

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

**EXECUTIVE SUMMARY**

This application proposes to redesignate a single residential parcel from a Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Grade-Oriented (M-CGd72) District to allow for:

- multi-residential development (e.g. townhouses and four-plexes);
- a maximum building height of 12 metres (an increase from the current maximum of 10 metres);
- a maximum of 4 dwelling units on this parcel (an increase from the current maximum of 2 dwelling units); and
- the uses listed in the proposed M-CGd72 land use designation.

A development permit application for a 4-unit, 2-storey Multi-Residential Development has also recently been submitted to the City for review.

**PREVIOUS COUNCIL DIRECTION**

None.

**ADMINISTRATION RECOMMENDATION(S)**

2017 March 23

That Calgary Planning Commission recommends **APPROVAL** of the proposed Land Use Amendment.

**RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION**

That Council hold a Public Hearing on Bylaw 161D2017; and

1. **ADOPT** the proposed redesignation of 0.06 hectares ± (0.14 acres ±) located at 211 – 18 Street NW (Plan 6219L, Block 14, Lot 5) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Multi-Residential – Contextual Grade-Oriented (M-CGd72) District, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 161D2017.

**LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017**

**MAP 20C**

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**REASON(S) FOR RECOMMENDATION:**

The proposal represents a modest intensification of an inner city residential parcel. The proposed M-CGd72 allows for a more efficient use of serviced land and redevelopment opportunities that have the ability to be compatible with and similar in character to the existing development in the area.

The proposal is compatible with adjacent land uses and in keeping with a range of policies identified in the Municipal Development Plan (MDP), which allows for an incremental growth and change of inner city neighbourhoods.

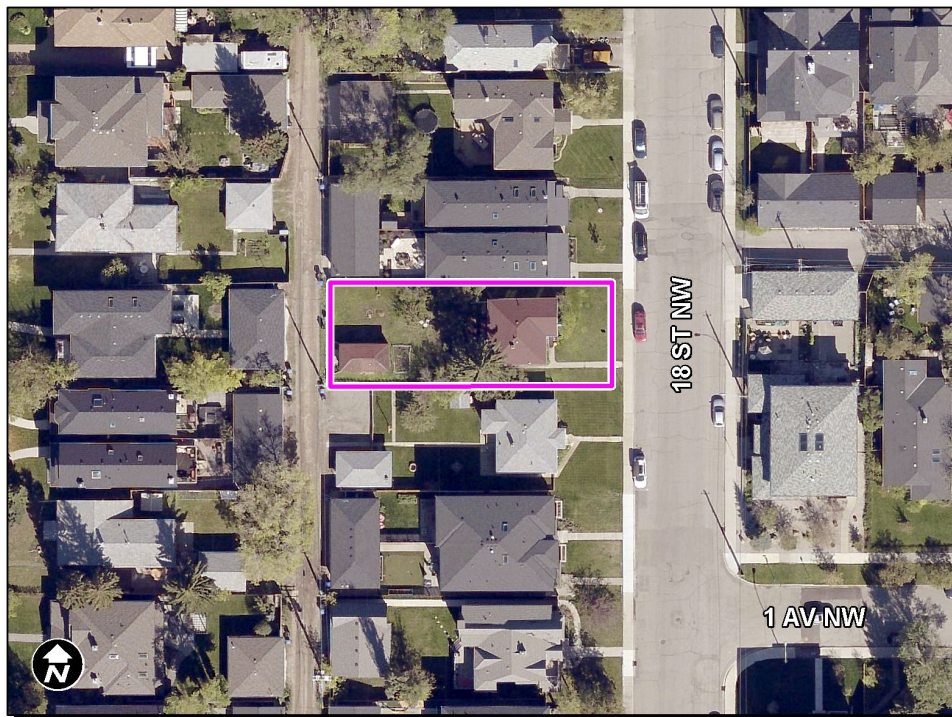
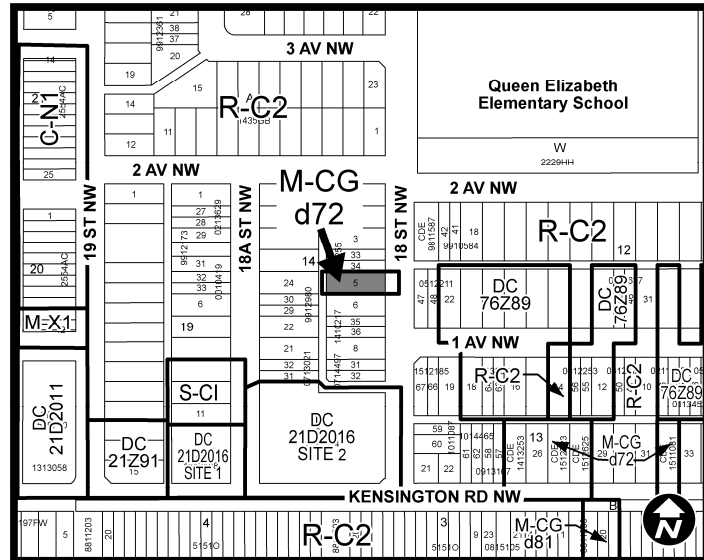
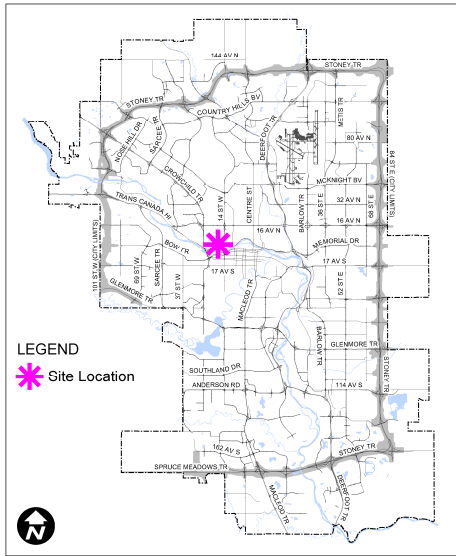
**ATTACHMENT**

