

LAND USE AMENDMENT  
GLAMORGAN (WARD 6)  
GLOUCESTER DRIVE SW, WEST OF 37 STREET SW  
BYLAW 195D2016

MAP 1W

**EXECUTIVE SUMMARY**

This Land Use Amendment proposes the redesignation of a single residential parcel from Residential – Contextual One Dwelling (R-C1) District to Residential – Contextual One Dwelling (R-C1s) to allow for a secondary suite. A secondary suite does not currently exist on the site, and this application is not the result of a complaint.

**PREVIOUS COUNCIL DIRECTION**

On 2013 September 16, Council directed Administration to remove fees associated with Land Use Amendment and Development Permit applications for secondary suites to encourage the development of legal and safe secondary suites throughout the city.

**ADMINISTRATION RECOMMENDATION(S)**

2016 June 16

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 195D2016; and

1. **ADOPT** the proposed redesignation of 0.05 hectares ± (0.12 acres ±) located at 4240 Gloucester Drive SW (Plan 786JK, Block 8, Lot 25); from Residential – Contextual One Dwelling (R-C1) District **to** Residential – Contextual One Dwelling (R-C1s) District, in accordance with Administration’s recommendation; and
2. Give three readings to the proposed Bylaw 195D2016.

**REASON(S) FOR RECOMMENDATION:**

The proposed R-C1s district allows for the desired residential development to be a complementary fit within the existing low density character of the community. Further, the proposal conforms with the applicable policies of the Municipal Development Plan and meets the required minimum lot area, width, and depth regulations stated within Land Use Bylaw 1P2007.

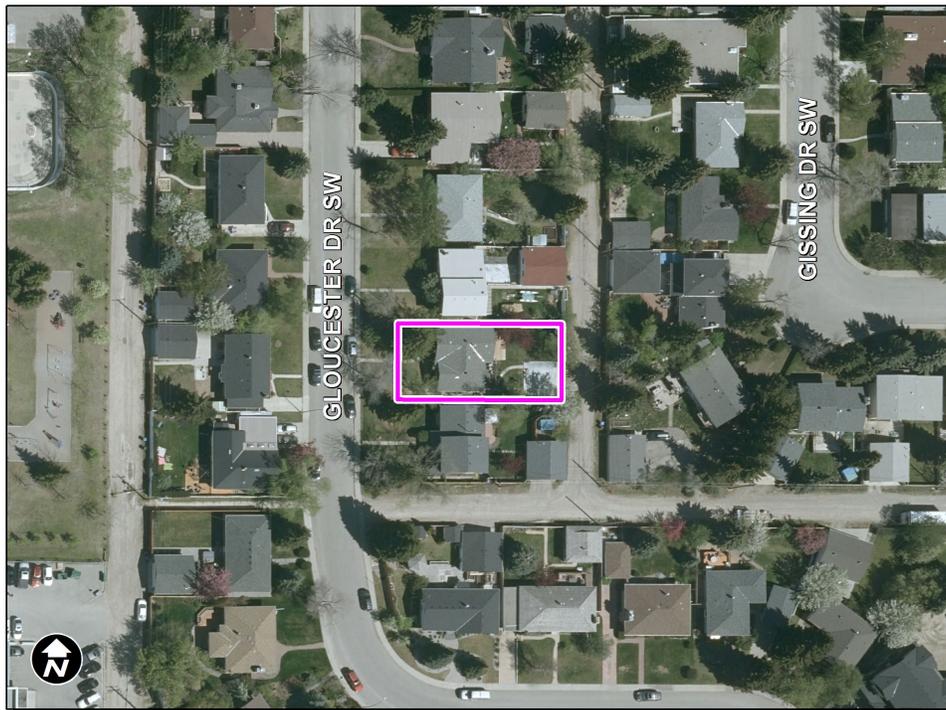
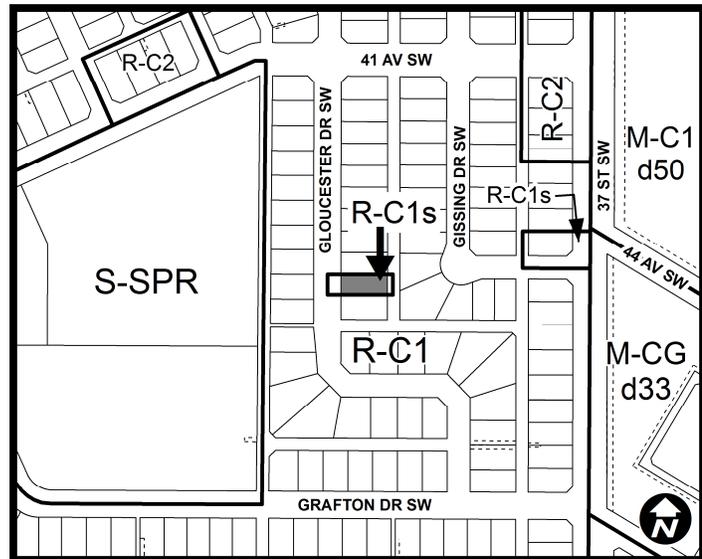
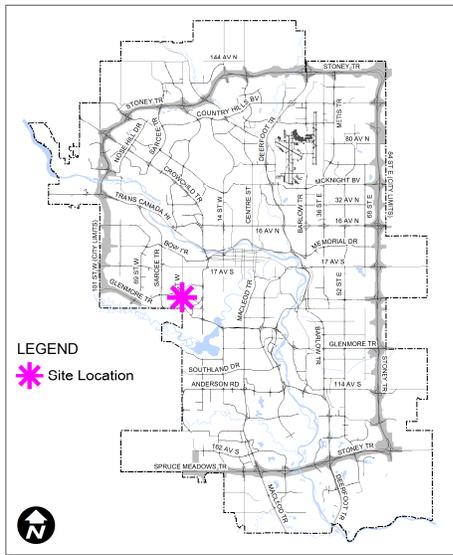
**ATTACHMENTS**

