

Planning & Development Report to
Calgary Planning Commission
2020 June 18

ISC: UNRESTRICTED
CPC2020-0366

**Land Use Amendment in Hillhurst (Ward 7) at 818 and 822 - 16 Street NW,
LOC2020-0003**

EXECUTIVE SUMMARY

This land use amendment application was submitted by Civicworks Planning + Design on 2020 January 06 on behalf of the developer Riverview Homes and the landowners Joanna Haaf, Richard Korzeniewski, Catherine Joan Kyeremanteng and Kwadwo Sayki Kyeremanteng. This application proposes to change the designation of two parcels from Residential – Contextual One / Two Dwelling (R-C2) District to Residential – Grade-Oriented Infill (R-CG) District to allow for:

- rowhouses in addition to the building types already allowed (e.g. single detached, semi-detached and duplex homes and secondary suites);
- a maximum building height of 11 metres (an increase from the current maximum of 10 metres);
- a maximum of 8 dwelling units (an increase from the current maximum of 4 dwelling units); and
- the uses listed in the R-CG District.

This proposal conforms to the relevant policies of the *Municipal Development Plan (MDP)* and *Hillhurst/Sunnyside Area Redevelopment Plan (ARP)*. No development permit has been submitted at this time.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.10 hectares ± (0.24 acres ±) located at 818 and 822 - 16 Street NW (Plan 6219L, Block 6, Lots 39 and 40) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Residential – Grade-Oriented Infill (R-CG) District; and
2. Give three readings to the proposed bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2020 JUNE 18:

That Council:

1. Adopt, by bylaw, the proposed redesignation of 0.10 hectares ± (0.24 acres ±) located at 818 and 822 - 16 Street NW (Plan 6219L, Block 6, Lots 39 and 40) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Residential – Grade-Oriented Infill (R-CG) District; and
2. Give three readings to **Proposed Bylaw 95D2020**.

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PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This land use amendment application was submitted by Civicworks Planning + Design on 2020 January 06 on behalf of the developer Riverview Homes and the landowners Joanna Haaf, Richard Korzeniewski, Catherine Joan Kyeremanteng and Kwadwo Sayki Kyeremanteng. No development permit has been submitted at this time. However, as noted in the Applicant's Submission (Attachment 1), the applicant intends to pursue a development permit application for an eight-unit rowhouse development, with potential for a secondary suite to be included in some of the dwelling units.

The applicant had originally indicated a desire to pursue a 12-unit multi-residential development at the time of their first submission. However, a combination of current economic conditions brought on by the COVID-19 pandemic along with feedback provided by administration and relevant stakeholders resulted in the applicant amending their application to pursue a smaller scale rowhouse development.

The proposed development will be achieved by amalgamating the subject site with 826 - 16 Street NW, the corner parcel located directly to the north. This parcel previously underwent a successful land use redesignation in 2018 as Council approved the designation of this site from R-C2 to R-CG. The landowners of this parcel, Joel Semmens and Jason Ager and those listed for the properties above have all agreed to merge their individual lands together to allow for a comprehensively planned development, subject to approval by Council.

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Site Context

The subject parcels are located in close proximity to the corner of 8 Avenue NW and 16 Street NW in the community of Hillhurst, in the northwest quadrant of Calgary. The subject site consists of two parcels with a total area of 0.11 hectares (1,100 square metres), and approximate dimensions of 24 metres in frontage along 16 Street NW and 45 metres in depth. The site currently contains two one-storey single detached dwellings with detached garages. A rear lane exists along the eastern boundary of the site.

The community is characterized by a mix of residential uses. The predominant land use in the immediate area is Residential – Contextual One / Two Dwelling (R-C2) District to the south of 8 Avenue NW. However, there are pockets of redevelopment throughout the area which contain a mix of higher residential densities, specifically redevelopment north of the site along 8 Avenue NW. In terms of open space amenities, Hounsfeld Heights, Riley and West Hillhurst Parks are all located within a one kilometre radius of the subject site.

North Hill shopping centre is the nearest Community Activity Centre and is located less than one kilometre north of the parcel. Similarly, the Southern Alberta Institute of Technology (SAIT) is located less than two kilometres to the Northeast. Small-scale commercial retail and access to a variety of crosstown bus routes along 14 Street NW are located less than 200 metres to the east of the subject site.

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As shown in *Figure 1*, the community of Hillhurst has seen its population decrease only slightly from its peak in 2015.