1. Proposed Bylaw 161D2017
2. **Public submission**

LAND USE AMENDMENT  
 WEST HILLHURST (WARD 7)  
 KENSINGTON ROAD AND 18 STREET NW  
 BYLAW 161D2017

MAP 20C

LOCATION MAPS



LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

**ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION**

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.06 hectares  $\pm$  (0.14 acres  $\pm$ ) located at 211 – 18 Street NW (Plan 6219L, Block 14, Lot 5) from Residential – Contextual One / Two Dwelling (R-C2) District to Multi-Residential – Contextual Grade-Oriented (M-CGd72) District.

**Moved by: C. Friesen**

**Carried: 5 – 3**

Opposed: L. Juan, D. Leighton  
and A. Palmiere

Reasons for Approval from Mr. Foht:

- I supported the application and recommendation of Administration for approval of the redesignation for the following reasons:
  - The application for this modest increase in density to a maximum of 4 units will not adversely impact the feel of the community.
  - Notwithstanding my support, care should be given to review the engineering capacity of the existing utilities to ensure that should all the nearby lands have increased density as contemplated in this application, the utilities would have sufficient capacity.

Reasons for Opposition from Mr. Leighton:

- I support intensification of the West Hillhurst and other inner ring suburbs. I do not support, however, incremental spot zoning application such as this. This is in line with comments made by the West Hillhurst Community Association. Intensification is supposed to occur through an Area Redevelopment Plan (ARP) under the Municipal Government Act (MGA). This would allow the collection of Area Redevelopment levies to upgrade the required infrastructure.

Reasons for Opposition from Mr. Palmiere:

- The land use and proposed built form are inconsistent with the built form/use patterns of the area.
- Mid-block redesignation doesn't meet the intent of the Location Criteria for Multi-Residential Infill Guidelines.
- Based on the infill that has already occurred in the area, the site and its immediate contest are unlikely to be redeveloped through the main streets process. As such this amount to a "random" redesignation.