1. Proposed Bylaw 195D2016
2. Public Submissions

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LOCATION MAPS



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**ADMINISTRATIONS RECOMMENDATION TO CALGARY PLANNING COMMISSION**

Recommend that Council **ADOPT**, by bylaw, the proposed redesignation of 0.05 hectares  $\pm$  (0.12 acres  $\pm$ ) located at 4240 Gloucester Drive SW (Plan 786JK, Block 8, Lot 25); from Residential – Contextual One Dwelling (R-C1) District to Residential – Contextual One Dwelling (R-C1s) District.

**Moved by: R. Wright**

**Carried: 7 – 0**

Comments from Ms. Gondek:

- If people truly feel that renters are somehow substandard residents of the city, let me provide the following research:
  1. Ruef and Kwon – study of neighbourhood associations and social capital in the US; interviewed 29,733 people across US communities; found that renters are more likely to join neighbourhood associations to foster sense of community and encourage social cohesion, while homeowners are likely to join a group to preserve land value often at the expense of fostering inclusiveness.
  2. Goodbrand 2016 – Master’s thesis on experiences of renters in secondary suites; results indicate suite rental is typically transitional and related to a life circumstance; some also rent suites at a lower rent to save for down payment because they aspire to be homeowners; the stigmatization they feel at renting a basement suite is real and creates a misperception of the character of suite renters.
- The summary of these two pieces of research is:
  1. Renters provide a good balance in a neighbourhood because their interests are motivated by sense of belonging, rather than preservation of property value.
  2. We are contributing to mislabelling and entire segment of our population if we take the perspective that secondary suites bring renters who will not be good neighbours.
- If we can agree that a mix of rental and owned properties contribute to a healthy community, then could we include the statistics from community profiles the report on ownership and rental? This would be in keeping with the goals of the Municipal Development Plan, which states that communities should be “diverse” and “inclusive”. I would ask respectfully the Council consider the addition of that statistic in the table we have in the “Site Context” section of our reports from Administration.

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**Applicant:**

Melissa Cowan

**Landowner:**

Thomas Cowan

**PLANNING EVALUATION**

**SITE CONTEXT**

The subject parcel is located in the community of Glamorgan, on the west side of Gloucester Drive SW, north of Grafton Drive SW. Surrounding development consists of low density residential to the north, east, west and south. The subject site benefits from rear lane access off of 41 Avenue SW. The Richmond/Glamorgan Community Centre along with St. Andrew and Glamorgan Elementary schools are located in close proximity, and within walking distance, to the west of the parcel.

