

52 STREET S.E. SPECIAL STUDY



THE CITY OF CALGARY
PLANNING & BUILDING DEPARTMENT



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TRANSPORTATION DEPARTMENT

APRIL 1988

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EXECUTIVE SUMMARY

The purpose of this study is to identify and resolve land use and transportation issues on 52 Street S.E. between 14 and 17 Avenues.

The Land Use issues relate primarily to:

- o whether the land use on this street should remain low density residential or be redesignated to commercial uses, because of traffic volumes; and
- o the height of the commercial buildings on 17 Avenue S.E., east of 52 Street.

The Transportation issues relate to:

- o safety and traffic flow because this section of 52 Street is misaligned with the section to the north; and
- o residents' concerns about noise and air pollution from vehicles, and in particular, trucks.

All property owners, residents and business people were advised of this study and an advisory committee was formed with representation from all groups. A series of meetings were held to discuss issues, generate alternatives and receive feedback from this advisory committee. An Information Centre and Opinion Survey were carried out to obtain residents' and businesses' reactions to alternative land use and transportation proposals.

At the conclusion of the study, no consensus regarding land use was achieved. After reviewing a number of alternatives, the Administration is recommending a low density residential/local commercial land use alternative, because:

- o the 1500 Block on the west side and the east side of 52 Street S.E. is a stable and well-maintained low density residential area;
- o the 1700 Block on the west side of 52 Street S.E. is suitable for a modified local commercial land use which is considered compatible with the surrounding low density residential land uses (note: there is no 1600 Block on 52 Street S.E.); and
- o there is an existing supply of vacant or under-developed parcels on 17 Avenue S.E. suitable for commercial uses thereby undermining the arguments for commercial land use in the 1500 Block and on the east side of 52 Street S.E.

The Administration is proposing a land use redesignation for commercial developments on 17 Avenue S.E., east of 52 Street from C-3 to C-3(23). This would reduce the potential loss of sunlight and privacy on the low density residential across the lane to the north. The affected property owners are in agreement.

With regard to the traffic issues, several Advisory Committee members and a majority of the opinion survey respondents support a number of interim improvements which would realign this section of 52 Street with the section to the north and provide a permanent parking lane on the east side of 52 Street S.E. The Administration is recommending these road improvements and parking provisions provided that the existing residential land use designation is retained (except for the 1700 Block on the west side of 52 Street S.E.).

Residents requested the implementation of an additional provision which they feel will improve the quality of their residential environment - the restriction of trucks from this section of 52 Street until it is upgraded to major road standards. This recommendation is not supported by the Administration because of its adverse effects on the trucking industry and adjacent truck routes.

In conclusion, this study recommends the low density residential/local commercial option and the interim upgrading of this section of 52 Street as well as height limitations on future commercial developments on 17 Avenue, east of 52 Street S.E.

INTRODUCTION

This study, for the section of 52 Street S.E. between 14 Avenue and 17 Avenue, was undertaken by the Planning & Building and Transportation Departments.

In the past, concern has been raised about the boundary of the commercial and residential land uses in the 1700 Block on the west side of 52 Street S.E. The land use policy (Forest Lawn Design Brief - 1975) identifies this block as a transition area allowing both residential and local commercial land uses. The the current designation is R-2 (Residential Low Density District). City Council in 1985 refused a land use application to redesignate four mid-block lots from residential to commercial land use because it was considered a commercial intrusion into a residential area as a previous boundary decision was made with the approval of the redesignation of lands to the south.

The Transportation Department has been concerned about traffic flow along this section of 52 Street because it is misaligned with the section north of 14 Avenue S.E. In 1984, due to traffic operation problems and accidents, the Transportation Department developed a proposal to reduce the lane misalignment between the two sections of roadway. This proposal has not been implemented because local residents expressed concern that traffic volumes would increase along this section of 52 Street and that their on-street parking would be eliminated.

3.0 STUDY AREA

The boundaries of the study area (Figure 1) are:

- o on the north - 14 Avenue S.E.;
- o on the east - the north-south lane between 52 Street S.E. and Valentine Crescent S.E., and the east-west lane between 17 Avenue S.E. and Valentine Crescent S.E.,
- o on the south - 17 Avenue S.E.; and
- o on the west - 51 Street S.E., the boundary between the commercial-residential properties and the north-south lane between 51 and 52 Streets S.E.

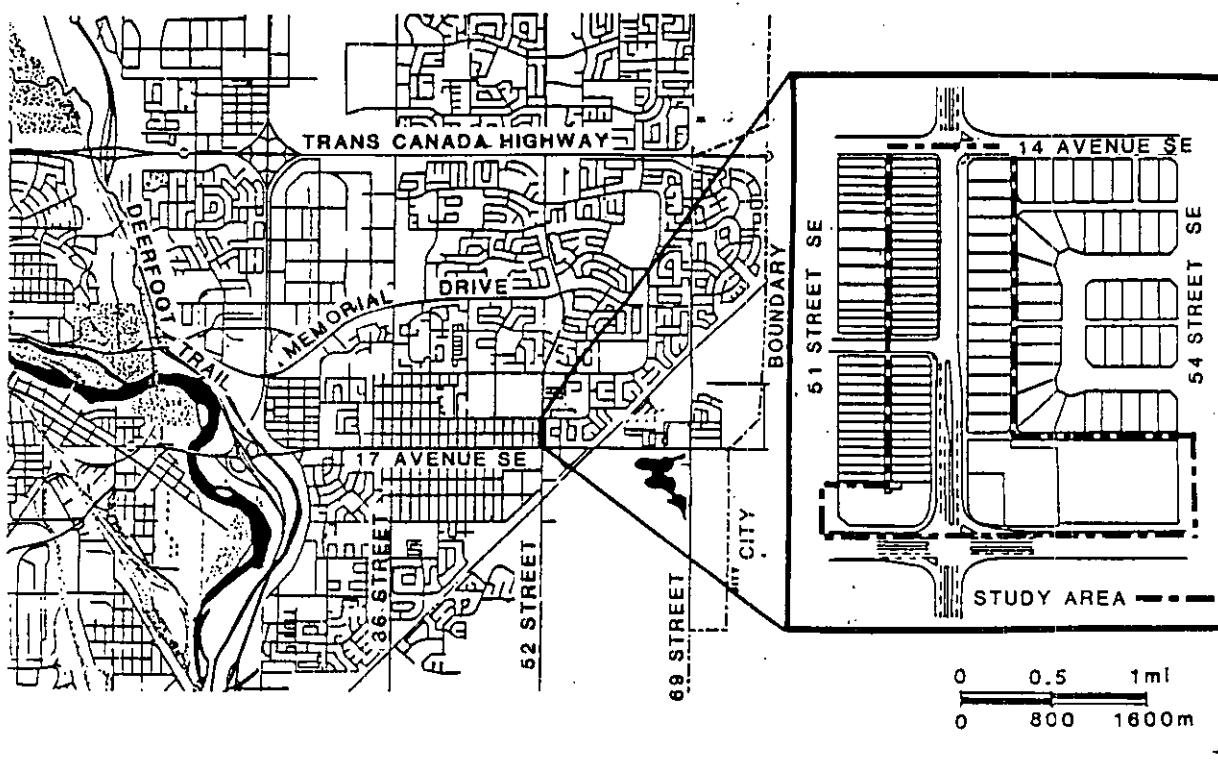


Figure 1 LOCATION MAP

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The Planning & Building and Transportation Departments sought the input of residents, property-owners and business people in the study area. The following section outlines the process which was followed.

All property owners and residents in the study area, as well as representatives of the respective community associations were advised of this study. An initial meeting was held in April, 1986 where the purpose of the study was outlined, local issues identified and an Advisory Committee formed with representation from property owners, residents, community association executives, business people and the Ward Alderman. At meetings with this Advisory Committee, a number of land use and transportation alternatives were identified and subsequently evaluated.

An opinion survey on alternative land use and transportation proposals was distributed to all residents, businesses and absentee property owners in the study area. In conjunction with the opinion survey, an information centre was held in June, 1987. The purpose of the information centre was to provide residents with additional information on the alternative land use and transportation proposals and the opinion survey.

Twenty-three completed opinion surveys out of approximately one hundred distributed were received. A summary of the survey results is contained in Appendix C.

CONCERNS OF RESIDENTS/PROPERTY OWNERS

This section summarizes the main concerns that were raised during the course of the study:

Land Use

- o Whether this section of 52 Street is an appropriate residential environment given the high volume of traffic, and particularly truck traffic; and
- o The height potential of the commercial properties on 17 Avenue S.E. and its impact on the neighbouring low density residential uses.

NOTE: The properties on the north side of 17 Avenue, east of 52 Street are currently designated C-3 (General Commercial District). This designation permits development to a maximum height of 46 metres (150 feet). The residential properties across the lane (to the north) from these commercial properties are designated R-1 (Residential Single-Detached District) which permits single family residential development with a maximum height of 10 metres (30 feet). The problem relates to the potential loss of sunlight and privacy in the backyards of these residential properties if the commercial uses were developed to their maximum height.

5.2

Transportation

- o Some residents are concerned that noise and air pollution from vehicles and trucks makes living on this section of 52 Street undesirable;
- o Southbound motorists have hit power poles or ended up in front yards on the west side of 52 Street south of 14 Avenue S.E. because this section of 52 Street is misaligned through the intersection;
- o On-street parking on both sides of 52 Street S.E. was identified as being unsafe, especially during rush hours. Several residents stated there is insufficient space at the rear of their properties for parking; and
- o Southbound left turns at the 17 Avenue and 52 Street S.E. intersection are difficult especially during the afternoon rush hour. Residents have requested an advance left turn light.

6.0 EXISTING CONDITIONS

6.1 Land Use

6.1.1 Study Area

6.1.1.1 Residential Land Use

The east side of 52 Street S.E. consists of single family detached dwellings on lots ranging from 13.7 metres (45 feet) to 17.6 metres (56 feet) in width and 36.5 metres (120 feet) in depth. This area is reasonably well maintained and shows minimal signs of deterioration. Figure 2 shows the existing land uses and land use designations.

The west side of 52 Street S.E. north of 16 Avenue (1500 block) consists of predominantly single family detached dwellings with some duplex and fourplex dwellings. Lot sizes are approximately 7 metres (25 feet) by 38 metres (127 feet). This block is also reasonably well maintained.

The block south of 16 Avenue (1700 block) on the west side of 52 Street S.E. has undergone considerable transition from its original residential character. This block includes local commercial, low density residential and one vacant parcel. Land use for the 1700 block has been the subject of considerable Council debate and review. As noted, Council has been concerned about commercial uses intruding into a stable residential area. Appendix D summarizes the five Council decisions that have addressed a northern boundary for commercial use on this block.

