

Planning & Development Report to
Calgary Planning Commission
2020 November 05

ISC: UNRESTRICTED
CPC2020-1119

Policy Amendment and Land Use Amendment in Capitol Hill (Ward 7) at 1718 and 1722 - 17 Avenue NW, LOC2020-0052

EXECUTIVE SUMMARY

This land use amendment application was submitted by CivicWorks Planning + Design on behalf of landowners Daljit Rattan and SNH Developments Ltd on 2020 April 22. This application proposes to change the designation of the subject site from Residential – Grade Oriented Infill (R-CG) District to a DC Direct Control District based on the Multi-Residential – Contextual Grade Oriented (M-CG) District to allow for:

- a density modifier of 78 units per hectare, allowing a maximum of 10 dwelling units;
- at least sixty percent of units oriented to the street, and forty percent located at the rear of the site, with a central courtyard;
- a maximum building height of 11 metres (same as the current maximum 11 metres); and
- the uses listed in the M-CG District, with the addition of new defined uses of Basement Secondary Suite and Grade Oriented Multi-Residential Building and the exclusion of Multi-Residential Development.

An amendment to the *North Hill Area Redevelopment Plan* (ARP) is required to accommodate the proposed land use redesignation. The proposal aligns with the applicable policies of the *Municipal Development Plan*.

Development permits for the subject parcels have been submitted and are currently under review.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed amendment to the North Hill Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw.
3. **ADOPT**, by bylaw, the proposed redesignation of 0.13 hectares $\pm$ (0.32 acres $\pm$) at 1718 and 1722 – 17 Avenue NW (Plan 2864AF, Block 18, Lots 8 to 12) from Residential – Grade Oriented Infill (R-CG) District **to** DC Direct Control District to accommodate a range of residential building forms that may include secondary suites, with guidelines (Attachment 2); and
4. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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BACKGROUND

This application was submitted by CivicWorks Planning + Design on behalf of landowners Daljit Rattan and SNH Developments Ltd on 2020 April 22. The subject site was part of a City-initiated redesignation in 2017 which redesignated the site along with a number of other parcels in Capitol Hill to R-CG.