<b>Glamorgan</b>	
Peak Population Year	1982
Peak Population	7,258
2015 Current Population	6,432
Difference in Population (Number)	-826
Difference in Population (Percent)	-11%

**LAND USE DISTRICTS**

The proposed R-C1s district allows for the development of a secondary suite, as a permitted use, within the existing single detached dwelling presently located on the parcel, or a backyard suite as a discretionary use.

The subject site exceeds the R-C1s parcel size requirements, is large enough to accommodate a secondary suite and meets other associated regulations provided in Land Use Bylaw 1P2007, such as parking provisions. If necessary, relaxations to other land use regulation may be considered at the Development Permit stage.

**LEGISLATION & POLICY**

Municipal Development Plan (2009 – statutory)

The subject parcel is identified as being within the “Residential Developed – Established Area” typology on the Urban Structure Map of the Municipal Development Plan (MDP). While the MDP makes no specific reference to this parcel, the proposal aligns with MDP policies including:

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- Section 2.2.5(a) *Neighbourhood Infill and Redevelopment* policies encourage higher residential densities and redevelopment that is similar in scale and nature, and that increases the mix of housing choices including accessory suites.
- Section 2.3.1(a) and (b) *Housing Diversity and Choice* policies encourage the provision of a wide range of housing types, tenures and densities to meet affordability, accessibility, life cycle and lifestyle needs of different groups; an adaptation of the City's existing housing stock to enable changing households to remain in the same neighbourhood for longer time periods through allowing accessory suites in low density areas.
- Section 3.5.1(a) *Developed Residential Areas* policies recognize the predominantly low density, residential nature of Developed Residential Areas and support retention of housing stock, or moderate intensification in a form and nature that respects the scale and character of the neighbourhood.

## TRANSPORTATION NETWORKS

The site is located 386 metres from the nearest northbound bus stop (Route 13, 72, 699 and 112) that provides bus service to the Westbrook LRT Station, which connects to the downtown core.

The site is also located 381 metres away from a southbound bus stop (Route 13, 72, 699 and 112) that provides bus service to the Mount Royal University bus loop and accesses a number of other routes.

There are no parking restrictions on Gloucester Drive SW, and a Transportation Impact Assessment was not required as part of this review.

## UTILITIES & SERVICING

All required services are available for the proposed land use. The existing servicing can accommodate the proposed development without the need for upgrades or adjustments to the existing infrastructure.

## ENVIRONMENTAL ISSUES

An Environmental Site Assessment was not required.

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## ENVIRONMENTAL SUSTAINABILITY

Not applicable to this Land Use Amendment application.

## GROWTH MANAGEMENT

The proposed Land Use Amendment does not trigger capital infrastructure investment, and thus there are no growth management concerns.

## PUBLIC ENGAGEMENT

### Community Association Comments

The Glamorgan Community Association does not support the proposed R-C1s designation. Comments provided have been included within APPENDIX II.

### Citizen Comments

Letters from the adjacent properties resulted in three (3) letters of opposition and one letter of support. A summary of opposition issues are provided below:

- The proposed re-designation will alter the character of the neighbourhood, and is contrary to the original plan for the area. The change being sought is not fitting in with the low density residential character of the area.
- Glamorgan is uniquely stressed at this time and going forward from the pressures brought on by traffic congestion, parking and overflow from nearby Mount Royal University, Currie Barracks and West Hills.
- High turnover from tenants who attend Mount Royal will negatively affect the neighbourhood.
- The traffic from the nearby elementary school located about 300 metres away from 4240 Gloucester Drive SW along with the additional parking concerns will affect local traffic patterns and property values.
- The proposed secondary suite solely generates equity for the owner and forces the neighbouring properties to shoulder the burden from the negative impacts.

### Public Meetings

No public meetings were held by the applicant or the Administration.

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Administration reviewed all comments generated from the city's notification against applicable planning policies, protocols and merits. Based on the review, a secondary suite located innocuously within a single detached dwelling will not alter the low density residential character of Glamorgan. Also, it is not anticipated that parking and traffic patterns will be significantly impacted by the proposed redesignation. Administration is not aware of any market studies that conclusively support the argument that secondary suites within a neighbourhood depreciate property values.

The Community Association's three primary concerns are speculative. A backyard suite located on top of the garage is not proposed by the applicant. However, should future plans change the city's procedures will ensure that no approval processes are circumvented. Subdivision is not possible based on minimum R-C1 requirements for parcel areas and dimensions. Finally, the city's regulations do not stipulate that approvals for suites are conditional on owner(s) also residing within the same dwelling. Instead other factors including social and market forces determine choice of residence.