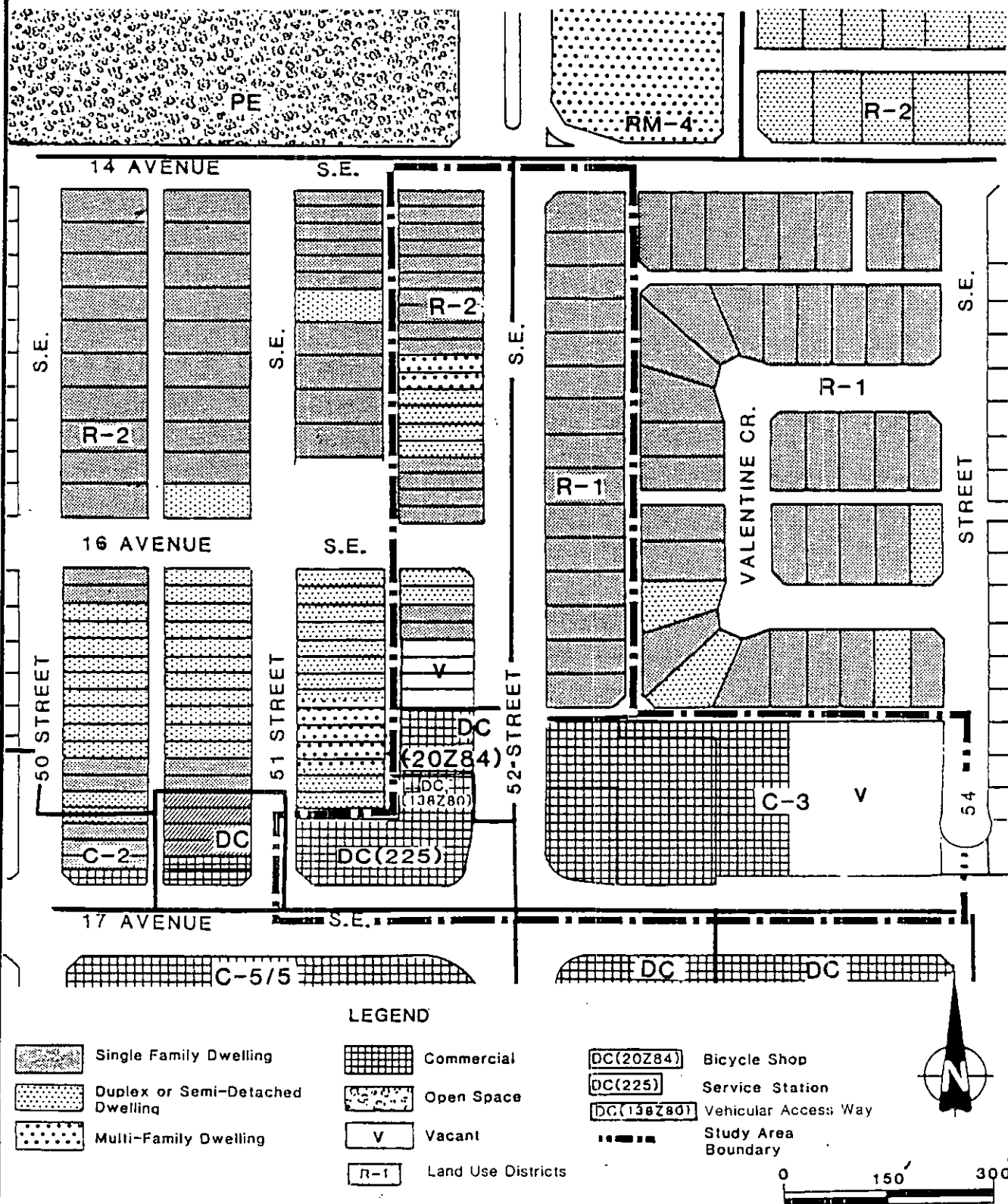


Figure 2 EXISTING LAND USE AND LAND USE DESIGNATION

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6.1.1.2 Commercial Land Use

Commercial uses in the study area front on 17 Avenue S.E. with the exception of a bicycle shop (B & P Cycle) which fronts on 52 Street S.E. Commercial uses include service stations, retail stores, food stores and a restaurant, all within one-storey structures.

6.1.1.3 Owner Occupancy of Residential Dwellings

The ownership pattern for the residential section surrounding the study area and the study area itself is outlined in Figure 3. The more recently developed area on the east side of 52 Street S.E. has a very high percentage of owner occupancy (82.5% to 100%). The west side of 52 Street S.E., which was developed earlier, ranges from approximately 33% to 77% owner occupancy. A high rate of owner occupancy implies stability and regular property maintenance.

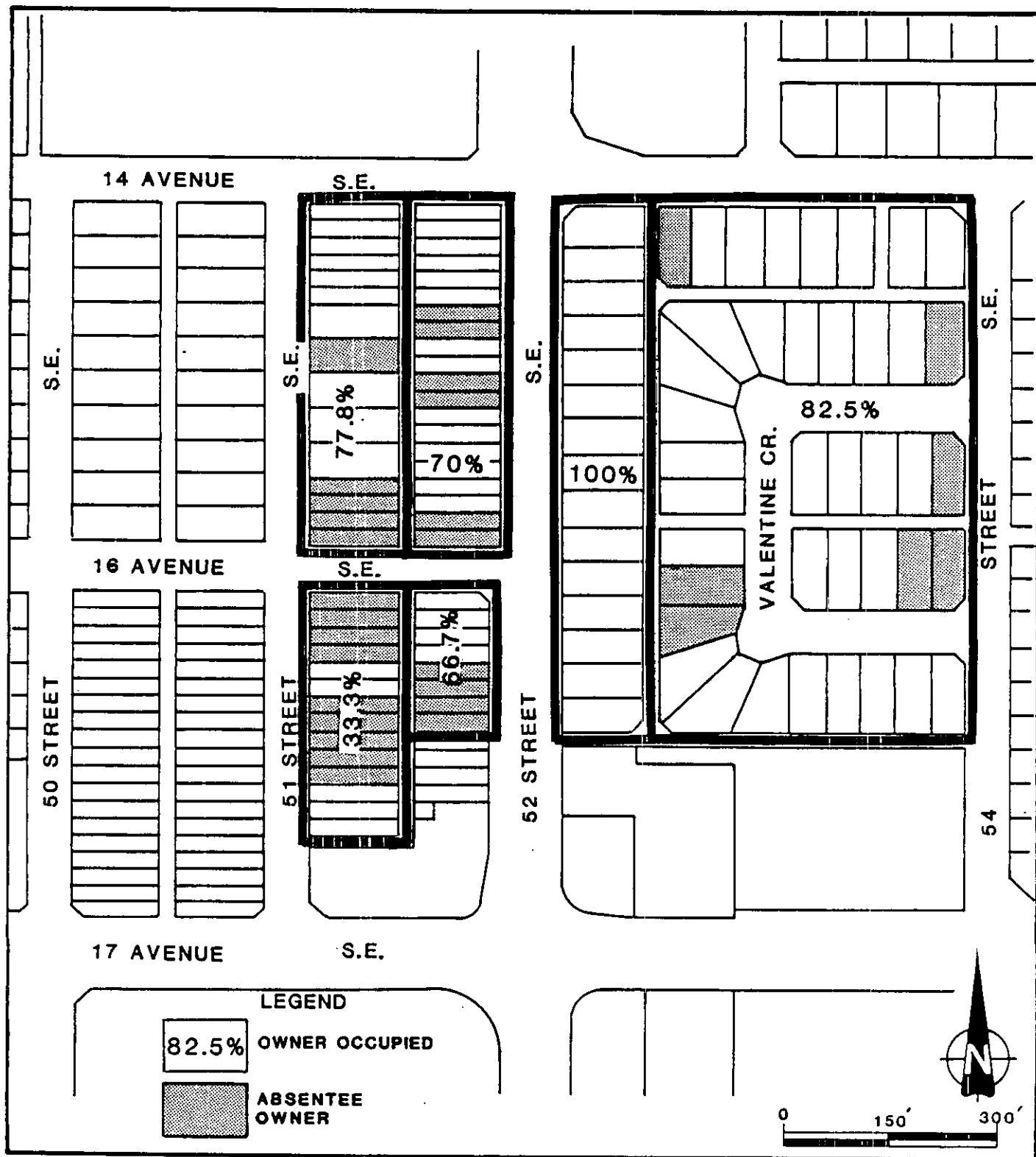


Figure 3 OWNER OCCUPANCY OF RESIDENTIAL DWELLINGS BY PERCENTAGE

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6.1.2. Study Area Context

The east side of 52 Street S.E. lies within the Penbrooke Meadows Community Association boundaries. The surrounding land use is low density residential, comprised of primarily single detached dwellings. The west side of 52 Street S.E. lies within the community association boundaries of Forest Heights/ Hubalta where single detached dwellings are the predominant dwelling type between 14 and 16 Avenues S.E. and single detached, semi-detached, duplex and some apartments exist between 16 and 17 Avenues S.E.

Commercial uses along 17 Avenue S.E. include a wide variety, ranging from a shopping centre, a hotel, automotive rental, restaurants, service stations, specialty retail and other regional commercial uses.

6.2 Transportation

6.2.1 Existing Role of 52 Street

52 Street East is an important component in the eastern portion of the City's road network. At present it is the only continuous north-south route between 64 Avenue N. and 146 Avenue S. east of Deerfoot Trail. Average daily traffic volumes range from approximately 30,000 vehicles per day (vpd) for the section of 52 Street south of 16 Avenue N.E. to approximately 6,500 vpd for the section north of Glenmore Trail S.E. In the study area, 52 Street S.E. is carrying approximately 23,000 vpd (1986 Traffic Counts).

The section of 52 Street between 64 Avenue N.E. and 50 Avenue S.E. is designated a truck route (Figure 4). It connects the industrial areas in the south to the residential areas and commercial centres in the north. 52 Street's role as a truck route is further enhanced because the two adjacent truck routes - 36 Street E. and 68 Street E. have limitations:

- o 36 Street S.E. between Memorial Drive E. and Peigan Trail S.E. has evening and night restrictions; trucks may only use this section between 0700 - 1900 hours; and
- o 68 Street E. is not developed south of 17 Avenue S.E., and is consequently not a direct link between the southern industrial areas and the residential and commercial areas in the north.

