

Planning & Development Report to
Calgary Planning Commission
2019 March 07

ISC: UNRESTRICTED
CPC2019-0125

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

EXECUTIVE SUMMARY

This application for policy and land use amendment was originally submitted on 2018 May 11 by TC Design and Consulting, on behalf of the landowner, SecurFund Capital Corporation. The application was presented to the Calgary Planning Commission (CPC) on 2018 August 23, where it was referred back to Administration with direction requiring:

- Applicant-led engagement with the Bankview Community Association, and,
- The submission of a concurrent development permit (DP).

Since the CPC meeting of 2018 August 23, the applicant has undertaken the required engagement and prepared a development concept (not a DP) to bring back to CPC for consideration. The development concept is proposed by the applicant as an alternative to a concurrent DP, based on applicant concerns that a concurrent DP is not feasible at this time due to financing issues and market conditions. The development concept consists of a site plan and two building elevation drawings. These drawings provide an easily understood representation of the intended type and scale of development, without other details that would be expected on development permit drawings, including floor plans, dimension lines, materials lists or landscape planting details. These concept drawings allow for further iterative discussions regarding stakeholder expectations without the applicant having to go through the time and expense associated with creating development permit-ready drawings for each iteration. The applicant has undertaken this approach in consultation with and support from both the Community Association and the Ward 8 office.

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 Oriented (M-CG) District parcel to allow for:

- Multi-residential buildings (e.g. townhouses, fourplexes) in addition to single detached and semi-detached dwellings;
- A maximum building height of 12 metres (an increase 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 the criteria within the *Location Criteria for Multi-Residential Infill* guidelines. A minor amendment to the *Bankview Area Redevelopment Plan* is required to accommodate this land use amendment application.

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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);
2. Give three readings to the proposed bylaw;
3. **ADOPT**, by bylaw, the proposed redesignation of 0.05 hectares ± (0.12 acres ±) located at 2140 – 16 Street SW (Plan 261L, Block 11, 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.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 March 7:

That Council hold a Public Hearing; and

1. **ADOPT**, by bylaw, the proposed amendment to Bankview Area Redevelopment Plan;
2. Give three readings to **Proposed Bylaw 27P2019**;
3. **ADOPT**, by bylaw, the proposed redesignation of 0.05 hectares ± (0.12 acres ±) located at 2140 – 16 Street SW (Plan 261L, Block 11, 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 **Proposed Bylaw 91D2019**.

Excerpt from the Minutes of the 2019 March 07 Regular Meeting of the Calgary Planning Commission:

“A Revised Attachment 2, was distributed with respect to Report CPC2019-0125.

A clerical correction was noted in Attachment 3, paragraph 1(a) of Report CPC2019-0125 by replacing the term "Medium Low Density Redevelopment" with "Medium Low Density".”

PREVIOUS COMMITTEE DIRECTION / POLICY

At the 2018 August 23 Calgary Planning Commission meeting, the following motion was brought forward by Councillor Woolley and carried by the Calgary Planning Commission:

That with respect to Report CPC2018-0986, the following be approved: That Calgary Planning Commission:

Approval(s): S. Lockwood concurs with this report. Author: T. Schlotter
City Clerk's: G. Chaudhary

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1. Refer this application back to Administration for applicant led engagement with the Community Association; and
2. Direct Administration to bring the application back with a concurrent development permit, through the Calgary Planning Commission, no later than Q1 2019.

BACKGROUND

This land use amendment application was submitted by TC Design & Consulting, on behalf of the landowner, SecurFund Capital Corporation, on 2018 May 11. As noted in the Applicant's Submission (Attachment 1) and Engagement Summary (Attachment 2), the applicant has identified their intent to pursue a development permit application a Multi-residential development on the subject site in the future.

This policy and land use amendment application presented to Calgary Planning Commission on 2018 August 23 with a recommendation from Administration for approval. At this meeting, following a formal presentation and questions, CPC referred the report back to Administration, directing the applicant to engage with the Bankview Community Association and for Administration to bring the application back to CPC with a concurrent development permit, no later than Q1 2019. The previous report is included (Attachment 4) to provide background.

The applicant has since engaged with the Bankview Community Association's Development Committee (BDC) and a summary of the applicant-led engagement has been provided by their consultant (Attachment 2). The ground-orientated row housing / townhomes that are conceptually shown in the development concept drawing (Attachment 2) are a representation of what the applicant intends to build. This development concept is subject to changes that may occur with further input from the BDC and the development permit review process. Further, the applicant has been in contact with the Ward 8 office and reached an understanding that a conceptual drawing of the future potential development would be suitable for CPC to consider instead of a concurrent development permit application. The concurrent DP was substituted for a development concept due to applicant concerns that a concurrent DP was not feasible at this time due to financing issues and market conditions. The development concept will be made available during the presentation of this report, and has not been included in this report, as it is for illustrative purposes pursuant to the applicant-led engagement, and has no official application status at this time.