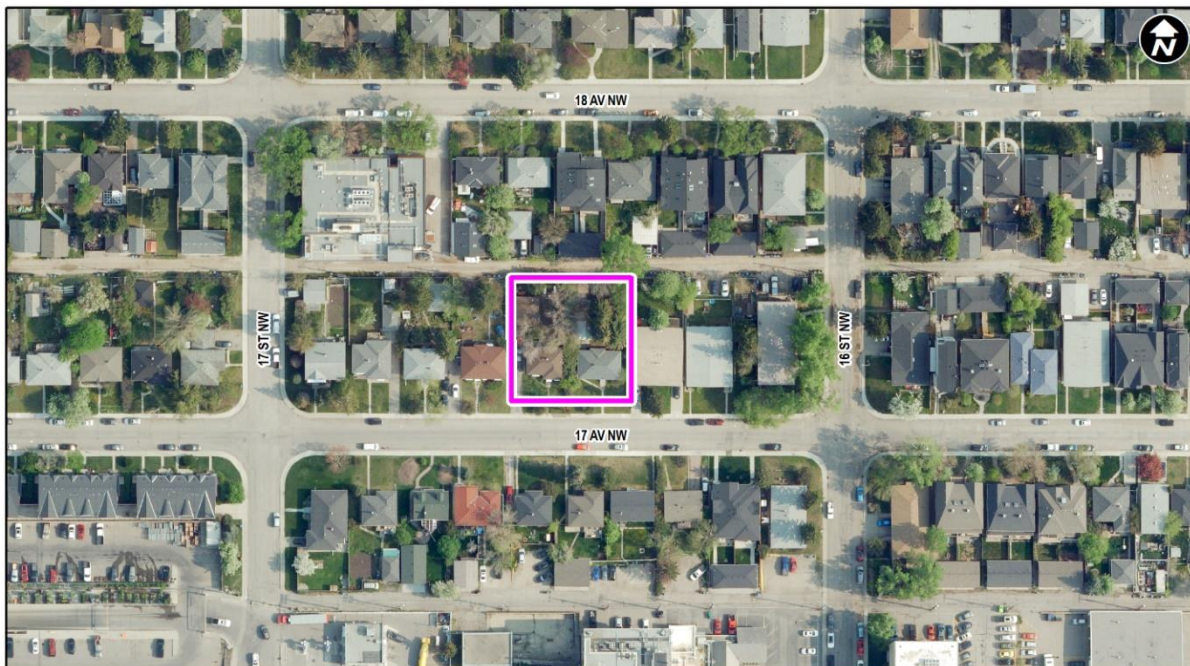
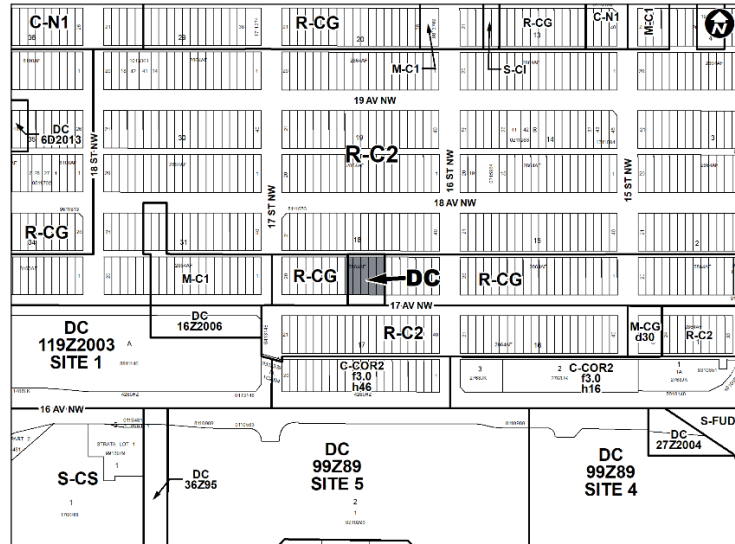
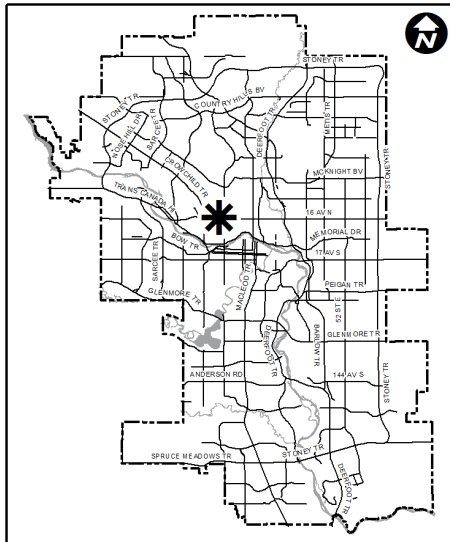
The applicant has provided a summary of the proposal in the Applicant's Submission (Attachment 1). Development permits (DP2020-5264 and DP2020-5288) were submitted on 2020 August 21, and August 24 for four 2-storey grade oriented multi-residential buildings with a total of ten units and ten secondary suites (Attachment 4 - Development Permit Summary).