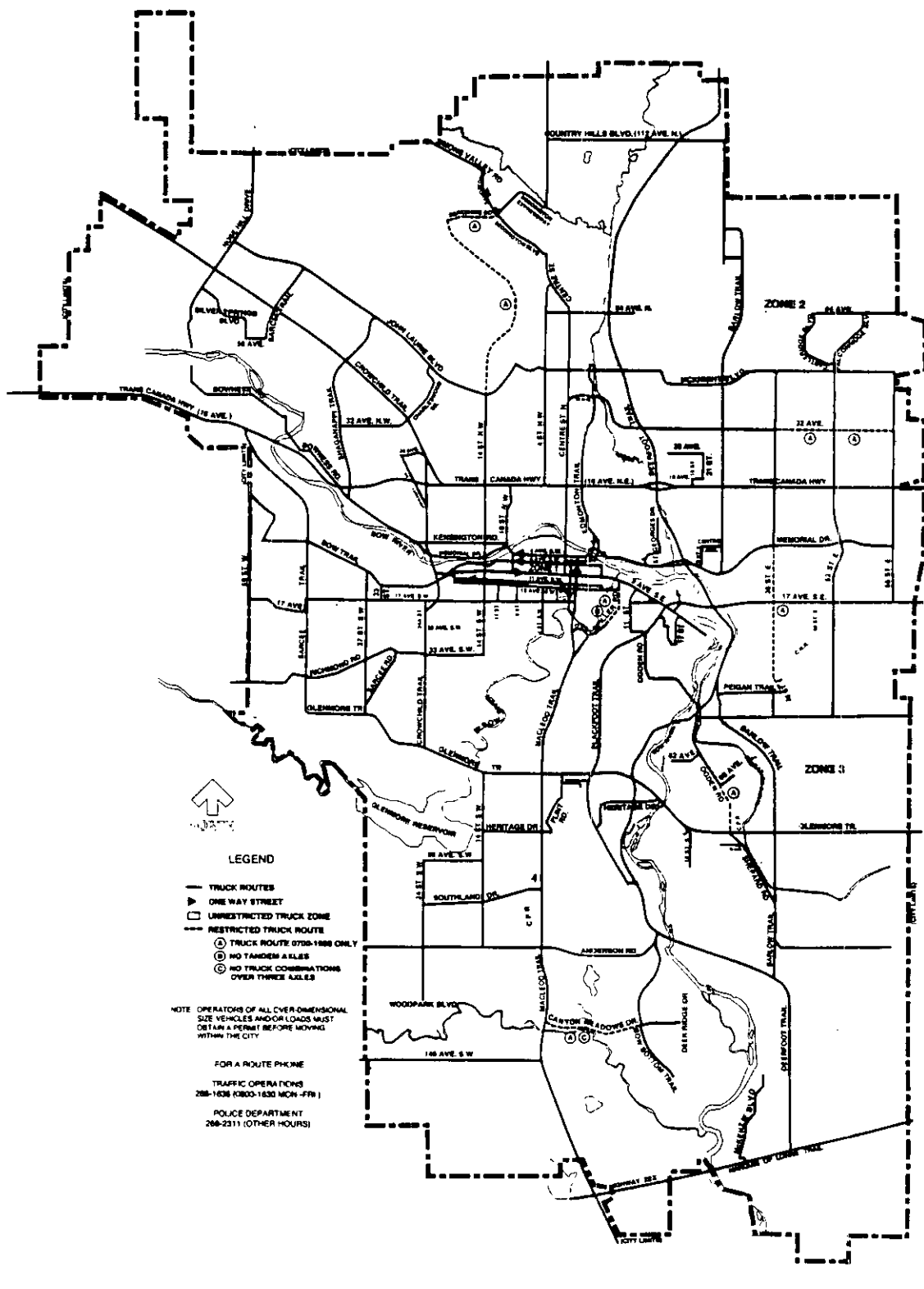


Figure 4 TRUCK ROUTE MAP

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6.2.2 Roadway Characteristics:

At present 52 Street from McKnight Boulevard N.E. to Peigan Trail S.E. is constructed to the 'major street' standard with the exception of the section between 14 Avenue S.E. and 17 Avenue S.E. This section was constructed prior to the adoption of geometric standards for major streets and does not meet the major street standard in the following areas:

- o there are only two driving lanes between 14 Avenue S.E. and 16 Avenue S.E.;
- o on-street parking is permitted;
- o the roadway is not divided between 14 Avenue S.E. and 16 Avenue S.E.;
- o some existing residential properties have direct vehicular access to 52 Street S.E.;
- o there is no boulevard between the sidewalk and the curb on the west side of 52 Street S.E.; and
- o there is no channelization for northbound left turns at the signalized intersection of 14 Avenue and 52 Street S.E.

The difference in standards for the sections of roadway north and south of 14 Avenue S.E. has resulted in the northbound travel lanes being misaligned through the 14 Avenue intersection. This misalignment creates difficulties for smooth and safe traffic flow. In addition, on-street parking south of 14 Avenue S.E. creates traffic flow difficulties because southbound motorists are unaware that the through-lane changes to a parking lane.

7.0 EXISTING POLICIES

7.1 Land Use

Existing land use policies for the study area are outlined in the 1975 Forest Lawn Design Brief and 1971 Marlborough Design Brief as shown on Figure 5.

The Forest Lawn Design Brief identified the 1700 block on 52 Street S.E. (west side) and that part of 17 Avenue S.E. within the study area as a transition zone suitable for local commercial land use and medium density residential development (90 persons per acre/55 units per acre), with a height limit of 28 feet or 3 storeys. Development guidelines governing exterior finishes, parking and access were also approved. The current designation is D.C. (Direct Control) for specific local commercial uses and R-2 (Residential Low Density District) for the north portion of the block. For the 1500 Block (west side), low density residential policies were approved in the Forest Lawn Design Brief which is reflected in the current designation of R-2.

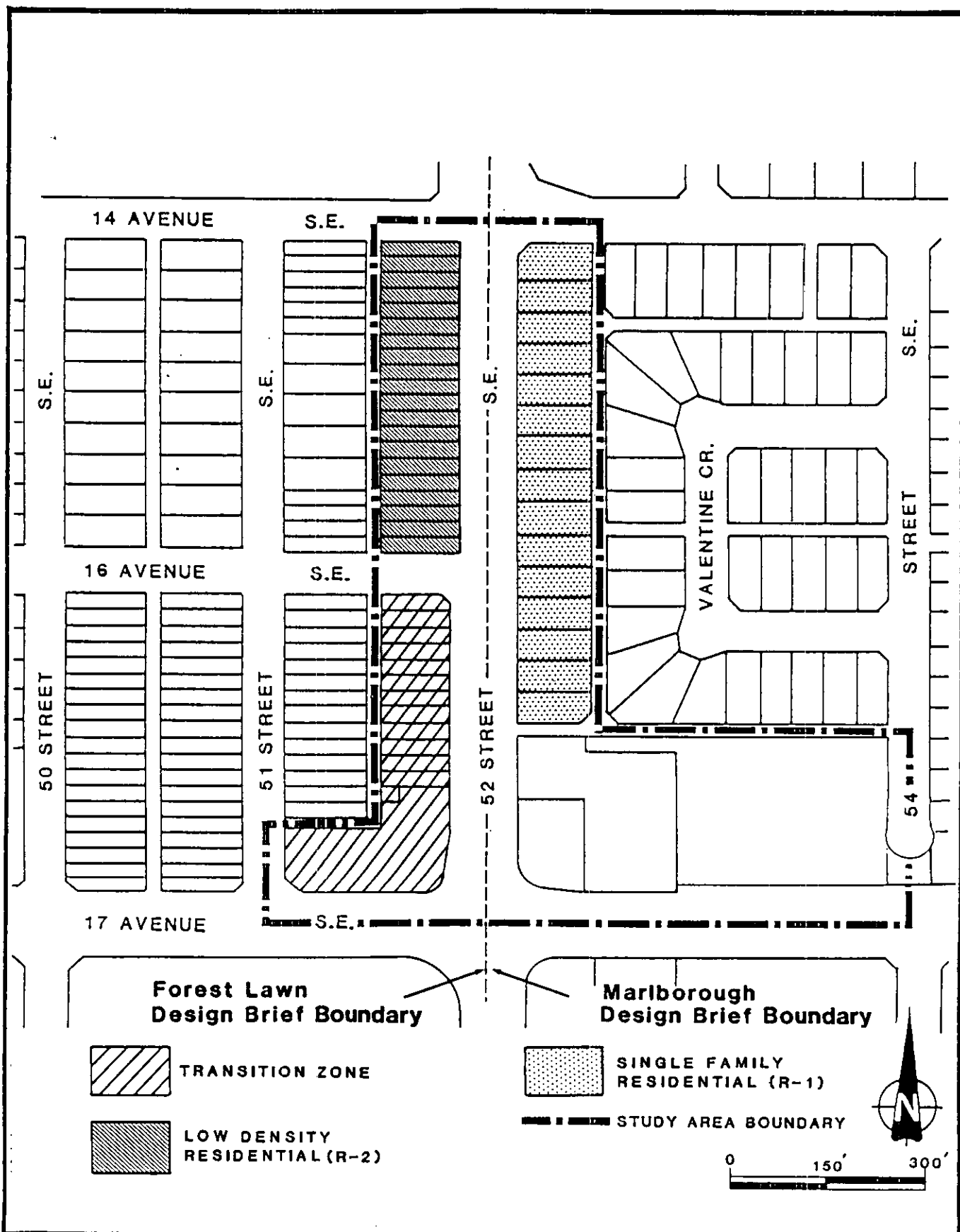


Figure 5 EXISTING LAND USE POLICIES

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For the east side of 52 Street S.E., the Marlborough Design Brief confirmed the existing single family residential as the residential policy which is reflected in the current designation of R-1 (Residential Single-detached District).

Commercial policies for 17 Avenue east of 52 Street S.E. were not specified in the Marlborough Design Brief, and proposed land use changes will not require an amendment to that Design Brief.

7.2 Transportation

7.2.1 Road Classification

52 Street E. from the north city limits to the south city limits is classified as a "major street" in the City of Calgary Transportation System By-law (By-law 3M82 as amended by By-law 64M84). The main function of a major street is to serve adjacent commercial lands and to collect and distribute traffic from freeways to lesser category streets. These roads are designed to include between four to six moving lanes and carry between 10,000 to 30,000 vehicle trips per day. Access to abutting commercial and industrial property is generally restricted to right turns in and out, with the exception of all turns accesses that are approved. Usually this roadway standard is divided, includes channelization at intersections to control turning movements, and does not permit on-street parking.

52 Street S.E. has been designated a major street for many years. The earliest documented reference to this section of 52 Street as a major road was the 1971 Marlborough Design Brief. This designation for 52 Street subsequently appeared in the Transportation System By-law 8500 (1972), the Forest Lawn Design Brief (1975), and the Transportation System By-law 3M82 (1982) as amended by By-law 64M84 (1984).

7.2.2 By-lawed Setback

There is a 5.182 metre (17 foot) by-lawed setback from the property line on each side of 52 Street from 8 Avenue S.E. to 43 Avenue S.E. (Land Use By-law 2P80). The purpose of this by-lawed setback is to ensure that future development is not permitted within the area required for transportation purposes.

The only properties in the study area which are presently affected by these setbacks are those in the 1500 block on the west side of 52 Street S.E. The by-lawed setback has already been acquired from properties on the east side of 52 Street S.E. between 14 Avenue and 17 Avenue through subdivision in the early 1960's, and from properties in the 1700 block on the west side of 52 Street S.E. through road widening in 1977.

7.2.3 Upgrading Plans

At present there are no plans for upgrading this section of 52 Street to major road standards.

8.0 ANTICIPATED DEVELOPMENT POTENTIAL

At the request of residents serving on the Advisory Committee, the question of development potential of the various land use alternatives for the properties fronting on 52 Street S.E. was addressed. Three land use alternatives were evaluated: low density residential (leave as is) option, medium density (apartments) option and local commercial option. On the basis of discussions with representatives from the land development industry and a review of the vacancy statistics for the area, the following conclusions were drawn:

- o residential redevelopment to apartments would probably not occur in the next 15 years as there is no multi-family development (apartment) potential on 52 Street S.E. because sites near LRT Stations have greater potential than this section of 52 Street;
- o current vacancy rates for multi-family development in adjoining neighbourhoods range from 4% to 18%; and
- o local commercial development potential exists only for the 1700 Block on the west side of 52 Street S.E. Professional office type uses may be appropriate.

9.0 REVIEW OF THE ALTERNATIVES

Several land use and transportation alternatives were identified and evaluated during the course of the study. This section describes these alternatives, outlines their implications and states the Administration's and the Advisory Committee's reactions to them. In addition, it summarizes the opinion survey responses for each of the alternatives.

9.1 Land Use Alternatives

Apartment and local commercial land use alternatives were considered for this section of 52 Street. The apartment alternative was eliminated for the reasons given above (Section 8.0 Anticipated Development Potential). The local commercial alternative was not considered appropriate because of the amount of existing vacant and undeveloped land on 17 Avenue S.E.