Reasons for Opposition from Ms. Juan:

- I opposed this application as I believe the R-CG would have been a more appropriate use in this context. R-CG would also align with the MDP which encourages a variety of housing types. R-CG could have been proposed to achieve a diversity of dwelling unit types in the neighbourhood.

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

2017 March 23

**MOTION:**

The Calgary Planning Commission accepted correspondence from:

- West Hillhurst Planning Committee dated 2017 March 23;

as distributed, and directs it to be included in the report in APPENDIX IV.

**Moved by: A. Palmiere**

**Carried: 7 – 1**

Opposed: R. Wright

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

**Applicant:**

Flo Designs

**Landowner:**

Catherine Fern Keyes

**PLANNING EVALUATION**

**SITE CONTEXT**

Situated in the community of West Hillhurst, the site is located on the west side of 18 Street NW and approximately half a block north of Kensington Road NW. This 15 metre by 41 metre mid-block parcel is relatively flat and developed with a single detached dwelling. A detached garage is located in the rear of the property which is accessed from the back lane.

Development in the immediate vicinity of the subject property consists of single and semi-detached dwellings (R-C2). Queen Elizabeth elementary school is to northeast of the site (R-C2). The Royal Canadian Legion is to the south at the corner of 18 Street and Kensington Road NW (Bylaw 21D2010). An 8-storey, 218-unit mixed-use development was approved on the site in 2016 as part of the Kensington Legion redevelopment.

The majority of West Hillhurst consists of low-density residential land use (R-C2). Commercial and higher intensity residential land uses (i.e. M-C1, M-CG, C-N1, C-N2) exist along 19 Street NW, Kensington Road NW and Crowchild Trail NW. A number of additional multi-residential land use pockets exist throughout the community to the west of the subject property.

<b>West Hillhurst</b>	
Peak Population Year	1968
Peak Population	6,871
2016 Current Population	6,449
Difference in Population (Number)	-422
Difference in Population (Percent)	-6%

**LAND USE DISTRICTS**

The proposed land use is a Multi-Residential – Contextual Grade-Oriented (M-CGd72) District with a density modifier of 72 units per hectare. The M-CG district allows for a range of multi-residential forms and is intended to be applied in close proximity or adjacent to low density residential development. The proposed M-CGd72 designation allows for a maximum building height of 12 metres (subject to M-CG rules) and a maximum of 4 dwelling units on this property. The density modifier was requested by the applicant throughout the review of the application so as to mitigate some of the concerns raised by the Community Association and area residents. Administration does not object to this approach and supports the land use as proposed.

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

## LEGISLATION & POLICY

As there is no local area redevelopment plan for the community of West Hillhurst, the application was reviewed against the applicable statutory policies of the Municipal Development Plan and the guidelines identified in the Location Criteria for Multi-Residential Infill.

### Municipal Development Plan (2009 – statutory)

The subject property is located within the *Residential Developed - Inner City Area* as identified on Map 1 of the Municipal Development Plan (MDP). Although the document makes no specific reference to the subject site, the land use proposal is in keeping with the following MDP policies:

- *Neighbourhood Infill and Redevelopment* policies encourage growth and change in low density neighbourhoods through redevelopment that is similar in scale and built form and increases the mix of housing choices and types. The same section of the MDP encourages higher residential densities in areas that are served by existing infrastructure, public facilities and transit.
- *Developed Residential Area – General* policies support the retention of low density residential housing stock while allowing for moderate intensification in a form that respects the character of existing neighbourhoods.
- *Developed Residential Area - Inner City* policies allow for a range of intensification strategies, from parcel-by-parcel to larger more comprehensive approaches.

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

Council adopted 'Location Criteria for Multi-Residential Infill' to provide a better consistency in the review of redesignation applications seeking to allow for multi-residential developments on low density residential parcels (APPENDIX III).

