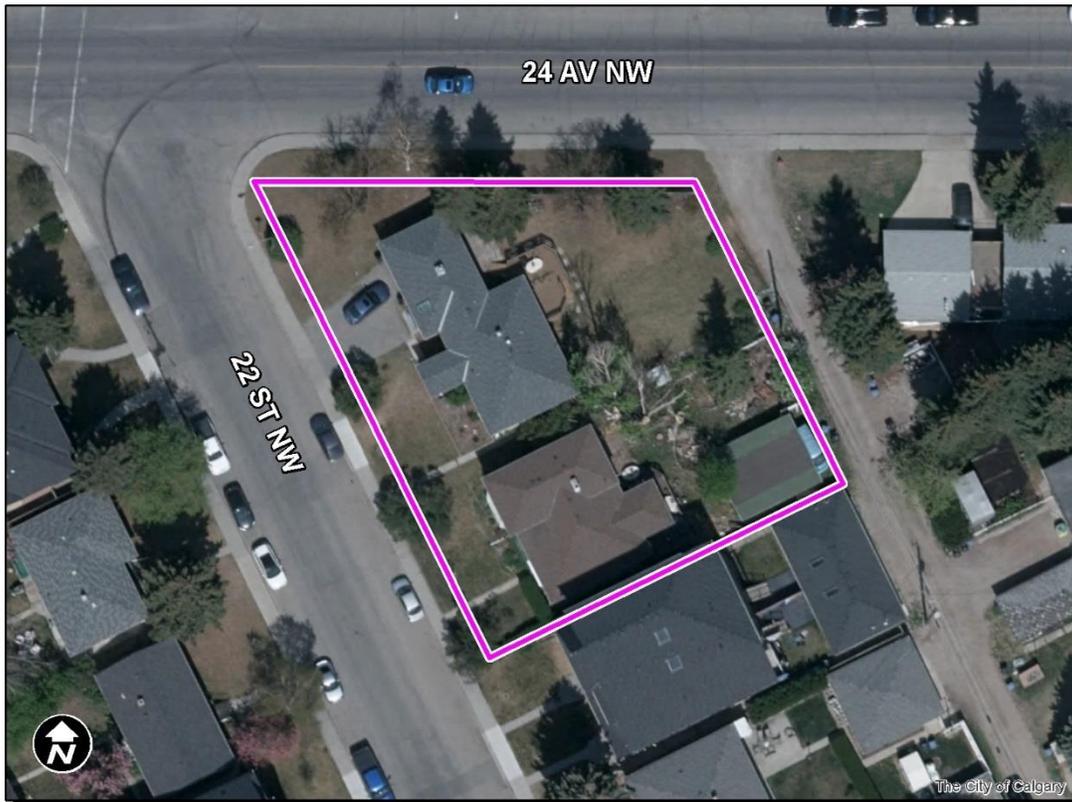


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### Site Context

The subject site consists of two separate titled parcels and is located at the southeast corner of the intersection of 22 Street NW and 24 Avenue NW in the community of Banff Trail. The site is approximately 0.15 hectares in size with approximately 40 metres and 50 metres of frontage along 24 Avenue NW and 22 Street NW respectively. The northern property (2440 – 22 Street NW) is currently developed with a one-storey single detached dwelling with a one car garage accessed from 22 Street NW. The southern property (2436 – 22 Street NW) is developed with a two-storey split level single detached dwelling with a single car garage accessed from the rear lane.

The subject site is approximately 400 metres from the Banff Trail LRT Station (Attachment 4). Surrounding development is comprised of predominantly 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 allow for rowhouse buildings (R-CG) as a result of a city-initiated redesignation approved by Council in 2017.

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

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Figure 1: Community Peak Population

<b>Banff Trail</b>	
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 two properties located in an established community and provides for uses and development forms that have the ability to be compatible with the existing neighbourhood.

As identified in the Strategic Alignment section of this report, the northern portion of this site has been already identified for intensification by the *Banff Trail Area Redevelopment Plan*. The proposed expansion of multi-residential uses to the southern portion of the site is considered appropriate as it allows for a more efficient use of land, better vehicular access and additional redevelopment options.

While a range of alternative land use options have been considered for this site during the application review, the rules of the proposed M-C1 District in combination with policies of the *Banff Trail Area Redevelopment Plan* are considered appropriate land use mechanisms to implement broader objectives identified in the *Banff Trail Area Redevelopment Plan* and the *Municipal Development Plan*.