Two land use alternatives were given further consideration and they are outlined below:

9.1.1 Land Use Alternative #1 - Low Density Residential/Local Commercial Alternative (Figure 6)

Description:

This alternative would maintain the existing low density residential and commercial land uses on 52 Street S.E. It assumes that the single detached dwellings on the east side of 52 Street S.E. and the single detached, semi-detached and duplex dwellings in the 1500 block on the west side of 52 Street S.E. will remain. For the 1700 block on the west side of 52 Street S.E. a modified local commercial land use is proposed which would allow only commercial uses that rely primarily on the adjoining neighborhoods for their business patronage. This modified local commercial land use would allow all uses in the C-1 district with the exception of medical clinics, financial institutions and automotive uses, which are considered high generators of vehicular trips. Land uses and development guidelines are outlined in Appendix A.

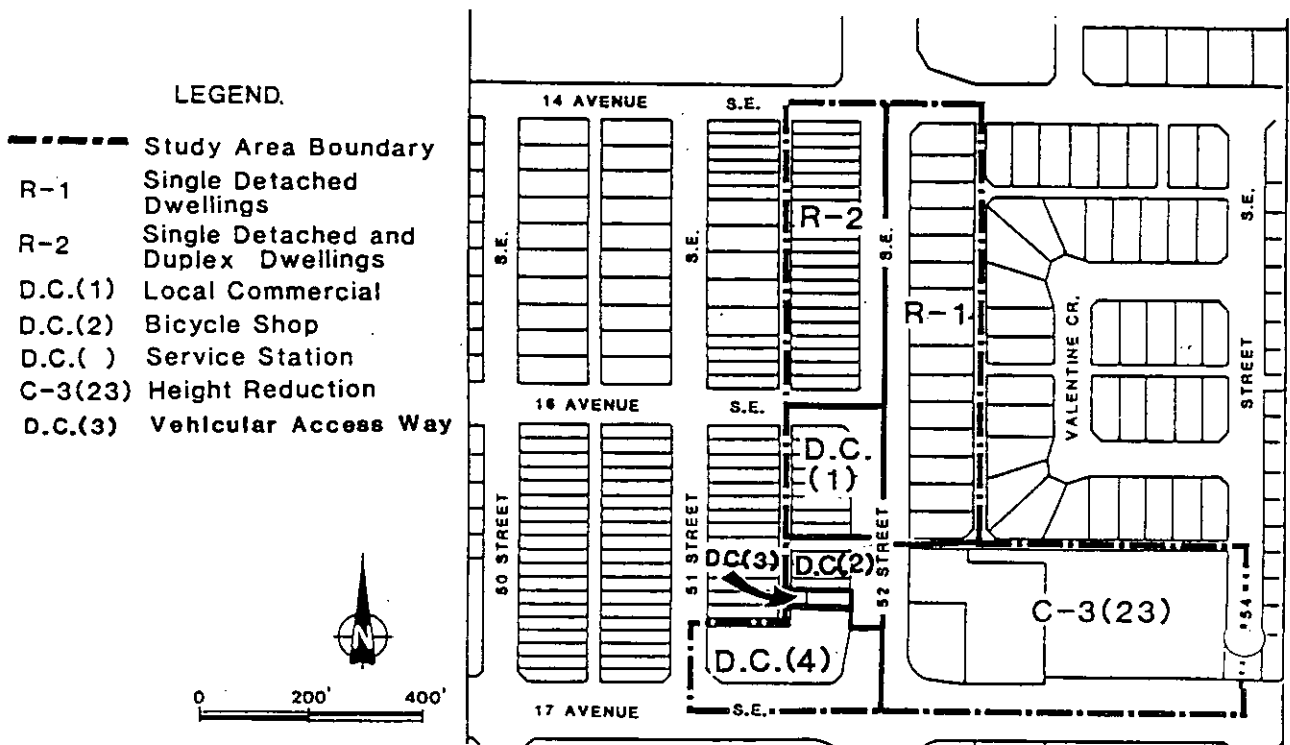


Figure 6 PROPOSED LAND USE ALTERNATIVE #1

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Implications:

- o maintains the existing, low density residential land use for the east side of this section of 52 Street and for the 1500 Block on the west side of this section of 52 Street;
- o land uses on this section of 52 Street will remain compatible with the low density residential uses across the lanes to the west and the east of 52 Street S.E.;
- o promotes a modified local commercial land use for the 1700 block that is compatible with the adjoining low density residential areas; and
- o a modified local commercial land use will provide a transition between the more intensive commercial uses on 17 Avenue S.E. and the low density residential north of 16 Avenue S.E.

The Civic Administration's Position

The Administration supports this alternative for the following reasons:

- o as there is no apparent demand for residential uses in the 1700 Block, a restricted local commercial land use is considered appropriate;
- o certain commercial land uses considered high traffic generators for the 1700 Block on the west side of 52 Street S.E. would be eliminated to minimize the impacts on the neighbouring residential development; and
- o changing the residential land use designation for the east side of 52 Street S.E. and for the 1500 Block on the west side of 52 Street S.E. is inappropriate because the residential area is stable and well-maintained.

The Advisory Committee's Position

The Advisory Committee opposes this alternative for the following reasons:

- o this section of 52 Street is not an appropriate low density residential area because of the high volume of traffic and associated impacts of noise, dust and air pollution; and
- o when this section of 52 Street is upgraded to major road standards and the setback is acquired from the 1500 block on the west side of this section of 52 Street, the existing dwellings may not be habitable because of their proximity to the widened road.

Opinion Survey Responses

- o approximately half of the respondents support this alternative. These respondents are representative of all locations in the study area.

9.1.2 Land Use Alternative #2 - Modified General Commercial (Figure 7)

Description

This alternative recommends a modified general commercial land use for both sides of this section of 52 Street. This modification would allow only those land uses that are considered in the opinion of the Advisory Committee to be compatible with the adjoining low density residential uses across the lanes to the west and to the east of this section of 52 Street. Land uses and development guidelines are outlined in Appendix B.

Implications

- o this alternative would introduce commercial uses into a residential area;
- o commercial developments would occur adjacent to residential dwellings affecting the remaining residents; and
- o these commercial uses could result in increased vehicular trips in the adjacent residential areas.

The Civic Administration's Position

The Administration is not in favour of this alternative because:

- o it constitutes an intrusion of commercial development into a stable residential area;

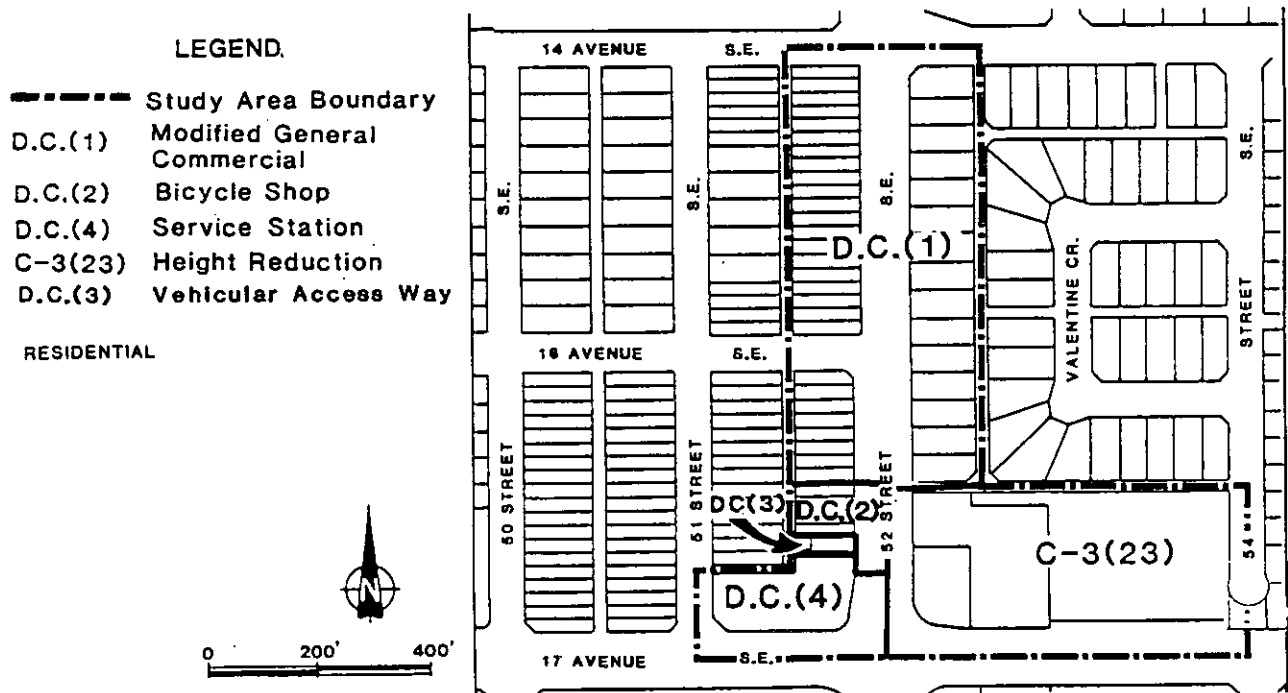


Figure 7 PROPOSED LAND USE ALTERNATIVE #2

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- o there would not be much demand for commercial development on this section of 52 Street as there are many vacant and underdeveloped parcels with commercial zoning on 17 Avenue S.E.; and
- o experience has shown that a change in zoning has not necessarily brought about a change in land use, and has sometimes resulted in a decline in the quality of the area.

The Advisory Committee's Position

A majority of this Committee prefer this land use alternative because:

- o a general commercial land use has the potential for higher resale value for properties than would any of the other alternatives;
- o this section of 52 Street is more appropriate for these commercial land uses because the high volume of traffic makes it undesirable for residential development; and
- o the restrictions on commercial land uses, i.e., height and access to the lanes, would make this commercial proposal compatible with the adjacent land uses.

Opinion Survey Responses

Approximately half (12) of the respondents favour this land use alternative. They are all residents/owners on 52 Street.

9.2 Transportation Alternatives

Four transportation alternatives were addressed in the study:

- (a) Transportation Alternative #1 - Existing Situation;
- (b) Transportation Alternative #2 - Interim Upgrading;
- (c) Transportation Alternative #3 - Revised Interim Upgrading;
and
- (d) Transportation Alternative #4 - Long Term Upgrading.

9.2.1 Transportation Alternative #1 - Existing Situation (Figure 8)

Description

This alternative maintains the existing roadway configuration of one driving lane in each direction and on-street parking for the section of 52 Street S.E. between 14 Avenue and 17 Avenue. No changes to the existing roadway are to occur.

Implications:

- o residential property does not need to be acquired;
- o the lane misalignment and the accompanying traffic flow and safety problems between the sections of 52 Street north and south of 14 Avenue S.E. remain; and
- o residents' concerns regarding the safety of the on-street parking are not addressed.

Cost Estimate: \$0 (No Cost)

The Advisory Committee's Position

- o some Advisory Committee members support this alternative because they feel that any road improvements will increase the volume of traffic on this section of 52 Street; and
- o several other members oppose this alternative because it does not improve the safety of the traffic operation nor the on-street parking.

The Civic Administration's Position

This alternative is not supported by the Administration because it does not address the traffic flow problems between the two sections of road. These problems are expected to increase in the future when the inevitable traffic volumes will increase on 52 Street S.E.