Figure 1: Community Peak Population

Hillhurst	
Peak Population Year	2019
Peak Population	6,737
2019 Population	6,558
Difference in Population (Number)	-179
Difference in Population (Percent)	-2.7%

Source: *The City of Calgary 2019 Civic Census*

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This application proposes to redesignate two parcels to the R-CG District to allow for a rowhouse residential development. Throughout the review process, Administration explored other land use options; however, after discussions with the applicant, the decision was made to proceed with the R-CG District for the reasons discussed in the strategic alignment portion and Land Use subsection of the report.

Land Use

The existing Residential – Contextual One / Two Dwelling (R-C2) District is a residential designation applied to developed areas that is primarily for single detached, semi-detached and duplex homes. Secondary suites are a permitted use within this district. The R-C2 District allows for a maximum building height of 10 metres and a maximum of up to four dwelling units on this site.

The proposed Residential – Grade-Oriented Infill (R-CG) District allows for two to three-storey (11 metres maximum height) rowhouse developments where one façade of each unit must directly face a public street. The District provides for a maximum density of 75 units per hectare which would enable up to eight dwelling units on the subject site. Please note that this calculation does not include the parcel located at 826 - 16 Street NW.

As indicated in the Applicant’s Submission, all three parcels located at 818, 822 and 826 - 16 Street NW are intended to be amalgamated to create a single site that is 0.17 hectares in size. In turn, this will allow for a maximum of 12 units to be developed on the site. The R-CG District also allows for a range of other low-density housing forms such as single detached, semi-detached, duplex dwellings and secondary suites.

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The applicant had originally indicated to Administration and local residents that their desire was to pursue a 12-unit Multi-Residential Development under the Multi-Residential – Contextual Grade-Oriented (M-CG) District. However, after consultation with all relevant stakeholders the applicant decided to amend their original application from M-CG to R-CG District in an effort to better contextually align with the existing built form in the community.

Development and Site Design

If the application is approved by Council, the rules of the proposed Residential – Grade-Oriented Infill (R-CG) District will provide basic guidance for the future site development including appropriate uses, building massing and height, landscaping and parking. Given the specific context of this site and the applicant's intent to amalgamate the parcel at 826 - 16 Street NW for a future development, additional items that will be considered through the development permit process include, but are not limited to:

- ensuring an engaging built interface along both 16 Street NW and 8 Avenue NW frontages; and
- improving pedestrian connections along 16 Street NW by ensuring vehicle access to the site is off the lane.

Transportation

Pedestrian access to the subject site is available from 16 Street NW. As identified by Map 3: Road and Street Network of the MDP, 8 Avenue NW is identified as Collector Road while 16 Street NW is a Residential Street. The nearest major arterial roadway is 14 Street NW, which is located 200 metres east of the subject site. Vehicular access to the parcel is available from the rear lane. Street parking is regulated along 16 Street NW and 8 Avenue NW and only available for local residents.

The area is served by Calgary Transit. Base service is provided along 8 Avenue NW as the Route 404 has a stop located less than 25 metres from the subject site providing a direct connection to the North Hill shopping centre, SAIT and the LRT network via Lions Park LRT Station.

A Transportation Impact Assessment was not required as part of this application.

Environmental Site Considerations

There are no environmental concerns associated with the site or current proposal.

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Utilities and Servicing

Water, sanitary and storm sewer mains are all available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time. Individual servicing connections as well as appropriate stormwater management will be considered and reviewed at the development permit stage.

Climate Resilience

The applicant has not identified any specific climate resilience measures as part of this land use application. However, the proposed land use amendment will provide an opportunity to increase density within Hillhurst. Further opportunities to align future development on this site with applicable climate resilience strategies may be explored and encouraged at the development permit stage.

Stakeholder Engagement, Research and Communication

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

The applicant also held an open house with the Hillhurst Sunnyside Community Association on 2020 January 14. Attendees were given the opportunity to view the applicant's original M-CG proposal and provide feedback to the applicant. The meeting was attended by 20 to 30 local residents and was a part of the agenda for the monthly meeting held by the community association's planning committee. Administration was also invited and attended the meeting. In terms of community response, some of the major questions and concerns that were discussed with the applicant were as following:

- Future site design.
- Traffic and parking issues, and how they will be addressed.
- Is the proposed Land Use District appropriate for the subject site?

The Hillhurst Sunnyside Community Association responded to the original and subsequent amended application respectively, with their most recent correspondence included in (Attachment 2). Although supportive of certain aspects of each proposal, the Community Association is opposed to the application based on the lack of support from community members.