### **Planning Considerations**

The following sections highlight the scope of technical planning analysis conducted by Administration.

#### ***Land Use***

The existing Residential – Contextual One / Two Dwelling (R-C2) District is a residential designation that is primarily for single detached, side-by-side and duplex homes. Single detached homes may include a secondary suite.

The proposed Multi-Residential – Contextual Medium Profile (M-C1) District a multi-residential designation that is primarily for three to four-storey apartment buildings and townhouses within 14 metres. The M-C1 District allows for up to 148 units per hectare or 22 dwelling units on this

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site. Assisted Living, a discretionary use in the proposed M-C1 District, is typically not subject to the maximum density requirements as Assisted Living units do not meet the land use bylaw definition of dwelling units.

The recommended M-C1 land use district has a range of contextual building setback and massing rules which render the M-C1 District appropriate next to the existing low density residential development.

***Development and Site Design***

The applicable site and building design policies of the *Banff Trail Area Redevelopment Plan* together with the rules of the proposed M-C1 District will provide basic guidance for the future site development. That includes appropriate uses, height and building massing, landscaping, access 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 building interface along the 24 Avenue NW and 22 Street NW frontages;
- appropriate building height transition along the southern portion of the site;
- emphasizing individual at-grade entrances (depending on proposed uses);
- provision of amenity space for individual units (depending on proposed uses);
- the delineation of an appropriate front setback between the future building and adjacent streets and existing development;
- site appropriate vehicular access, parking and garbage pick up; and
- potential improvements to portions of the existing lane.

***Environmental***

An Environmental Site Assessment was not required for this application.

***Transportation***

As outlined in the Site Context section of this report, the site is located within 400 metres of the Banff Trail LRT Station. Pedestrian access to the LRT station and other nearby Transit facilities is accommodated through an established network of sidewalks.

A Transportation Impact Assessment was not required for this application. While the design and exact location of vehicular access will be determined later at the development permit stage, it is anticipated that the existing front driveway off 22 Street NW will be closed, and all future vehicular access will be provided from the rear lane. Any future improvements to the existing lane will be reviewed and determined at the development permit stage. Currently, unregulated public parking is allowed along 22 Street NW and 24 Avenue NW.

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***Utilities and Servicing***

Storm, sanitary sewer and water mains are available on 22 Street NW and 24 Avenue NW respectively. Depending on the size of the future development, a Sanitary Servicing Study may be required at the development permit stage. No additional extensions and/or upgrades to the existing infrastructure are known at this time. On-site stormwater management solutions will be 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 supplemented the City's standard communication practices with distribution of project information sheets to adjacent landowners and holding two open house style events in November of 2017 and August of 2018. At these events, the applicant shared their development concept for this site with interested residents from the area and members of the Banff Trail Community Association Planning Committee. Administration was present at the second meeting.

Although no formal letter has been received from the Banff Trail Community Association at this time, Administration has discussed the proposal and the anticipated development with members of the Banff Trail Community Association Planning Committee on several occasions. The Association does not oppose the proposed redesignation in principle. However, they support and encourage the applicant to engage with adjacent neighbours to facilitate a development outcome that fits within the existing neighbourhood and addresses some of the key concern raised by neighbours.

Eight (8) letters were submitted in objection to the proposal including the following concerns:

- reduced property values;
- on-street parking concerns;
- concerns regarding high traffic volumes in the area;
- no guarantee that the building would be an assisted living facility following rezoning of the site;
- site not being able to provide sufficient outdoor space for future tenants;
- the maximum height and density proposed for these lots is higher than the redevelopment plan allows for
- the proposal is out of character with the area and the future plans developed for this area;
- the proposed lots sizes do not support the parking required for this type of development;
- this would be the only "commercial" building within the area; and
- a building of this size would have negative impacts on the privacy of adjacent residents.

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Administration considered the relevant planning issues specific to the proposed redesignation and amendment to the *Banff Trail Area Redevelopment Plan* and has determined the proposal to be appropriate. If this application is approved by Council, the building size, building design, mix and size of uses and site layout details such as parking, landscaping and site access will be determined later at the development permit review stage.

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 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 – Inner City Area as identified on Map 1 of the *Municipal Development Plan (MDP)*. The Inner City Area polices generally encourage more efficient use of serviced land and sensitive redevelopment that is compatible with the existing neighbourhood. In addition, 'Creating Great Communities' policies of the MDP encourage special care facilities to locate within residential neighbourhoods to provide for a broad range of specialized accommodation and care homes to meet a diverse community needs including nursing and older adult homes.