Opinion Survey Responses

Only three of the twenty-three respondents indicated that they support this alternative. All three respondents are residents of 52 Street S.E.

The two reasons which the respondents gave for supporting this alternative were that they would like to remain living on 52 Street S.E. and that any road construction would cause cracks in their house foundations.

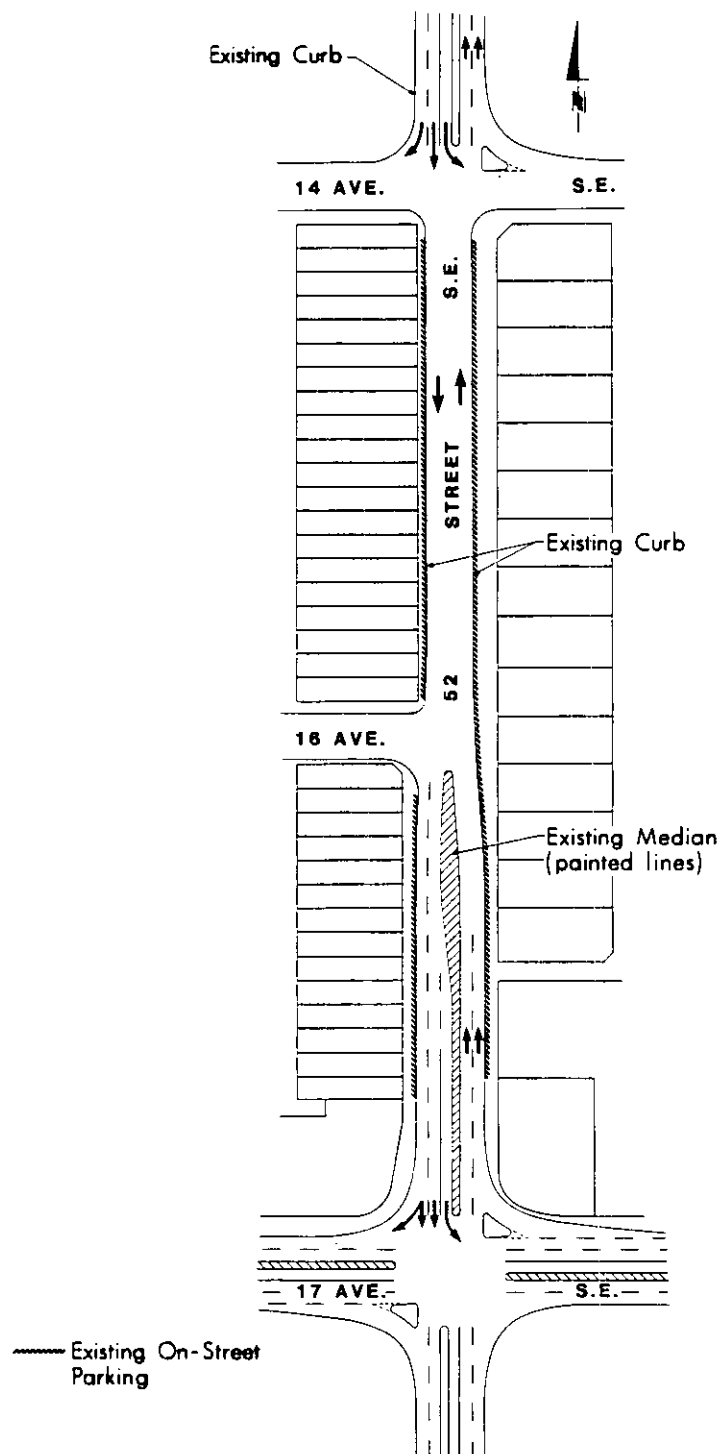


Figure 8 TRANSPORTATION ALTERNATIVE #1
EXISTING SITUATION

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9.2.2 Transportation Alternative #2 - Interim Upgrading (Figure 9)

Description:

This alternative aligns the section of 52 Street S.E. between 14 Avenue and 17 Avenue with the section to the north. It provides two driving lanes in each direction and eliminates all on-street parking from this section of 52 Street S.E. in order to improve the operation of traffic.

The following changes are required to implement this alternative:

- o shifting the west curb of 52 Street S.E. north of 14 Avenue approximately eight feet to the east;
- o shifting the east curb of 52 Street S.E. from the lane north of 17 Avenue to 14 Avenue approximately eight feet to the east;
- o constructing a median between the northbound and southbound lanes; and
- o installing no parking signs on both sides of 52 Street S.E. between 14 Avenue and 17 Avenue.

Implications:

- o private property is not required;
- o the lane misalignment is reduced and the traffic flow is improved between the sections of 52 Street S.E. north and south of 14 Avenue;
- o the southbound left turn bay at 52 Street and 14 Avenue S.E. will be eliminated; and
- o residents along both sides of 52 Street S.E. lose their on-street parking.

Cost Estimate: \$150,000

The Advisory Committee's Position:

- o the majority of Advisory Committee members oppose this alternative because it eliminates their on-street parking. They indicate that it would be difficult for them and their visitors to find alternative parking;
- o two residents on the west side are concerned that this alternative will increase traffic volumes on this section of 52 Street; and
- o several members feel that the median should be painted lines instead of concrete because they want to make left turns in and out of 16 Avenue S.E. and into and out of the properties which have driveways off 52 Street S.E.

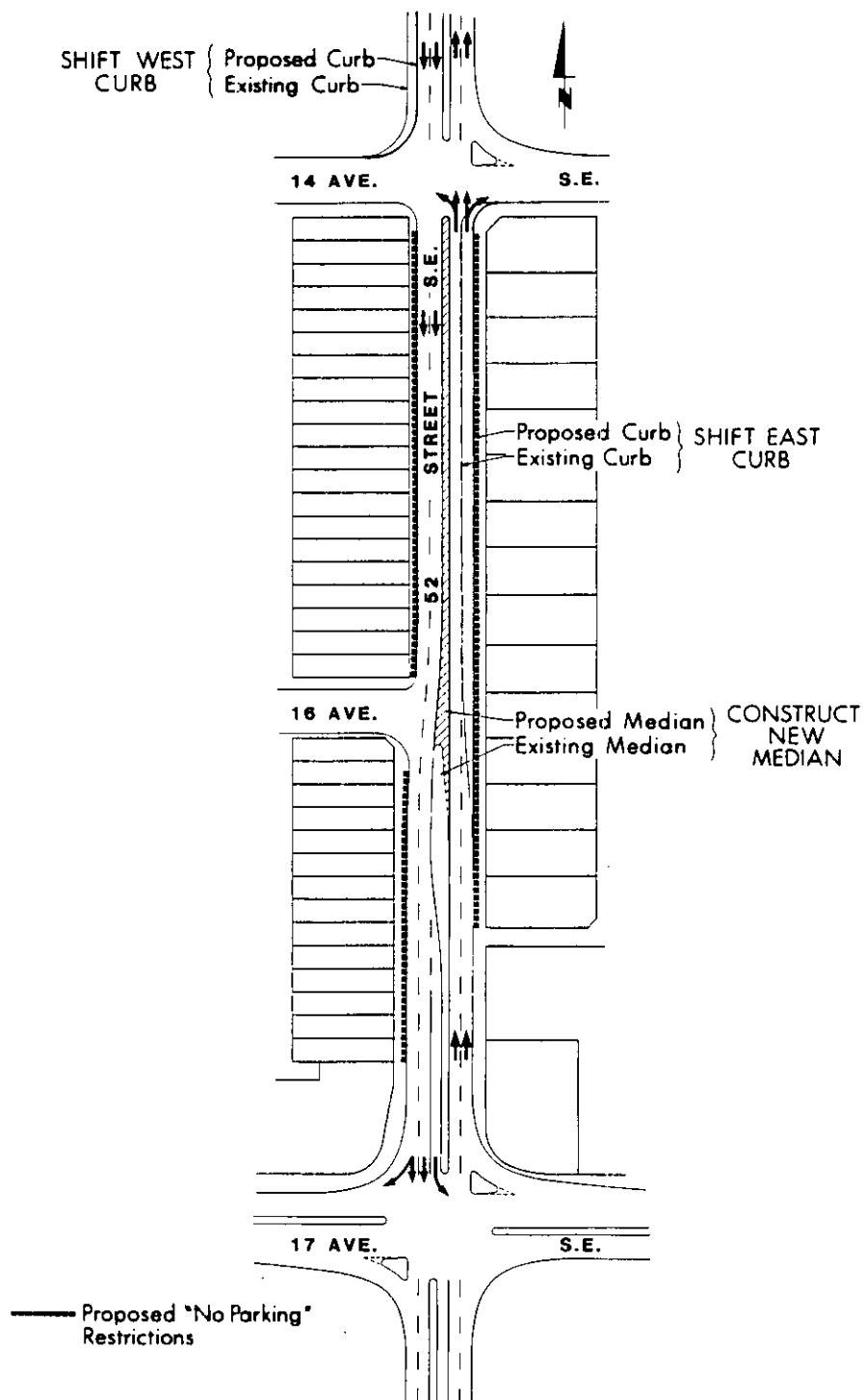


Figure 9 TRANSPORTATION ALTERNATIVE #2
INTERIM UPGRADING

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The Civic Administration's Position:

- o this alternative is supported by the Administration because it reduces the lane misalignment and improves the traffic flow between the sections of 52 Street north and south of 14 Avenue S.E.; and
- o the Administration is proposing that the median be concrete instead of painted lines for safety and traffic operations reasons.

Opinion Survey Responses

Four opinion survey respondents indicated that they are in favour of having this alternative implemented. Two of the respondents are 52 Street residents and two are Valentine Crescent residents. None of the respondents specified reasons for supporting this alternative.

9.2.3 Transportation Alternative #3 - Revised Interim Upgrading (Figure 10)

Description

Transportation Alternative #2 (Interim Upgrading Alternative) was revised in order to accommodate residents' concerns regarding the on-street parking. This alternative permits on-street parking on the west side of 52 Street between 14 Avenue S.E. and midblock between 16 Avenue and 17 Avenue S.E., except during the afternoon peak period - 1530 - 1800 on weekdays. On the east side of this section of 52 Street, there will be a permanent parking lane between 14 Avenue S.E. and the lane north of 17 Avenue S.E.

Advisory Committee members also requested that two additional provisions be implemented as part of this alternative:

- o the removal of the truck route designation from this section of 52 Street until it is upgraded to major road standards; and
- o the completion of the construction of the section of 68 Street S.E. between Memorial Drive and 17 Avenue to major road standards. Residents feel that this would result in a reduction of traffic volumes on this section of 52 Street.