Administration received 20 citizen responses in opposition to both the initial and amended application noting concerns related to the proposed land use redesignation and potential future development. The citizen concerns are generally summarized as follows:

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- increase in traffic, noise and parking issues;
- increase in height, density, and lot coverage;
- reduced privacy on neighbouring properties; and
- general concern about higher density residential developments within neighbourhood.

The applicant has indicated that they will continue to work with the Community Association and local residents to address their concerns as it pertains to this project. The applicant has met Administrations recommendations for engagement as listed in The City of Calgary's Outreach Assessment tool, they have connected with the Community Association and local Ward Councillor in regards to this application.

As noted earlier in the report, the application for the subject site was amended from M-CG to R-CG in order to better align contextually with the surrounding area. Relevant stakeholders including the Hillhurst Community Association and citizens who responded to the original circulation were notified of the amendment and provided an opportunity to revise their original comments. Those changes, if any have been updated and are reflected in this section of the report.

Administration considered the relevant planning issues specific to the proposed re-designation and has determined the proposal to be appropriate. The proposed R-CG District is a low-density district intended for development on sites that are located in close proximity and adjacent to low density residential development within inner city communities. Furthermore, development can be contextually sensitive in terms of height and setback. Based on these criteria, R-CG is considered appropriate as it would result in a moderate increase in density that would be compatible with the surrounding neighbourhood. Design, traffic and parking requirements will be reviewed at the development permit stage.

Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

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

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.

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Municipal Development Plan (Statutory – 2009)

The subject parcel is located within the Residential – Developed – Inner City area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). The applicable MDP policies encourage redevelopment and modest intensification in inner-city communities intended to occur in a form and nature that respects the scale and character of the neighbourhood context.

The proposal is in keeping with relevant MDP policies as the R-CG District is a low-density district and provides for a modest increase in density in a form that is sensitive to existing residential development in terms of height, scale and massing. Furthermore, the application aligns with Section 2.6 of the MDP as the proposed land use redesignation allows for a more compact urban form that uses less land.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) contains the Climate Mitigation Action Plan (CMAP) and the Climate Adaptation Action Plan (CAAP), which identify actions that will reduce Calgary's greenhouse gas emissions and manage climate risks. This application has not identified any actions that specifically meet policies in this plan.

Hillhurst/Sunnyside Area Redevelopment Plan (Statutory – 1988)

The [Hillhurst/Sunnyside ARP](#) supports residential intensification through renovation, redevelopment, conversion, and infill development that is sensitive to the existing neighbourhood. The ARP encourages a variety of housing forms that accommodate different age groups, household types, and income levels. The policies of the ARP encourage redevelopment that is contextually sensitive to the existing character of the community. In the ARP, the subject site is located within Residential Character Area 5, which allows for Low Density and Low Density Multi-Unit type redevelopment. The Low Density Multi-Unit policy allows for a low profile multi-unit redevelopment with a maximum density of 75 units per hectare which translates into eight developable units for the parcels located at 818 and 822 - 16 Street NW. The parcel at 826 Street NW allows for a maximum of four developable units. Therefore, if the sites were to be amalgamated, a maximum of 12 units could be developed.

The proposal is in keeping with relevant ARP policies as the R-CG District provides for a modest increase in density in a form that is sensitive to existing residential development in terms of height, scale and massing. Furthermore, any future development will be evaluated by its ability to blend in with the surrounding context of the area.

The subject application falls within the future [Riley Communities Local Growth Planning](#) project, a new multi-community local area plan which will guide growth throughout the communities of Sunnyside, Hillhurst, West Hillhurst and Hounsfeld Heights / Briar Hill. The new plan is scheduled to begin its first phase in the Fall of 2020.

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Social, Environmental, Economic (External)

The proposed land use district allows for a wider range of housing types than the existing land use district and as such, the proposed changes may better accommodate the housing needs of different age groups, lifestyles and demographics.

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 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 aligns with applicable policy directives of the *Municipal Development Plan* and *Hillhurst/Sunnyside Area Redevelopment Plan*. The proposed R-CG District is a low-density district and intended to be applied in close proximity or adjacent to low-density residential development. The proposed amendment would allow for a modest increase in density for an inner-city site but still be compatible with the built form and character of the existing community.

ATTACHMENT(S)

1. Applicant's Submission
2. Community Association Letter
3. **Proposed Bylaw 95D2020**
4. **Public Submissions**