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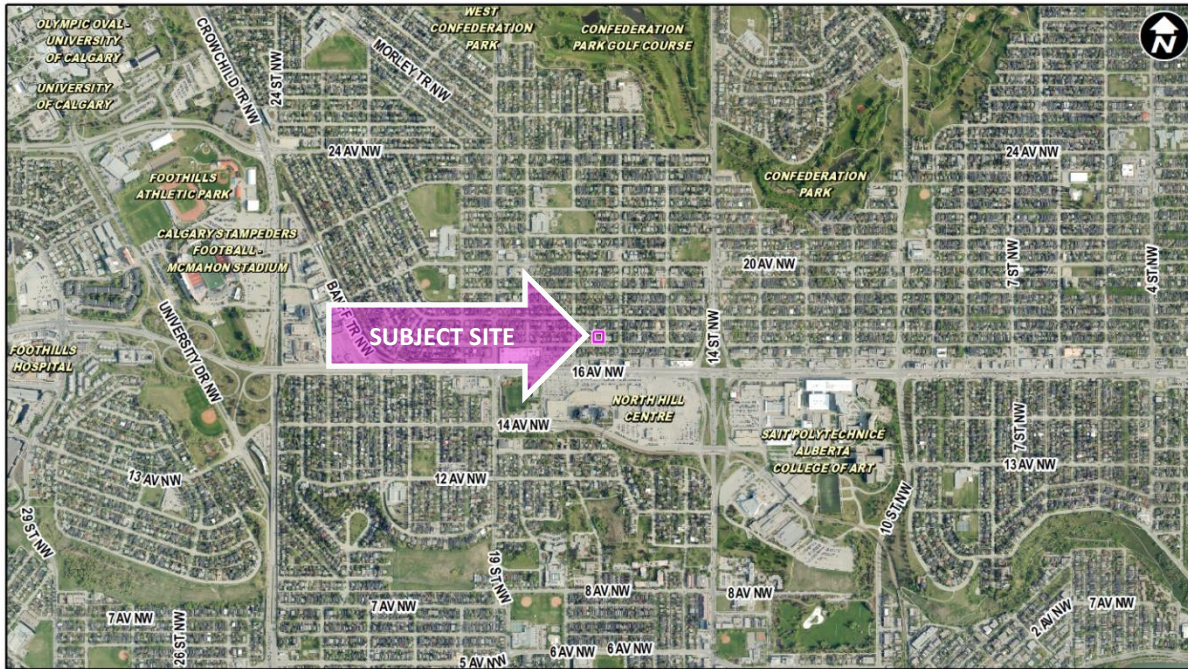
Location Maps



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Site Context

The subject site is located in the northwest community of Capitol Hill and is midblock between 16 and 17 Street NW on the north side of 17 Avenue NW. The site is comprised of two separate parcels approximately 0.13 hectares (0.32 acres) in size. Together, the parcels are approximately 35.6 metres wide and 36.6 metres deep. Each parcel is currently developed with a single storey single detached dwelling. A rear detached garage accessed from the lane is present on 1718 – 17 Avenue NW.

Surrounding development is characterized by primarily single and semi-detached dwellings with multi-residential development located on the corner of 17 Avenue NW and 17 Street NW. Sixteenth Avenue NW is located approximately 100 metres to the south and contains a mix of multi-residential and commercial parcels. The Southern Alberta Institute of Technology (SAIT) and the Alberta University of the Arts (AUArts) are located to the southeast, approximately 600 metres from the subject site. The North Hill Shopping Centre is located 250 metres directly south. Both SAIT and the North Hill Shopping Centre are identified as Community Activity Centres (CAC) in the MDP. In addition, the Lion's Park LRT station is located approximately 400 metres from the subject site.

As identified in Figure 1, the community of Capitol Hill reached peak population in 2019.

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Figure 1: Community Peak Population

Capitol Hill	
Peak Population Year	2019
Peak Population	4,744
2019 Current Population	4,744
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: The City of Calgary 2019 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This land use redesignation from R-CG District to DC Direct Control District is intended to facilitate midblock grade-oriented development that remains sensitive to the adjacent low density residential homes that is otherwise unattainable with the current designation. A base district of R-CG was explored during the application review. However, the applicant indicated to make the development financially feasible they would need to accommodate 10 units on the site.

A density modifier of 78 units per hectare is proposed in the DC to accommodate the 10 units which is the primary reason why the proposed base district is M-CG. Several rules in the DC District including parking, heights and amenity space were used from the R-CG District and are included in this DC District to ensure that the proposal continues to be sensitive to adjacent low density residential development.

Land Use

The existing Residential – Grade-Oriented Infill (R-CG) District allows for two to three-storey (11 metres maximum height) rowhouse developments where each unit must provide an at-grade entrance located along a public street. Lanes, bridges and walkways are not considered public streets. The district provides for a maximum density of 75 units per hectare, which would enable up to nine dwelling units on the subject site. Additionally, the building must typically be 1.2 metres from each side property line, and the width of each unit facing the street must be at least 4.2 metres wide. As the lot is approximately 35.6 metres wide, the setback requirements and minimum façade widths would only allow a maximum of seven units.