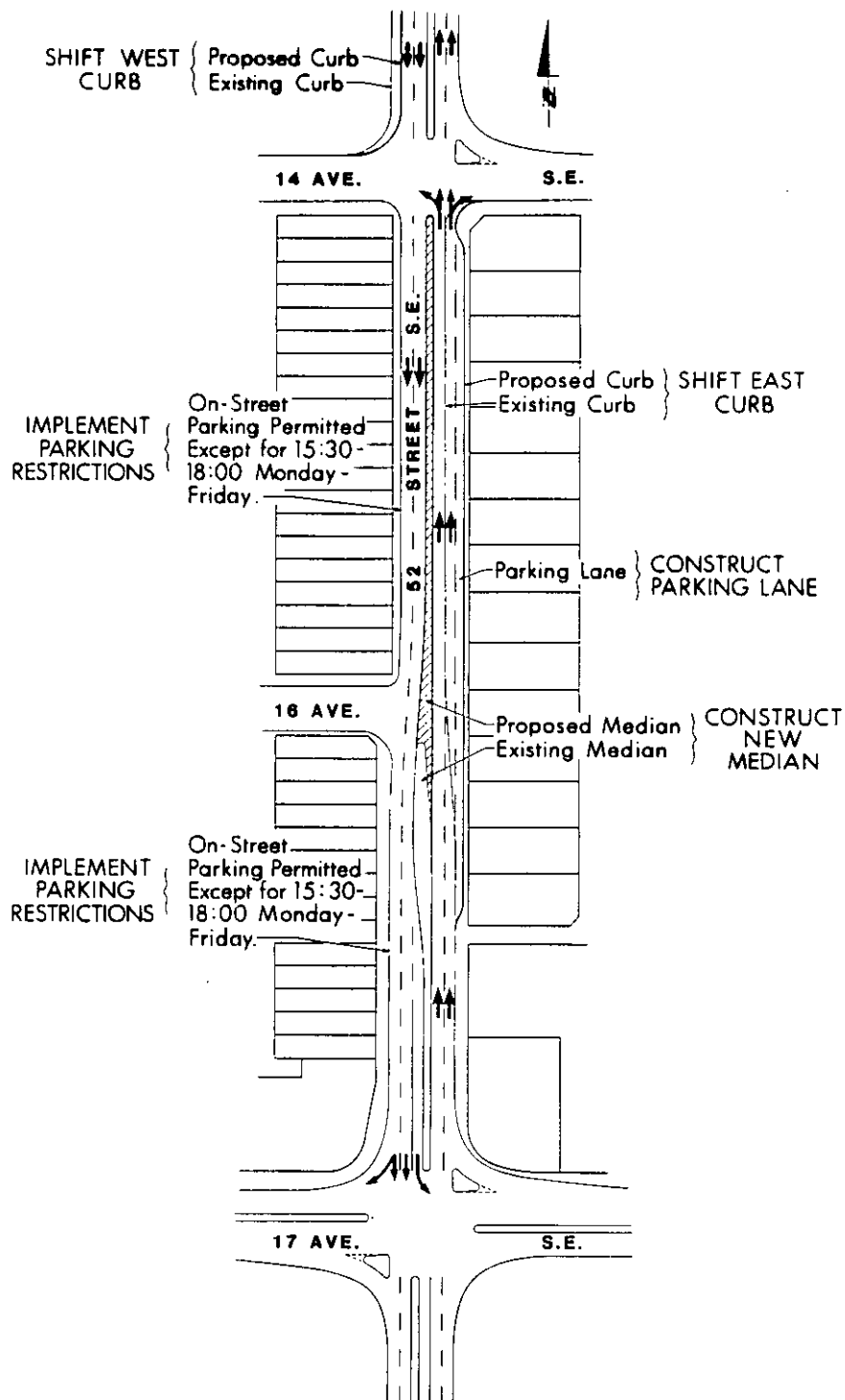


Figure 10 TRANSPORTATION ALTERNATIVE #3
REVISED INTERIM UPGRADING

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The following changes are required to implement this alternative:

- o shifting the west curb of 52 Street S.E. north of 14 Avenue approximately eight feet to the east;
- o shifting the east curb of 52 Street S.E. between 14 Avenue and the lane north of 17 Avenue approximately sixteen feet to the east, and construction of a parking lane;
- o constructing a median between the northbound and southbound lanes; and
- o installing "1530 to 1800 weekday" parking restriction signs on the west side of 52 Street from 14 Avenue S.E. to midblock between 16 Avenue and 17 Avenue S.E.

Implications:

- o residential property is not required;
- o the lane misalignment is reduced and traffic flow improved between the sections of 52 Street north and south of 14 Avenue S.E.;
- o two northbound driving lanes are provided. During the afternoon peak period, there are two southbound driving lanes; during the remainder of the day there is one southbound driving lane;
- o the southbound left turn bay on 52 Street and 14 Avenue S.E. will be eliminated;
- o residents of the east side of this section of 52 Street are provided with a permanent parking lane. West side residents retain their on-street parking except during the afternoon peak period on weekdays;
- o the grass boulevard between the sidewalk and the parking lane on the east side of this section of 52 Street is eliminated; and
- o removal of the truck route designation from this section of 52 Street will result in increased truck traffic on alternative north-south routes, such as 36 Street S.E., and 68 Street S.E. and increased travel time for truck drivers.

Cost Estimate: Road Realignment and Construction of Parking Lane on 52 Street: \$250,000

Upgrading the section of 68 Street S.E. between Memorial Drive and 17 Avenue to major road standards: \$2,450,000.

The Advisory Committee's Position:

- o several Advisory Committee members support this alternative because they feel there will be an improvement in their residential environment with the reduction of truck and motor vehicle traffic and the provision of more secure on-street parking on the east side of 52 Street S.E.; and
- o some members would like the median to be painted lines instead of concrete because they want to be able to make left turns to and from 16 Avenue and in and out of the properties which have driveways on 52 Street S.E.

Civic Administration's Position:

- o the Civic Administration supports the establishment of a permanent parking lane on the east side of this section of 52 Street provided that the existing residential land use designation remains;
- o It does not support the establishment of a parking lane if the land is redesignated to a commercial land use because:
 - the combination of residential and commercial properties would create parking problems during the transition period when residential uses are replaced with commercial uses; and
 - it would conflict with existing policy which requires commercial developments to provide all of their parking requirements on-site;
- o it supports limiting the parking restrictions on the west side of this section of 52 Street to the afternoon peak period on weekdays at the present time; however, if traffic operations problems occur on this section of roadway, the hours of the restrictions will be revised (i.e. implement 0700 to 0830 weekday parking restrictions);
- o it does not support restricting trucks from this section of 52 Street for the following reasons:
 - it would greatly inconvenience the trucking industry as 52 Street S.E. provides a direct connection between the industrial areas in the south and the residential and commercial areas in the north;
 - it would increase the amount of truck traffic on 36 Street S.E., the only other truck route east of Deerfoot Trail which connects 50 Avenue S.E. and McKnight Boulevard N.E.; and
 - because 36 Street S.E. between Memorial Drive S.E. and Peigan Trail S.E. has evening and night truck restrictions, trucks would have to drive a long distance out of their way in order to travel between 50 Avenue S.E. and the Properties during this period (i.e. 1900 - 0700 daily);

- o the Administration is proposing that the median be concrete instead of painted lines for safety and traffic operation reasons, i.e., better control of access; and
- o it is the Administration's view that the upgrading of the section of 68 Street S.E. between Memorial Drive and 17 Avenue to major road standards will not have a significant effect on traffic volumes on this section of 52 Street in the short term for the following two reasons:
 - 68 Street S.E. is not continuous between 17 Avenue S. and Peigan Trail S.; and
 - there is minimal development adjacent to 68 Street E.

Opinion Survey Responses

This transportation alternative was supported by the largest number of survey respondents - fifteen (65 percent). Ten of the respondents are residents of this section of 52 Street, three respondents are residents of Valentine Crescent S.E., one respondent is a resident of 51 Street S.E. and one respondent owns property in the 1700 block on the west side of 52 Street S.E.

Eleven of the respondents supporting this alternative indicated that they are in favour of having truck traffic removed from this section of 52 Street. Nine respondents indicated that they preferred the median to be painted lines and five respondents indicated that they preferred the median to be concrete.

Four respondents indicated reasons for supporting Transportation Alternative 3. Two respondents feel that the interim upgrading of this section of 52 Street and the on-street parking provisions will reduce traffic and parking in the lane east of 52 Street S.E. One respondent feels that if this section of 52 Street was upgraded to major road standards, the area would not be a suitable residential environment. One respondent stated that he preferred this alternative or Transportation Alternative #2.

9.2.4 Transportation Alternative #4 - The Long Term Upgrading (Figure 11)

Description:

This alternative upgrades the section of 52 Street S.E. between 14 Avenue and 17 Avenue to major road standards.

The following changes are required to implement this alternative (from Transportation Alternative #2 - Interim Upgrading):

- o shifting the southbound lanes 12 feet to the west;
- o creating a 16 foot boulevard between the road and the west property line; and
- o constructing a wide median between the northbound and southbound lanes and a northbound left turn bay at 14 Avenue and 52 Street S.E.

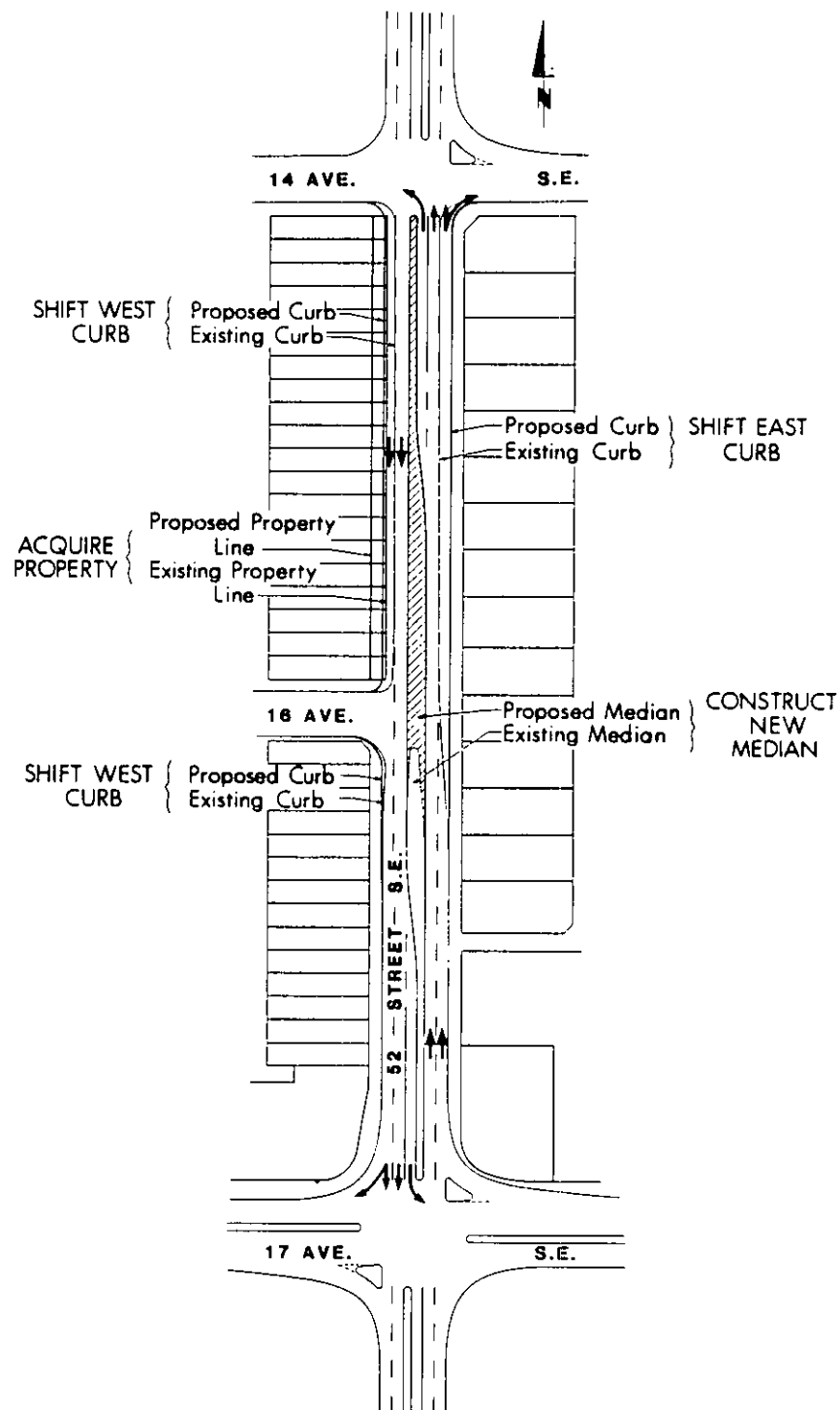


Figure 11 TRANSPORTATION ALTERNATIVE #4

APRIL 1988

LONG TERM UPGRADING

52 STREET S.E. SPECIAL STUDY



THE CITY OF CALGARY
PLANNING & BUILDING DEPARTMENT
TRANSPORTATION DEPARTMENT

Implications:

- o acquisition of 17 feet of private property on the west side of 52 Street S.E. between 14 Avenue and 16 Avenue is required;
- o the lane misalignment is eliminated and traffic flow improved between the sections of 52 Street S.E. north and south of 14 Avenue;
- o northbound traffic flow is improved by providing northbound motorists with a left turn bay at 14 Avenue S.E.; and
- o a wider separation between the sidewalk on the west and the southbound driving lane is provided.

