

Planning & Development Report to  
Calgary Planning Commission  
2020 November 05

ISC: UNRESTRICTED  
CPC2020-1204

## Policy Amendment and Land Use Amendment in Montgomery (Ward 7) at 4504 - 21 Avenue NW, LOC2020-0117

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### EXECUTIVE SUMMARY

This application was submitted by Horizon Land Surveys on behalf of the landowner, Homemark Holdings Inc on 2020 August 10. The application proposes to change the designation of the subject site from Residential – Contextual One Dwelling (R-C1) to Residential – Contextual One / Two Dwelling (R-C2) District to allow for:

- semi-detached and duplex homes in addition to building types already allowed (e.g. single detached homes and secondary suites);
- a maximum building height of 10 metres (no change from the current maximum);
- a maximum of 2 dwelling units (an increase from the current maximum of 1 dwelling unit); and
- the uses listed in the R-C2 District.

An amendment is required to the *Montgomery Area Redevelopment Plan* (ARP) to accommodate the proposed land use redesignation. This proposal conforms to the ARP, as amended, and is in keeping with the applicable policies of the *Municipal Development Plan*.

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 amendments to the Montgomery Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.06 hectares ± (0.14 acres ±) located at 4504 - 21 Ave NW (Plan 4994GI, Block 45, Lot 1) from Residential – Contextual One Dwelling (R-C1) District **to** Residential – Contextual One / Two Dwelling (R-C2) District; and
4. Give three readings to the proposed bylaw.

### PREVIOUS COUNCIL DIRECTION / POLICY

None.

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**BACKGROUND**

This land use amendment application was submitted by Horizon Land Surveys on behalf of the landowner, Homemark Holdings Inc on 2020 August 10. As noted in the Applicant's Submission (Attachment 1), the application is for a land use to allow for semi-detached and duplex dwelling uses in addition to the single detached dwelling and secondary suite uses that are currently allowed. While no development permit has been submitted at this time, the applicant has indicated that a development permit application for a semi-detached dwelling will be applied for pending land use approval.

Given that the subject parcel is located on a corner lot, alternative land use districts such as the Residential – Grade-Oriented Infill (R-CG) District were discussed with and investigated by the applicant. However, after consulting with the Community Association and adjacent property owners, in an attempt to find compromise regarding community concerns associated with the application, the applicant chose to instead pursue a redesignation to R-C2 rather than a more intense land use district.





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### Site Context

Located in the northwest quadrant of Calgary, the subject parcel is within the community of Montgomery, at the corner of 44 Street NW and 21 Avenue NW. The site is rectangular in shape, has a total area of approximately 560 square metres and approximate dimensions of 15.3 metres in width and 36.5 metres in depth. The site slopes gently up from 21 Avenue NW to the rear property line, is currently developed with a one-storey single detached dwelling, and includes a detached garage that is accessed directly from 44 Street NW. A lane exists along the rear of the site.

The nearest commercial area is located less than 500 metres away, along the TransCanada Highway and Bowness Road / 44 Street NW. In addition, Montgomery shopping centre is located 800 metres west of the parcel.

The community is characterized by a mix of single and semi-detached homes with the predominant land use being Residential – Contextual One Dwelling (R-C1) District. However, there are pockets of development that contain a higher mix of residential densities in close proximity to the subject site. There is a higher mix of residential densities along the commercial and main street corridors of 16 Avenue NW and Bowness Road NW. The overall community contains schools, retail services and a recreational amenity in the form of Shouldice Athletic Park located within its boundaries and in close proximity to the subject site.

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As shown in *Figure 1*, the community of Montgomery has seen its population decrease from its peak in 1969.

*Figure 1: Community Peak Population*

<b>Montgomery</b>	
Peak Population Year	1969
Peak Population	5,287
2019 Population	4,515
Difference in Population (Number)	-772
Difference in Population (Percent)	-14.6%

Source: *The City of Calgary 2019 Civic Census*

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

### INVESTIGATION: ALTERNATIVES AND ANALYSIS

This application proposes to redesignate the subject parcel from the R-C1 District to the R-C2 District to facilitate a further variety of low density residential uses in the community. The current proposal meets the intent and objectives of all applicable planning policies as described in the Strategic Alignment portion of this report.

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

#### Land Use

The existing R-C1 District allows for low density residential developments with a maximum of one dwelling unit and a maximum building height of 10 metres. Single detached dwellings and secondary suites are some of the allowable uses within this District.

The proposed R-C2 District is a low-density 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 two dwelling units. The intent of the R-C2 District is to accommodate existing development and contextually sensitive redevelopment in a nature that generally aligns with the overall character of the community.