The subject property is not on a corner or along a collector road. However, the site has lane access, is located across from a school site and associated playing fields, and is in proximity to a number transit stops along Kensington Road NW (Neighbourhood Corridor).

### Application Evaluation Summary

Although this application represents an example of a parcel by parcel intensification rather than a comprehensive form of inner city redevelopment, the proposal is supported by Administration as the proposed land use district:

- is in keeping with the a range of policies identified in the MDP;
- allows for a more efficient use of serviced land;
- is designed to be implemented adjacent or in close proximity to low density residential uses;
- is compatible with adjacent land uses; and
- allows for a building form similar in character to adjacent development.

**LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017**

**MAP 20C**

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## **TRANSPORTATION NETWORKS**

A Transportation Impact Assessment was not required for this application.

Pedestrian access to the site is available via an existing network of sidewalks located on both sides of 18 Street NW. Public transit (including Bus Rapid Transit – route 305) is available along Kensington Road NW. Vehicular access to the site is available from the back lane.

## **UTILITIES & SERVICING**

Water, sanitary, and storm sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time.

## **ENVIRONMENTAL ISSUES**

An Environmental Site Assessment was not required.

## **GROWTH MANAGEMENT**

The proposal does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

## **PUBLIC ENGAGEMENT**

### **Community Association Comments**

The West Hillhurst Community Association does not support the proposal. See APPENDIX II for additional information.

### **Citizen Comments**

Approximately ten objection letters were submitted in response to the proposed redesignation. Concerns identified may be summarized as follows:

- additional residential density should be limited to Kensington Road NW;
- massive multi-unit complexes remove a sense of belonging to a community that has an identity;
- increase in traffic and congestion on 18 Street NW and the back lane;
- 18 Street NW is heavily traversed by children – increase of safety risk as a result of additional density and vehicular trips;



**LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017**

**MAP 20C**

---

- on-street parking challenges and insufficient amount of on-site visitor parking;
- garbage collection – insufficient space for 8 bins on a 50 foot parcel;
- negative impacts on property values along 18 Street NW;
- proposed land use will allow for much taller and larger building;
- the proposal does not add to the character and vibrancy of the community; and
- a negative precedence setting example.

**Public Meetings**

On 2016 November 22, Community Planning met with the members of the West Hillhurst Community Association Planning Committee (WHCA PC) to discuss the proposal and City review process. A range of topics specific to this proposal as well as broader community planning matters were discussed.

On 2017 January 05, the applicant had also met with the WHCA PC in response to the proposal.

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

## APPENDIX I

### APPLICANT'S SUBMISSION

The subject parcel is located in the community of West Hillhurst and consists of 0.063 ha. The land is privately owned. A land use amendment is being requested and is required in order to construct a 4-unit multi residence which is a project better suited to this site than a semi-detached building. With the redesignation request we are proposing a density modifier of M-CGd72 to limit a project to a maximum number of 4 units on this site in order to mitigate some density concerns.

The current land use designation is R-C2 (Residential – Contextual One / Two Dwelling) which allows for duplex, single and semi-detached dwellings. Secondary suites are permitted and Backyard suites are discretionary, though only on parcels 9m and 13m wide respectively, thus limiting this parcel to two households regardless of configuration.

The proposed development running parallel to the redesignation will provide four dwellings which are attached to one another with two units at the front and two in the rear maintaining a consistent Context to the existing streetscape. A new land use designation is required to support this development; therefore, the application is seeking to amend the designation to a Multi-Residential – Contextual Grade-Oriented (M-CG) District.