Cost Estimate: (Excluding property acquisition costs) \$340,000.

The Advisory Committee's Position:

- o two committee members who live on the west side of 52 Street S.E. feel that this alternative should be implemented by the City immediately because their houses are not compatible with the existing traffic conditions on this section of road; and
- o they feel that the City should acquire all of the property on the west side and not just 17 feet because their houses would not be viable with the elimination of the 17 feet.

The Civic Administration's Position:

- o the long term road upgrading proposed in this alternative is not required at present. It is estimated that the interim upgrading (either Transportation Alternative #2 or #3) would be adequate for at least ten years.

Opinion Survey Responses:

The long term upgrading alternative was supported by three opinion survey respondents; two residents of 52 Street S.E. and one resident of Valentine Crescent S.E.

One respondent feels that the long-term widening will be needed when 52 Street S.E. is extended to Glenmore Trail S.E. Another respondent feels that it would be more economical for the City to do the long term widening now.

10.0 SUMMARY OF THE ALTERNATIVES

Outlined below in Figure 12 is a summary of the positions of the Civic Administration, the Advisory Committee and the opinion survey respondents of the land use and transportation alternatives.

Figure 12

Alternative	Civic Administration's Position	Advisory Committee's Position	Opinion Survey Respondents' Position
Land Use Alternative #1 (Low Density Residential/ Local Commercial)	Supported (Compatible Transportation Alternatives - #2 & #3)	Not Supported	Supported by 50% of respondents who lived on 51 and 52 Streets and Valentine Crescent
Land Use Alternative #2 (Modified General Commercial)	Not Supported (Compatible Transportation Alternative - #2)	Supported by Majority	50% support - all respondents live on 52 Street S.E.
Transportation Alternative #1 - (the existing situation)	Not supported	Supported by some members	Only supported by 3 respondents (13%)
Transportation Alternative #2 (the interim upgrading)	Supported. (Compatible Land Use Alternatives - #1 & #2)	Not supported	Only supported by 4 respondents (17%)
Transportation Alternative #3 (the revised interim upgrading)	Supported if the land use designation remains residential (except for the 1700 block on the west side of 52 Street), trucks are not restricted from this section of 52 Street, and weekday afternoon peak period parking restrictions are implemented on the west side of 52 Street. (Compatible Land Use Alternative - #1)	Supported by some members	Supported by the majority of respondents - 15 (65%)
Transportation Alternative #4 (the long term widening)	Not supported	Supported by 2 members	Only supported by 3 respondents (13%)

11.0 CONCLUSIONS

On the basis of the above, the Administration has formulated the following conclusions regarding land use and transportation:

11.1 Land Use

11.1.1 52 Street S.E.

The low density residential/local commercial land use policy, as outlined in Alternative #1, is recommended for the following reasons:

- o the 1500 Block on the west side and the east side of 52 Street S.E. are stable and well-maintained low density residential areas;
- o the 1700 Block on the west side of 52 Street S.E. is suitable for a modified local commercial land use which is considered compatible to the surrounding low density residential land uses;

NOTE: When City Council reviews the land use policies for 52 Street S.E., it will be advised that there are two residential dwellings in the 1700 Block still being utilized for residential purposes and a change of zoning to commercial, could limit the re-mortgaging of these properties for residential purposes in the event of a property sale. To avoid this problem, Council will be requested to change only the land use policy from residential to commercial but leave the residential zoning intact. In this way, the existing or future property owners will be able to utilize these two dwellings for residential purposes until such time as they may wish to request City Council to redesignate them for commercial land use.

Appendix A outlines the land uses and development guidelines for this D.C. district (proposed for the 1700 Block), that will ensure the compatibility of the commercial uses with the adjacent low density residential uses.

- o there is an existing supply of vacant or under-developed parcels on 17 Avenue S.E. suitable for commercial uses thereby undermining the arguments for commercial land use in the 1500 Block and on the east side of 52 Street S.E.

This alternative is supported by some of the respondents of the opinion survey and the land development industry representatives consulted.

11.1.2 17 Avenue S.E.

The Administration is proposing a height limitation on future commercial developments on 17 Avenue S.E., east of 52 Street from C-3 to C-3(23). This would reduce the potential loss of sunlight and privacy on the low density residential across the lane to the north. The affected property owners are in agreement.

11.2 Transportation

11.2.1 52 Street S.E.

The revised interim upgrading - Transportation Alternative #3 which realigns this section of 52 Street with the section to the north and includes parking provisions for residents of both sides of this section of 52 Street received the support of a large number of the Advisory Committee members and the largest percentage of the opinion survey responses (65 percent).

It is the Civic Administration's conclusion that this alternative will improve traffic flow and safety along this section of 52 Street and will help address residents' desires for retention of on-street parking. The Civic Administration is prepared to support the implementation of the parking provisions included in this alternative provided that the land use designation for this section of 52 Street remains low density residential (with the exception of the 1700 Block on the west side of 52 Street S.E.).

The two provisions which the Advisory Committee recommended be implemented as part of this alternative - the restriction of trucks from this section of 52 Street until it is upgraded to major road standards and the immediate upgrading of the section of 68 Street S.E. between Memorial Drive and 17 Avenue to major road standards are not supported by the Civic Administration. It is felt that the truck restrictions would impose too severe an inconvenience on the trucking industry and would result in increased truck traffic on adjacent routes. The upgrading of 68 Street S.E. will not have a significant effect on traffic volumes on this section of 52 Street. In addition, other road construction projects in the city have been ranked higher in terms of priority by the Administration.

11.2.2 Advance Left Turn - 17 Avenue and 52 Street S.E.

The Traffic Operations Division of the Transportation Department recently reviewed the operation of this intersection. During the afternoon rush hour, motorists making the southbound left turn movement were observed to be experiencing delays. At other times of the day, vehicles were not observed to be experiencing delays making this movement. As a result of this review requested by Alderman Clark, in September 1987 the Traffic Operations Division installed an advance left turn phase for southbound vehicles for the 1600 to 1800 hour period on weekdays.

11.2.3 Noise Attenuation

The Transportation Department conducted noise level measurements along this section of 52 Street in August and September 1987. The noise levels were approximately 65 dB(A) Leq (24).*

Although the noise levels for this section of 52 Street exceed the City of Calgary's noise level guideline of 60 dB(A) Leq (24), it is not technically feasible to incorporate a noise barrier along this section of 52 Street. A noise barrier would isolate the houses from the street, creating problems with access, pedestrian circulation and security. In addition, the gaps in the barrier which would be required to accommodate the private driveways along both sides of 52 Street S.E. would render the noise barrier totally ineffective.

12.0 RECOMMENDATIONS

- 12.1 That City Council approve Land Use Alternative #1 as outlined in this report;
- 12.2 That City Council direct the Planning & Building Department to initiate the redesignations of the commercial sites on the north side of 17 Avenue S.E. between 52 and 54 Streets from C-3 (General Commercial District) to C-3 (23) (General Commercial District);
- 12.3 That City Council approve Transportation Alternative #3 as outlined in this report, with the exception that trucks not be restricted from this section of 52 Street, and direct that this construction occur in 1988. (Funds in the amount of \$250,000.00 for the upgrading of this section of 52 Street have already been approved in the Engineering Department's 1988 Capital Budget (Program 549) by City Council).
- 12.4 That City Council instruct the Administration to undertake new property assessments for the commercial properties addressed in 10.1.2.

* This phrase is used to describe traffic noise which is experienced over a twenty-four hour period. It condenses a full twenty-four hours of sound energy into a single number taking fluctuations into account and weighing peak hour noise levels more heavily.

APPENDIX

APPENDIX A: PROPOSED LAND USE ALTERNATIVE #1 DEVELOPMENT
GUIDELINES FOR THE 1700 BLOCK - WEST SIDE OF 52 STREET S.E.

1. Land Use

The permitted and discretionary land uses of the C-1 (Local Commercial District) shall be discretionary uses with the exclusion of the following uses:

- o retail food stores;
- o medical clinics;
- o financial institutions;
- o automotive services;
- o liquor stores.

2. Development Guidelines

The General Rules for Commercial Districts contained in Section 33 of By-law 2P80 and the Permitted and Discretionary Use Rules of the C-1 (Local Commercial District) contained in Section 35 shall apply unless otherwise noted below:

(a) Lane Access

Vehicular access from the commercial properties to the lane shall be prohibited.

(b) Sideyard Buffer

The five metre (5) sideyard landscaped setback abutting residential districts could be relaxed.

(c) Access

Vehicular access to the site will be restricted to right turns in and out from 52 Street with no access permitted to 16 Avenue S.E.

(d) Parking

Parking requirements of By-law 2P80 shall be enforced.

(e) Building Design

The design, character and appearance of a building approved shall be compatible with and complimentary to the surrounding area.

APPENDIX B: PROPOSED LAND USE ALTERNATIVE #2 DEVELOPMENT
GUIDELINES AS RECOMMENDED BY THE ADVISORY COMMITTEE

1. Land Use

The permitted and discretionary land uses of the C-2 (General Commercial District) shall be discretionary uses and shall be restricted to those as listed below:

Essential Public Services	Dwelling Units
Financial Institutions	Home Occupations
Medical Clinics	Parking Areas
Offices	Public Buildings
Parks and Playgrounds	Neighbourhood Shopping Centre
Personal Services Businesses	Signs
Retail Stores	Special Care Facilities
Veterinary Clinics	Automotive Sales and Rental
Athletic and Recreational Facilities	Funeral Homes
Automotive Services (with or without Grocery Stores)	Laboratories
Billiard Parlours	Mechanical Reproduction and Printing Establishments
Child Care Facilities	Parking Structures
Commercial Schools	Private Schools
	Radio and T.V. Studios

2. Development Guidelines

The General Rules for Commercial Districts contained in Section 33 of By-law 2P80 and the Permitted and Discretionary Use Rules of the C-2 (General Commercial District) shall apply unless otherwise noted below:

(a) Height

Height would be limited to two storeys or 7.6 metres (25 feet) maximum.