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Site Context

The subject site, which is approximately 15 metres by 36 metres, is located in the community of Bankview, north of 21 Avenue SW and east of 16 Street SW. To the east, there is a three storey semi-detached building on a parcel designated Multi-Residential – Contextual Grade Orientated (M-CGd49) District with a density modifier of 49. To the north, there is a one storey bungalow with detached garage on a parcel designated Residential Contextual One / Two Dwelling District (R-CG). To the south, there is Buckmaster Park and Bankview Community Garden on parcels designated as Special Purpose – Community Service (S-CS) District and Special Purpose – School, Park and Community Reserve (S-SPR) District. To the west, there is a three storey apartment building 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 apartment 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.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

On 2018 May 11, a land use amendment application was submitted that proposes the redesignation of a single residential parcel (the “subject site”) to Multi-Residential - Contextual Grade Oriented (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 allows for a maximum of two dwellings units per parcel. Such policy does not align with the current *Municipal Development Plan* as it does not allow for any increase in density within an

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established area. A minor amendment to the land use map contained within this ARP is required to show the parcel as part of the Medium Low Density Redevelopment 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 Oriented (M-CG) District, which would allow for:

- Multi-residential buildings (e.g. townhouses, fourplexes) in addition to single detached and semi-detached dwellings;
- A maximum building height of 12 metres (an increase 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 is located on a corner parcel, adjacent to a number of important amenities and in close proximity to 14 Street SW, which is an MDP Neighborhood Main Street corridor. Further details regarding this evaluation are contained in subsequent sections of this report.

Development and Site Design

The rules of the proposed Multi-Residential – Contextual Grade Oriented (M-CG) District will provide basic guidance for the future site development including appropriate uses, height, building massing, landscaping and parking.

To align with the general understanding reached between the applicant and the Bankview Community Association's Development Committee, proposed future development on this parcel will include up to 5 residential units and may include rolled curbs and a curb bulb-out on 21 Avenue SW, intended to provide a safer pedestrian connection to the adjacent park.

Environmental

No environmental issues have been identified at this time.

Transportation

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 but will be determined at the Development Permit stage, along with any proposed traffic-calming features and non-standard

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curb treatments. Transit service routes 6, 7 and 414 are within close proximity of the subject parcel (200 – 350 metres).

Utilities and Servicing

Water, storm 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 storm water management will be considered and reviewed at development permit stage.

Stakeholder Engagement, Research and Communication

Communications

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

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

Applicant-led engagement

As a result of CPC's motion arising to engage with the Bankview Community Association, the applicant retained Quantum Developments to assist with public engagement. The applicant met with the Bankview Community Association's Development Committee (BDC) on 2018 September 18 to introduce the project and discuss their concerns. The applicant and their consultant met with the BDC again on 2018 October 30 to:

- Review several development concept drawings based on the feedback from the previous meeting; and
- Discuss the applicant's planning rationale and the potential development impacts of various development forms.

As a result of this engagement, there was a general agreement by the BDC and the applicant that five units on this site would better achieve BDC objectives, including unit affordability and minimal impacts on the streetscape. A summary of the applicant-led engagement has been provided by their consultant (see Attachment 2). Below is a summary of the overall engagement process since the initial application was received:

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<u>Date</u>	<u>Project Phase</u>	<u>Details</u>
2018 June 18 - 2018 July 6	Setup Engagement	Applicant made unsuccessful attempts to connect and engage with community association.
2018 July 11	Setup Engagement	Applicant decided to proceed to CPC without having engaged with Community Association.
2018 August 23	CPC Meeting	CPC referred application back to Administration for applicant-led engagement and concurrent development permit submission/review.
2018 September 18	Engagement Phase 1	Applicant met with community association to introduce application and collect feedback.
2018 October 30	Engagement Phase 2	Applicant team presented concept changes to community association based on previous phase of engagement and discussed further.
2018 December 11	Ward 8 Office discussion	Applicant and Ward 8 office discussed feasibility for a concurrent DP; agreed that a development concept would suffice, provided the Community Association engagement was satisfactory.
2019 January 22	Engagement Phase 2	Community Association provided updated comment letter (Attachment 5) confirming satisfactory applicant-led engagement thus far and they're no longer opposed to this application.

Strategic Alignment

South Saskatchewan Regional Plan (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.

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Interim Growth Plan (2018)

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

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 allows a maximum of two dwelling units per parcel. This application requires a minor amendment to the Land Use Policy (Figure 2) to show this site as part of the Medium Low Density Redevelopment area (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.

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.

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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.

No environmental issues have been identified at this time.

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 Oriented District of Land Use Bylaw 1P2007.

ATTACHMENT(S)

1. Applicant's Submission
2. Summary of Applicant led engagement & preferred development concept
3. **Proposed Bylaw 27P2019**
4. CPC Report (CPC2018-0986) heard at 2018 August 23 CPC Meeting
5. Community Association Letters
6. **Proposed Bylaw 91D2019**
7. **Commissioner Comments**