The proposed DC District (Attachment 2) allows for mid-block building forms that are sensitive to neighbouring low density homes. This is achieved by overall height, parcel coverage, parking and amenity space rules that follow the existing R-CG District. The proposal also includes two defined uses for Basement Secondary Suites and Grade Oriented Multi-Residential Development to ensure that future development on the site achieves a townhouse style development.

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Additionally, the use of 'Multi-Residential Building' is proposed to be excluded from the DC District to ensure that all units have direct access to grade. The resulting proposed DC District allows for a low-density building form consistent with an R-CG, but with a courtyard style grade-oriented development that prohibits stacked individual units, and uses height chamfers for the side and rear portions of the site. These considerations will decrease massing and shadow impacts on neighbouring properties. The district also provides rules for separation between residential buildings on the parcel to ensure usable and functional courtyard space between the two buildings.

The proposed DC District includes a rule that allows the Development Authority to relax Section 7 of the DC. Section 7 incorporates the rules of the base district in Bylaw 1P2007 where the DC does not provide for specific regulation. In a standard district, many of these rules can be relaxed if they meet the test for relaxation of Bylaw 1P2007. The intent of this DC rule is to ensure that rules regulating aspects of development that are not specifically regulated by the DC can also be relaxed in the same way that they would be in a standard district.

In addition to these rules, the proposed DC District has included the opportunity for relaxations for sections 9 through 19 of the DC District which include many rules related to the built form including heights, setbacks and parcel coverage. The intent in including a relaxation clause is to allow a small amount of flexibility should minor bylaw relaxations be identified during the development permit review. Any relaxations granted would still have to meet the text for relaxation included in Bylaw 1P2007.

Development and Site Design

The rules of the proposed DC District will provide basic guidance for the future development of the site, including appropriate uses, height and building massing, landscaping and parking. Given specific context of this site, additional items will be considered through the development permit process including but not limited to:

- emphasizing individual at-grade entrances;
- provision of amenity space for individual units;
- provision of trees and landscaping; and
- building placement, height and transitioning of massing.

Environmental Site Considerations

There are no known outstanding environmentally related concerns associated with the proposal nor site at this time. As such, an environmental site assessment was not deemed required.

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Transportation

The site is located in close proximity to the Primary Transit Network (both BRT and LRT) and Community Activity Centres. This supports access to daily needs and transportation options without reliance on private automobiles. This has the potential to result in reduced transportation-related greenhouse gas emissions.

The MAX Orange line is available approximately 100 metres to the south on 16 Avenue NW. Additionally, the Lion's Park LRT Station is located approximately 400 metres south. Local bus stops are also located along 16 Avenue NW including the Routes 105, 19 and 303.

Pedestrian access to the site is available from existing sidewalks along 17 Avenue NW with vehicular access to the site from the rear lane. Parking on 17 Avenue NW is restricted to 1 hour between 7am and 6pm Monday to Friday.

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

Utilities and Servicing

Water and sanitary mains are available and can accommodate 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 as part of a development permit.

Climate Resilience

The applicant has not identified any specific climate resilience measures as part of this application. Further opportunities to align future development on this site with applicable climate resilience strategies will be explored and encouraged at the development permit stage.

Stakeholder Engagement, Research and Communication

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

The applicant has engaged the public through several initiatives. Approximately 100 surrounding area neighbours were delivered postcards outlining the project and on-site signage was installed at the time of submission. The applicant also shared a vision brief with the Capitol Hill Community Association and the ward office. A telephone meeting was also held with representatives of the local stakeholder group to discuss the proposal and development vision. A summary of feedback received by the applicant is included in a 'What We Heard Report' (Attachment 5).

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Administration has not received a response Capitol Hill Community Association at the time of writing this report. Seven letters from the public were received. A petition with 56 signatures was also received. The comments and concerns included:

- community character;
- decrease in property values;
- density is too high for the site;
- development would have to address the grade changes on the street;
- shadowing;
- traffic congestion in the lane and street;
- lack of amenity space and landscaping for the number of units proposed;
- increase in on street parking demand as a result of the proposed development;
- lane is gravel and there are currently issues with congestion and the number of bins in the lane which make it hard to manoeuvre;
- overlooking and privacy concerns for adjacent residents; and
- lack of space in garages for cars and bins can lead to lane way congestion.