(b) Vehicular Access

No vehicular access would be permitted to the lane or to 14 or 16 Avenues.

APPENDIX C: OPINION SURVEY

1. LAND USE ALTERNATIVES

YES NO

I support:

- ☐ Alternative #1 Low Density Residential and Local Commercial
- ☐ Alternative #2 Modified General Commercial
- ☐ Others

___ ___
___ ___

Please identify: _____

- ☐ Undecided

Reasons for: _____

2. TRANSPORTATION ALTERNATIVES

Please list which transportation alternative you feel should be implemented with your preferred land use alternative:

- ☐ Alternative #1 LEAVE AS IS
- ☐ Alternative #2 Interim Upgrading
 - with concrete median
 - with painted median
- ☐ Alternative #3 Revised Interim Upgrading
 - with concrete median
 - with painted median
 - with truck traffic removed from this section of 52 Street
 - maintaining truck traffic on this section of 52 Street
- ☐ Alternative #4 Final Upgrading
- ☐ Others

___ ___

___ ___
___ ___

___ ___

___ ___
___ ___
___ ___

___ ___

Please identify: _____

- ☐ Undecided

Reasons for: _____

COMMENTS:

NAME: _____

ADDRESS: _____

SIGNATURE: _____

FURTHER INFORMATION:

If you require further information, please contact Mary Shavaller, Transportation Department (268-1603) or Jack Scissons, Planning & Building Department (268-5498).

MAIL TO:

Jack Scissons
Planning & Building Department #8108
Station "M" Box 2100
Calgary, Alberta T2P 2M5
OR

Bring to the June 20, 1987, Public Information Centre

APPENDIX D: OPINION SURVEY RESULTS

- 1.0 Approximately 125 questionnaires were both mailed out to absentee property-owners, and delivered to resident property-owners, tenants and businesses within the study area.
- 2.0 This survey was carried out in conjunction with an Information Centre (June 20, 1987) at Holy Trinity Church.
- 3.0 Twenty-two (22) questionnaires (and one telephoned response) have been completed for a return rate of 18.4 percent. Of these 23 responses, only two were completed by property owners of businesses and the balance of 21 completed by owners of residential property.

4.0 General Summary of Results

4.1 Land Use

There were four land use choices in the questionnaire; Land Use Option #1, Land Use Option #2, Other, and Undecided. A fifth category has been added called "No Response" as there were three completed questionnaires without a response to the land use options.

4.1.1 Responses by Alternative

	<u>Responses</u>
o Land Use Alternative #1 - low density residential and local commercial	8
o Other (described as "low density residential," "leave as is" or "no commercial")	3
o Land Use Alternative #2 - General Commercial	8
o No Response	3
o Undecided	<u>1</u>
TOTAL	23

4.1.2 Respondents' Addresses

ADDRESS OF RESPONDENTS	OPTION #1	OTHER	OPTION #2	NO RESPONSE	UNDECIDED
51 Street	1	--	--	--	--
West Side of 52 Street	1	1	5	--	1
East Side of 52 Street	3	1	3	1	--
Valentine Crescent	3	--	--	2	--
No Address Given	--	1	--	--	--
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL	8	3	8	3	1

All of the respondents (eight) who favour the General Commercial land use (land use alternative #2) live on 52 Street. Those eight favouring land use alternative 1, by contrast are from all streets in the study area. Figure 12 shows the location of respondents to the questionnaire.

4.2 Transportation

4.2.1 Responses by Alternative

ALTERNATIVE	NUMBER OF RESPONSES
Alternative 1 - Existing Situation	3
Alternative 2 - Interim Upgrading	4
Alternative 3 - Revised Interim Upgrading	15
Alternative 4 - Long Term Upgrading	3
No Response	1
	<hr/>
TOTAL RESPONSES*	26

*4 respondents voted for 2 transportation alternatives.

4.2.2 Respondents' Addresses by Alternative

	51 St. S.E.	52 St. S.E. West Side	52 St. S.E. East Side	Valentine Crescent
Alternative 1	-	2	1	-
Alternative 2	-	1	1	2
Alternative 3	1	4	7	3
Alternative 4	-	1	1	1
No Response	-	1	-	-
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL*	1	9	10	6

* 4 respondents voted for 2 transportation alternatives.

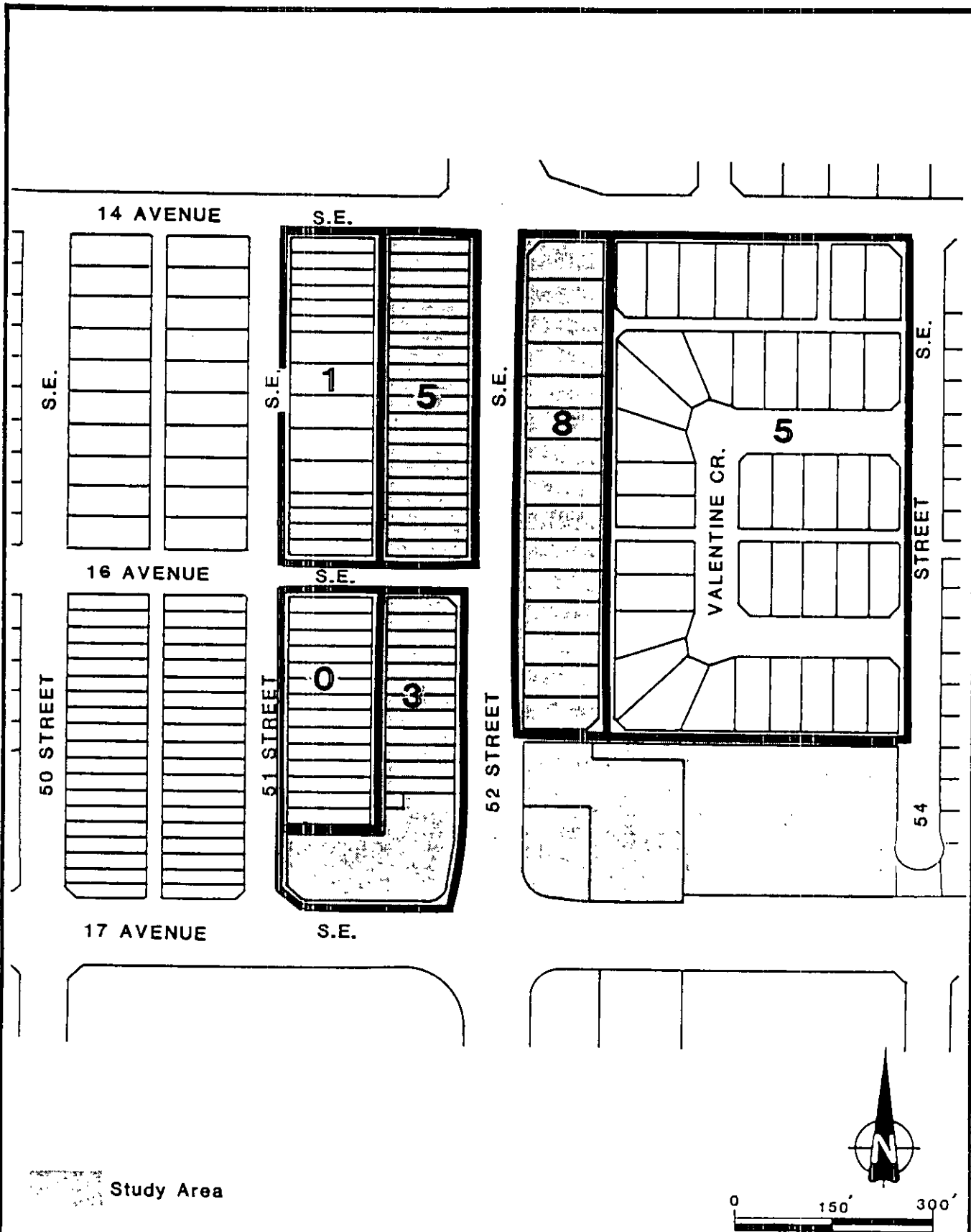


Figure 13 LOCATION OF RESPONDENTS TO QUESTIONNAIRE

APRIL 1989



4.2.3 Transportation Alternative 2 Responses

MEDIAN DESIGN

Prefer Painted Median	2
Prefer Concrete Median	2
No Response	-

4.2.4 Transportation Alternative 3 Responses

TRUCK TRAFFIC

In Favour of having Truck Traffic Removed from this Section of 52 Street	11
--	----

Not in Favour of having Truck Traffic Removed from this Section of 52 Street	3
--	---

No Response	1
-------------	---

MEDIAN DESIGN

Prefer Painted Median	9
Prefer Concrete Median	5
No Response	1

4.2.5 Additional Comments (All Alternatives)

COMMENT	NUMBER OF RESPONSES
Upgrade 68 Street to major road standards	4
Concerned about traffic and parking in lane east of 52 Street	3
Want City to purchase properties on both sides of 52 Street	2
Want City to purchase properties on west side of 52 Street	1
Restrict trucks from this section of 52 Street at night	1
Remove all on-street parking from the west side of 52 Street	1
Upgrade this section of 52 Street to major road standards now because it will save the City money over the long term	1
Any additional road widening will cause cracks in house foundations	1

APPENDIX E: SUMMARY OF COUNCIL DECISIONS FOR THE
1700 BLOCK, WEST SIDE OF 52 STREET S.E.

City Council has since 1974 addressed the issue of the separation of commercial and residential uses in this block. Approval of land use redesignations has been for modified local commercial uses with a landscaped buffer between the commercial and residential uses.

- o In 1974, Council approved the redesignation of the lots at the south end of this block to allow for local commercial uses which would be oriented primarily towards 17 Avenue S.E. (D.C. 225). Landscaping was required around the perimeter of the site in order to soften the impact on the low density residential neighbourhood to the north.
- o In 1980, Council approved the redesignation of the site to the north of the service station from R-2 to D.C. in order to improve access from 52 Street S.E. to the commercial uses and to improve the landscaped buffer for the residential properties to the north (By-law 138280). At that time, the Planning & Building Department expressed concern over the erosion of residential land uses by commercial uses along 52 Street S.E. However, the redesignation established a boundary between commercial and residential uses.
- o In 1982, Council refused an application to redesignate lots 9-12 located immediately north of the service station from R-2 to C-1 on the basis that the boundary between commercial and residential uses had been established through the above redesignation.
- o In 1984, Council approved the redesignation of lots 9-12 from R-2 to D.C. with C-1 guidelines (By-law 20284). The then proposed bicycle shop was considered to be a low intensity use in the residential/commercial interface and provided a gradual transition from the 17 Avenue S.E. commercial uses. In addition, a landscaped buffer was required to further soften the impact on adjacent residential land uses. The approval of the D.C. land use also completed the commercial node by establishing commercial land uses along both sides of 52 Avenue S.E. equidistant from 17 Avenue. Single-family homes (designated R-1) directly to the east across 52 Street S.E. are clearly separated from the 17 Avenue S.E. automobile service centre and convenience commercial node (designated C-3) by a lane.
- o In 1985, Council refused an application to redesignate the existing four vacant lots in the 1700 Block on the west side of 52 Street S.E. from R-2 to D.C. to accommodate a muffler shop because this type and intensity of use was not considered appropriate for a local commercial district or a residential commercial transition zone.