The MDP also promotes the notion of complete communities. As per the MDP, complete communities are vibrant, green and safe places, where people of varying ages, incomes, interests and lifestyles feel comfortable and can choose between a variety of building types and locations in which to live, and where daily needs can be met. The proposal is consistent with the applicable MDP policies for this area.

***Banff Trail Area Redevelopment Plan (statutory – 1986)***

The site is subject to statutory policies of the *Banff Trail Area Redevelopment Plan (ARP)* which provide direction for future redevelopment of Banff Trail. In March of 2016, Council approved amendments to the ARP to identify areas in the community appropriate for intensification.

Through these amendments a number of blocks and corner parcels within the community, including the northern portion of the site, were identified as 'Medium Density Low-Rise' on Figure 2 of the ARP. The 'Medium Density Low-Rise' area is intended to allow for multi-residential uses and developments compatible with the existing character of the area. The ARP

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allows for approximately three to four storeys, or 12 metres, in building height on lands directly adjacent to 24 Avenue NW, which includes the northern portion of the site.

The southern portion of the site is located the 'Low Density Residential' typology of the ARP which allows for single, semi-detached and duplex dwellings and limits the maximum building height to approximately two to three storeys, or 10 metres, in building height.

Proposed Amendments to the Banff Trail Area Redevelopment Plan

While the proposed redesignation of the northern portion of the site implements the applicable land use policies of the ARP, an amendment to Figure 2 (Land Use Plan) is required to accommodate the proposed redesignation of the southern portion of the site. The proposed change aligns with some of the key objectives of the ARP such as preservation of the existing quality of the neighbourhood, allowance for compatible infill development and availability of a different housing types within the community.

An amendment to Figure 3 (Maximum Building Heights) is also proposed to ensure any future development on this property steps down in height and building mass along the site's southern edge.

Recognizing the objective of this land use amendment, several policies specific to the Assisted Living use are proposed to facilitate a successful integration of the anticipated development with the existing neighbourhood. All proposed amendments are included in Attachment 1.

***Location Criteria for Multi-Residential Infill (non-statutory - 2014)***

Council adopted the *Location Criteria for Multi-Residential Infill* to assist with the evaluation of land use amendment applications when considering multi-residential developments in low density residential areas. Proposed redesignation of the southern portion of the site generally aligns with some of the criteria. The parcel has lane access and is next to a planned multi-residential area. The Banff Trail LRT is approximately 400 metres to the southwest and other transit stops are available within a short walking distance from the site. The location criteria do not apply to the northern portion of the site.

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.

***Transit Oriented Development Policy Guidelines (non-statutory – 2004)***

The general objectives identified in the *Transit Oriented Development Policy Guidelines* provide additional policy support for this project. It should be also noted that many of the applicable transit oriented development guidelines have been previously incorporated into the *Banff Trail Area Redevelopment Plan*.

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***Planning Principles for the Location of Care Facilities and Shelters (non-statutory - 2011)***

Although the proposed redesignation does not guarantee that the anticipated Assisted Living complex will be developed, the *Planning Principles for the Location of Care Facilities and Shelters* were also used by Administration in evaluation of this proposal. This Council approved policy provides non-statutory guidelines for care facilities including Assisted Living and Residential Care.

The document recognizes care facilities as an integral part of complete communities and residential areas. Careful consideration, however, must be given to the local context and land use pattern of a particular area in regard to design, scale, form and setbacks. Such facilities should be also located within reasonable walking distance to transit and services. Larger facilities within residential areas may be considered appropriate depending on the suitability of individual sites. The proposal generally aligns with the intent of the guidelines and allows for a building form that has the ability to be compatible with adjacent development.

**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 in this community.

**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 the policies of the *Municipal Development Plan* and implements the objectives identified in the *Banff Trail Area Redevelopment Plan*. The proposed expansion of multi-residential uses to the southern portion of the site is considered appropriate as it allows for a more efficient use of land, better access and additional redevelopment options of this site. The proposed M-C1 District together with proposed amendments to the *Banff Trail Area*

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*Redevelopment Plan* appropriately limit the allowable building envelope to ensure future redevelopment occurs in a sensitive manner.

**ATTACHMENT(S)**

1. **Proposed Bylaw 14P2019**
2. Applicant Submission
3. Development Permit (DP2018-5551) Summary
4. Site Context Map
5. **Proposed Bylaw 49D2019**
6. **Public Submissions**