The proposed DC District addresses many of these concerns, and includes height chamfers to encourage sensitive development, and aims to address height, overlooking, and massing concerns. The specific design, as well as traffic, parking and garbage bin storage locations are also under consideration as part of the development permit process.

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 Cities and Towns and promotes the 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 of inner-city communities to make more efficient use of existing infrastructure, public amenities and transit. Such redevelopment 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 DC Direct Control 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.

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.

North Hill Area Redevelopment Plan (Statutory – 2008)

The subject parcel is located within the Low Density Rowhouse land use policy area as identified on Map 4 of the plan. The area is to be characterized by low-density, grade-oriented residential development consisting of rowhouse buildings, duplexes, single-detached and semidetached buildings.

An amendment to Map 4 is required as part of this application to include the subject site in the Medium Density Low Rise area. This area is intended to allow modest increase in density while not being out of context with the existing character of the area. The DC District proposed is intended to continue to provide rowhouse style development but within rules that have been modified to accommodate the specific site considerations.

North Hill Communities Local Area Plan (Draft)

The North Hill ARP is under review as Administration is currently working on the [North Hill Communities Local Area Plan](#) (LAP) which includes Capitol Hill and surrounding communities. Planning applications are being accepted for processing during the local growth plan process. *The North Hill Communities LAP* is anticipated to be finalized in 2021. The proposed land use is in alignment with the Urban Form and Building Scale categories of the draft *North Hill Communities LAP*.

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Location Criteria for Multi-Residential Infill (Non-Statutory – 2016)

The [Location Criteria for Multi-Residential Infill](#) is not meant to be applied in an absolute sense, but are used in conjunction with other relevant planning policy such as the *Municipal Development Plan* or local area policy plans to assist in determining the appropriateness of an application in the local context.

The subject parcel meets four of eight criteria identified in the Location Criteria Multi-Residential Infill, as listed below:

- site is located within 400 metres of a transit stop;
- site is located within 500 metres from an existing primary transit stop;
- site abuts a lane to provide direct vehicle access; and
- is in close proximity to an existing or planned corridor or activity centre.

The following location criteria have not been met with this application:

- the parcel is not located on a corner;
- there is no adjacent non-residential or multi-unit development;
- the parcel is not located on a collector or higher standard roadway; and
- the parcel is not adjacent to a park, open space or community amenity.

While these criteria are not used as a checklist, they do provide for a framework in which we evaluate a parcel's appropriateness for intensification. These criteria, when reviewed within the context of the Municipal Development Plan and the site-specific context, indicate that the site's location with specific provisions in the land use to limit the development potential for the site ensures that it is meeting sensitive residential intensification.

Social, Environmental, Economic (External)

This proposal has the potential to improve access to safe and affordable housing stock and increase choice in the housing market. It also has the potential to utilize existing infrastructure more efficiently and increase density without significantly changing the character of the neighbourhood.

The recommended DC District allows for a wider range of housing configurations on the site than the existing R-CG District and as such, the proposed change may better accommodate the housing needs of different age groups, lifestyles and demographics. Further, the ability to develop up to ten units will make more efficient use of existing infrastructure and services.

Financial Capacity

Current and Future Operating Budget

There are no known impacts to the current and future operating budgets at this time.

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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):

This proposal is keeping with applicable policies including the *Municipal Development Plan* and the spirit and intent of the *North Hill Area Redevelopment Plan* as amended, both of which promote having a variety of housing forms to meet the needs of residents. The proposed DC Direct Control District will provide an opportunity to achieve additional building types mid-block that are sensitive to the surrounding low density residential area and that are in close proximity to the Primary Transit Network and Community Activity Centres.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed DC Direct Control District
3. Proposed Amendment to North Hill Area Redevelopment Plan
4. Development Permit (DP2020-5264 and DP2020-5288) Summary
5. What We Heard Report