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### **Development and Site Design**

If the application is approved by Council, the rules of the proposed R-C2 District will provide basic guidance for future development, including appropriate building height, massing and setbacks, land uses, and parking. Given the specific context of this site, additional items that will be considered through the development permit process include, but are not limited to the following:

- respecting the immediate context and privacy of adjacent residential developments;
- providing the minimum number of motor vehicle parking for all dwelling units; and
- ensuring direct vehicle access from the rear lane.

### **Transportation**

The area is well served by Calgary Transit. The subject parcel is approximately 300 metres northeast of the Primary Transit Network located on Bowness Road NW. It's also approximately 350 metres northeast of a southbound transit stop (Route 1) and approximately 700 metres northeast of the Bus Rapid Transit (BRT) Bowness transit stop (Route 305), both located on Bowness RD NW.

Parking is unrestricted on 21 Avenue NW and 44 Street NW adjacent to the subject site. No transportation impact assessment or parking study was required at the land use stage.

Vehicular access to the parcel is currently available from 44 Street NW. In the future, if the site is redeveloped, direct vehicular access to the subject parcel shall be via the rear lane, accessed from 44 Street NW and 45 Street NW.

### **Environmental Site Considerations**

An Environmental Site Assessment was not required. There are no known environmental contamination concerns on the parcel or in the immediate area.

### **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 application, however the applicant has identified that further opportunities will be explored and implemented at the development permit stage to align future development on the site with applicable climate resilience strategies.

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### **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.

No public meetings were held by the applicant or Administration in relation to this application.

Following completion of the Community Outreach Assessment, the applicant discussed an initial proposal with the Montgomery Community Association, door knocked, and delivered post cards to homes within a 90 metre radius of the site in order to gather feedback on redeveloping the parcel. In response to comments received, the applicant revised the proposal from R-CG to R-C2 prior to submitting an application in an effort to address various community concerns including increased density, traffic, parking, and the overall preservation of the low-density housing form within the community.

The Montgomery Community Association responded to the circulation and is generally not supportive of the application as proposed (Attachment 2). Concerns were raised regarding spot rezoning and how this type of action is counterproductive to the *ARP*. However, given that the parcel is a corner lot, the Community Association requests that if the redesignation is to be approved, that The City consider not allowing Secondary Suites at this location.

Administration received eight responses in opposition noting concerns related to the proposed land use redesignation and potential future development. The concerns are summarized as follows:

- increase in traffic, noise and parking issues;
- increase in density and lot coverage;
- potential loss of trees;
- reduced privacy for neighbouring properties; and
- general concern about higher density residential developments within the neighbourhood.

One letter of support for the application was also received by Administration in regards to this application.

Administration considered the relevant planning issues specific to the proposed redesignation and has determined the proposal to be appropriate given the site specific context and location. The proposed R-C2 District is a low-density district intended for development on sites that are located in close proximity and adjacent to other low density residential development within inner city communities. Furthermore, development can be contextually sensitive in terms of height and setbacks. Based on these criteria, R-C2 is considered appropriate as it would result in a minor increase in density that would be compatible with the surrounding neighbourhood.

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Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. 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.

#### ***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 within established communities that is 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 proposed R-C2 District is a low density residential district that provides for a modest increase in density that is sensitive to existing residential development in the form of duplex dwellings, semi-detached dwellings and single detached dwellings within an established community.

#### ***Climate Resilience Strategy (2018)***

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. This application does not include any specific actions that address objectives of this plan. Further opportunities to align development of this site with applicable climate resilience strategies may be explored and encouraged at subsequent development approval stages.

#### ***Montgomery Area Redevelopment Plan (Statutory – 2005)***

The [Montgomery Area Redevelopment Plan](#) (ARP) is the community's guiding local policy. Figure 1.3: Future Land Use Plan indicates the site as Low Density Residential. Current policies in the ARP speak to the desire to separate single-detached housing forms from semi-detached forms stating that R-1 (R-C1 under the current Land Use Bylaw) District areas should not be redesignated to R-2 (R-C2 under the current Land Use Bylaw). A minor text amendment is required to allow for the proposed land use redesignation. The ARP will be



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reviewed by Administration as part of the multi-community local area planning process starting at the end of 2021. The local area planning process does not prohibit applications from being submitted.

### **Social, Environmental, Economic (External)**

The proposed land use district will provide a wider range of housing options than the existing R-C1 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 is in keeping with applicable policies in the *Municipal Development Plan*. The proposed R-C2 District is a low-density district intended for development that is grade oriented in proximity to and adjacent to other low-density residential development. The proposal represents a minor increase in density of one single unit in the form of a semi-detached dwelling in an inner-city area of the city that contains infrastructure and services to accommodate the increase. The development can be designed to be compatible with the character and context of the existing neighbourhood.

### **ATTACHMENT(S)**

1. Applicant's Submission
2. Community Association Letter
3. Proposed Amendments to the Montgomery Area Redevelopment Plan