Like R-C2, the M-CG District is designed for grade-oriented development and is intended to be in close proximity or adjacent to low density residential development. The Land Use Bylaw explains that the M-CG District:

*“is intended to apply to the Developed Area; (b) has Multi- Residential Development that will typically have higher numbers of Dwelling Units and traffic generation than low density residential dwellings; (c) has Multi- Residential Development designed to provide some or all units with direct access to grade; (d) provides for Multi- Residential Development in a variety of forms; (e) has Multi- Residential Development of low height and low density; (f) allows for varied building height and front setback areas in a manner that reflects the immediate context; (g) is intended to be in close proximity or adjacent to low density residential development; (h) provides outdoor space for social interaction; and (i) provides landscaping to complement the design of the development and to help screen and buffer elements of the development that may have impacts on residents or nearby parcels.”*

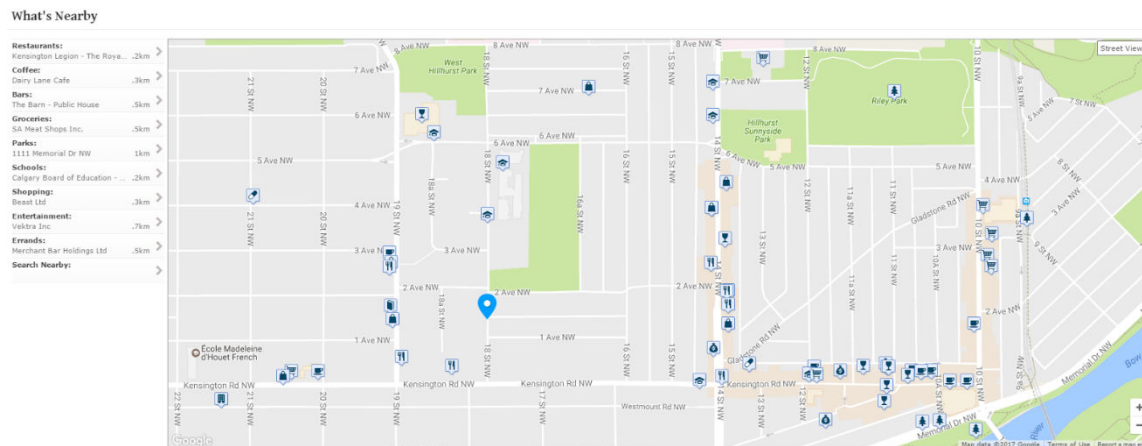
This proposed development is consistent with the Municipal Development Plan which encourage more housing options in established communities, more efficient use of infrastructure, and more compact built forms in locations with direct easy access to transit, shopping, schools and other community services. In addition, the site has specific attributes which make it ideal for a multi 4 unit development:

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

- The site is less than a 5 minute walk to multiple transit routes on Kensington Road NW;
- The site is less than a 5 minute walk from Queen Elizabeth School;
- The site is less than a 15 minute walk from Louise Dean School and Ecole Madeleine d'Houet French;
- The site is less than 5 minute walk from local shopping, restaurants, and other commercial uses on 19th Street NW;
- The site is less than a 10 minute walk from West Hillhurst Community Association;
- The site is less than a 15 minute walk from Hillhurst Sunnyside Community Association;
- The site is less than a 25 minute walk from SAIT/ACAD/Jubilee facilities and CTrain station;
- The site is less than a 25 minute walk from Sunalta CTrain station;
- The site is less than a 25 minute walk to North Hill Shopping Centre;
- The site is less than a 45 minute walk into the downtown; and
- The site is easily accessible for bicycle friendly roads with close connections to dedicated lanes and paths.

Area map illustrating a few local amenities as they relate to the subject site



Through this redesignation the opportunity is created to further diversify the community's housing market by offering competitive, sustainable, uncompromised dwelling options that can meet the needs from a single owner, to a family, to an age-in-place resident. As such, the quality of life for current and future community members is maintained and improved upon by utilizing this site to its best use by maximizing its land efficiency while respecting the existing context. We note this as our research and development through the course of schematic design entertained an R-CG district, however this would introduce rowhousing (3 front doors) which would not be in keeping with the existing streetscape and district context. As such, M-CG became the desirable redesignation as its design intent finds a good fit to the existing streetscape, R-C2 district, and overall community.