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**APPENDIX I**

**APPLICANT'S SUBMISSION**

The purpose of this application is to request that the Land Use Designation of the property located at 4240 Gloucester Dr SW be changed from R-C1 to R-C1s to allow for the future development of a Secondary Suite in the form of a Basement Suite. The addition of a Secondary Suite in this location would not only align with the City of Calgary's urban densification plans for the area but also provide current and future owners with an additional source of income.

The property is located within the established, inner city community of Glamorgan and is a short walking distance from Mount Royal University, Grafton Park, Safeway and bus routes 13, 73, 732, 699 and 112. The property is large in size (274m<sup>2</sup>) and provides ample street parking (15.94m) with space available for the future development of a two car garage.

The property owners are committed to creating a safe, legal and well designed suite to attract long term renters and increase the value of their home and look forward to working with the City of Calgary to make this possible.

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## **APPENDIX II**

### **COMMUNITY ASSOCIATION LETTER**

I am writing on behalf of the Glamorgan Community Association regarding LOC2016-0061 at 4240 Gloucester Drive S.W. This zoning request is unusual as it is for a potential self-sustaining second residence on and R-C1 lot. This could also be interpreted as an R-2 application or a potential subdivision application residing within the block. This is a clear example of "spot zoning" that was disallowed by previous City Councils. This type of "spot zoning" changes not only the character of the lot in questions but the context of entire street as well. The Glamorgan Community Association does not support this zoning request.

This request has far reaching implications that will affect the adjacent neighbours as well as residents along Gloucester Drive. This entire street is purposely zoned R-1 and was designed for this type of zoning. The Glamorgan/Glenbrook Design brief is our policy document and specifically lays out areas within our community for various zoning types. We have all types with the exception of industrial. Glamorgan is currently used by the University of Calgary Urban Studies Course as an example of thoughtful and sustainable zoning. This type of application goes against the principals used in the design of our community. This type of application also undermines the contract in place with R-1 homeowners as laid out in the Municipal Government Act. R-1 homeowners purchase properties and pay a premium with the expectation that the R-1 zoning remains in place with one (1) dwelling on site.

We have already heard concerns from a number of the affected residents. Photos of the site are also attached to help place things in context.

1) This site does not currently have a garage and there is no information with respect to the location of the suite. In talking with the File Manager, there is no current application for a garage. However the Applicants have indicated they would like to put up a garage. There is the potential to erect a "garage", convert the entire building to a "suite" and have a house placed on this site. This would effectively circumvent the R-2 process as well as the subdivision process as the lot is quite large.

2) There are aging infrastructure issues. Given that this area of our Community was built in the 1950's, there is potential for significant upgrades to this site as well as all of the affected residents along Gloucester Drive, which will come at a substantial cost.

3) Initially, "Secondary Suites" were to be contained within an R-1 home provided that the homeowner resided within the residence. There is no mention of homeowner occupancy associated with this request. This application has the potential to simply become two (2) rental residences on one (1) site. Somewhere along the way, that has been lost in the process.

Backyard suites and over-the-garage suites have more potential to be disruptive to the neighbouring properties. These are "out of sight and out of mind" in terms of public visibility and are not contained within the primary residential. In this case "out of sight" would not apply as the lot is extremely visible from the street. This application does not speak to

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the placement of the "suite" nor any requirements for separate water, sewer and electrical capacity and parking concerns.

What is also very disconcerting, is that File Managers are being encouraged by Management to simply "rubber-stamp approval" for these types of applications and send them directly to Council. Management is also recommending by-passing CPC whose function is to review these application and make recommendations. This practice not only destroys trust in the system but it also calls into question the ability of Council to make truly informed decisions. The City of Calgary has a fiduciary duty to review these applications and make the appropriate recommendations based on the collective input, that take into account the issues surrounding these sites and the impacts on the existing neighbourhood.

We do not support the removal of the R-C1 designation. R-C1 provides stability of streetscape as well as community. There are many parcels located within our Community currently zoned for duplexes and suites. Given the lack of information in the circulation package and the potential impacts on the street, alley and directly affect neighbours, we do not support this application.

Respectfully submitted,

Beryl Ostrom  
President, Glamorgan Community Association



F. Elahi