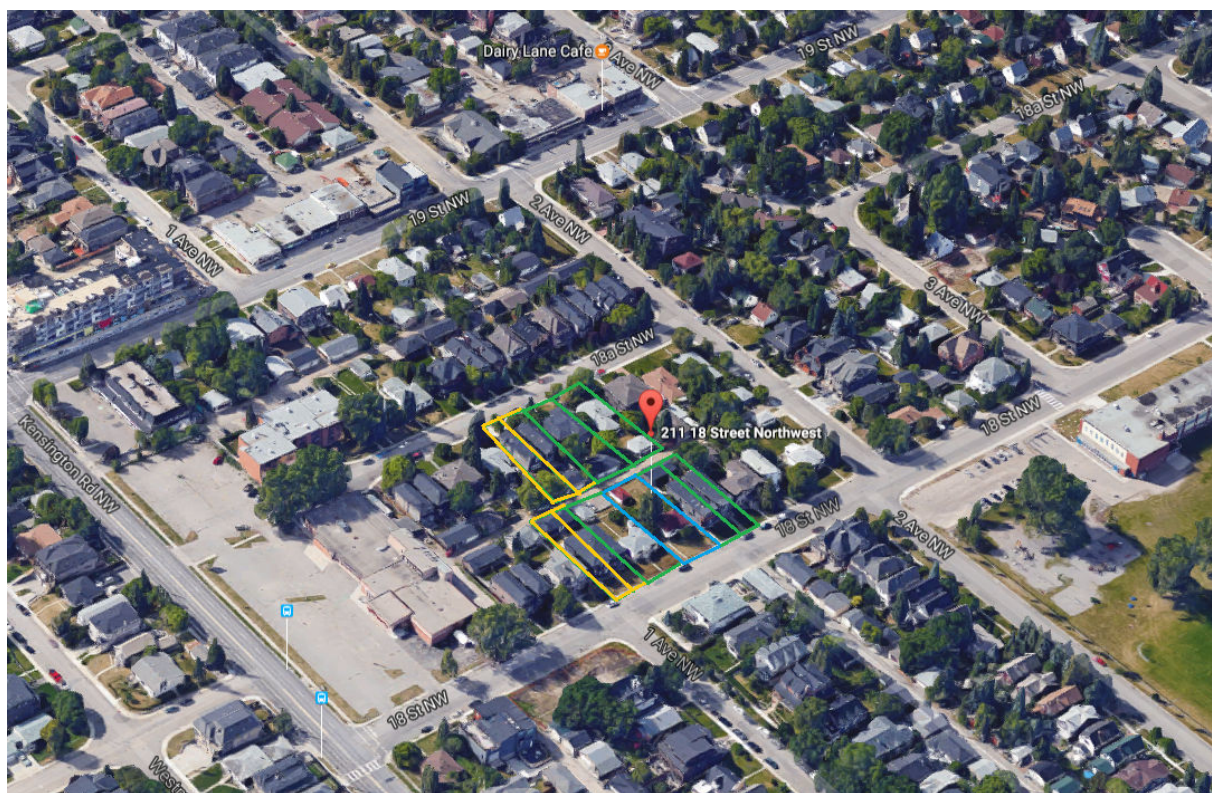
LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

As we carried our proposed design forward, a Development Permit running parallel to this redesignation request, we opened dialogue to the neighbours and the Community Association for their input and feedback. With the CA, we unfortunately we were not invited to their review and to date have not had much success with their board despite hearing what appeared to be an understanding towards the merits of our proposed redesignation, and project, in a post submission meeting. Next to the CA, the map below illustrates the neighbour engagement which we opened and promoted finding no contextually adjacent neighbours voicing any concerns.

Neighbour engagement map

-  Subject site
-  Neutral/Supports amendment
-  Not available/no noted concerns



To conclude, the proposed land use amendment will allow development in the form of a 4-unit multi residence building which is consistent with the existing streetscape, sustainability principles, City policies, and the best use of this parcel. For these reasons, we respectfully request Calgary Planning Commission and Council's support of our application. Thank you for your consideration.

M. Beck

LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017

MAP 20C

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**APPENDIX II**

**LETTERS SUBMITTED**

Martin

November 24, 2016

WHCA Planning Committee is pleased to provide comments on this concurrent application - Land Use and DP.

West Hillhurst is strongly opposed to 'spot rezoning' on quiet residential streets within the community. In the absence of an ARP (which WHH does not have), we cannot allow this kind of un-planned densification to occur. The impact would be precedent setting and suggest that all land owners with 50' RC-2 lots should seek rezoning to realize increases to property values.

Further, WHCA PC is concerned that the application seeks M-CG zoning which would allow up to 6x units to be built on the subject site. With no certainty that the DP would actually be built, it is possible that the Land would be sold post LOC approval to a builder pursuing the 6-plex.

DP Design is uninspired and exaggerates height at front and rear for no reason other than larger glazing. Request that eventual design pursue options to match height with adjacent properties. Front and rear setbacks need to honor newer neighboring properties to minimize blank walls extending past neighboring homes and affecting amenity space in rear yards.

Thanks

Gerard Van Ginkel  
WHCA Planning Chair

**LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017**

**MAP 20C**

**APPENDIX III**

**LOCATION CRITERIA FOR MULTI-RESIDENTIAL INFILL**

<b>Subject Site</b>	<b>Comments</b>
On a corner parcel	Corner developments have fewer direct interfaces with low density development. Corner sites avoid mid-block development that could signal speculation that the entire block is appropriate for redevelopment.
Within 400m of a transit stop.	Allows for greater transit use, providing more mobility options for residents of multi-dwelling developments. Can reduce motor vehicle usage, thereby minimizing vehicle traffic impact on community.
Within 600m of an existing or planned Primary Transit stop or station.	Allows for greater transit use, providing more mobility options for residents of multi-dwelling developments. Can reduce motor vehicle usage, thereby minimizing vehicle traffic impact on community.
On a collector or higher standard roadway on at least one frontage.	Minimizes traffic on local streets.
Adjacent to existing or planned non-residential development or multi-dwelling development.	Creates an appropriate transition between low density and other more intensive land uses or larger scale buildings.
Adjacent to or across from existing or planned open space or park or community amenity.	Creates an appropriate transition between low density and other land uses.
Along or in close proximity to an existing or planned corridor or activity centre.	Creates an appropriate transition between low density and other land uses.
Direct lane access.	Improves pedestrian environment for local residents by limiting the creation of multiple or high frequency use driveways across local sidewalks.



**LAND USE AMENDMENT  
WEST HILLHURST (WARD 7)  
KENSINGTON ROAD AND 18 STREET NW  
BYLAW 161D2017**

**MAP 20C**

**APPENDIX IV**

**From:** <[REDACTED]>  
**Date:** March 23, 2017 at 8:38:41 AM MDT  
**To:** "Beck, Martin" <[Martin.Beck@calgary.ca](mailto:Martin.Beck@calgary.ca)>  
**Cc:** <[REDACTED]>  
**Subject:** RE: LOC2016-0282

Hello Martin,

Please bring the following note from the West Hillhurst Planning Committee to the attention of the CPC today.

Thank you very much,

David

Calgary Planning Commission members,

Re: LOC2016-0282

The West Hillhurst Planning Committee opposes this land use change application. Without an ARP or other guidance relevant to this site, support for this application would indicate that the accepted highest and best use for all R-C2 lots throughout our community is now M-CG. We have no rationale to do so.

West Hillhurst has many opportunities for both the infill and multifamily/multi-use intensification that defines the community. It is frustrating to see underdevelopment occur at many sites along a corridor (such as new semi-detached backyards along Kensington Rd.) and now a spot-zoning M-CG application mid-block on an inner street.

Randomness can help meet intensification goals, but good planning can bring much more. As a planning committee representing the residents in our community, we prefer the latter. With continued spot-zoning like this application, our community and The City will not realize the full benefits of the many redevelopment opportunities here.

Sincerely,  
West Hillhurst Planning Committee

M. Beck