

# Background and Planning Evaluation

## Background and Site Context

The subject site is located in the northwest community of Sunnyside, at the southwest corner of 9A Street NW and 3 Avenue NW. The subject lands consist of two parcels that are approximately 0.11 hectares (0.28 acres) in size. The site is approximately 29 metres wide at the east edge (facing 9A St NW), and 37 metres wide at the north edge (facing 3 Avenue NW). A rear lane exists along the western boundary of the site.

The northerly parcel is currently occupied by [Wellington Terrace](#), a two storey residential development that is listed as a historic resource on the [Inventory of Evaluated Historic Resources](#). The southerly parcel is currently developed as a 2.5 storey multi-residential building with surface parking in the rear.

Surrounding development is generally characterized by a mix of commercial and multi-residential development. Three parcels to the south along 9A Street NW are designated as Direct Control (DC) Districts and accommodate multi-residential development of 8 to 9 storeys with maximum FARs of 5.0. One parcel located approximately 170 metres (a two-minute walk) northwest of the site is designated DC District and is occupied by an 11 storey apartment building (Riley Park Apartments), which is the tallest multi-residential building in the area.

The site is located within approximately 50 metres (a one-minute walk) from the Sunnyside LRT Station. A grocery store is located immediately to the north. The 10 Street NW Neighbourhood Main Street is located 80 metres (a one-minute walk) to the west and the Kensington Road Neighbourhood Main Street is located 350 metres (a five-minute walk) to the south, providing a variety of shops, services and amenities.

The Bow to Bluff corridor is located immediately to the east. Riley Park is approximately 800 metres (a 10-minute walk) northwest of the site. Hillhurst Sunnyside Park is located within 750 metres (a nine-minute walk) northwest of the site and is the location of the Hillhurst Sunnyside Community Association. Hillhurst School is located approximately 850 metres (a 11-minute walk) northwest from the site. The site is also located approximately 450 metres (a six-minute walk) from the Bow River pathway system, connecting Sunnyside to downtown.

## Community Peak Population Table

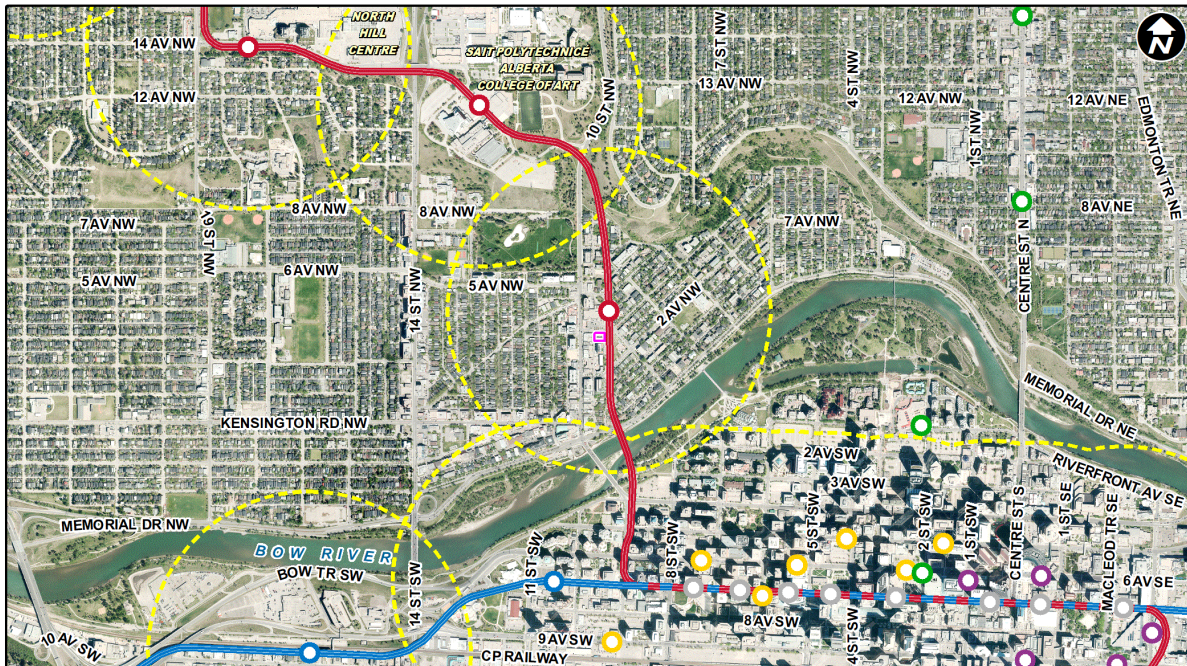
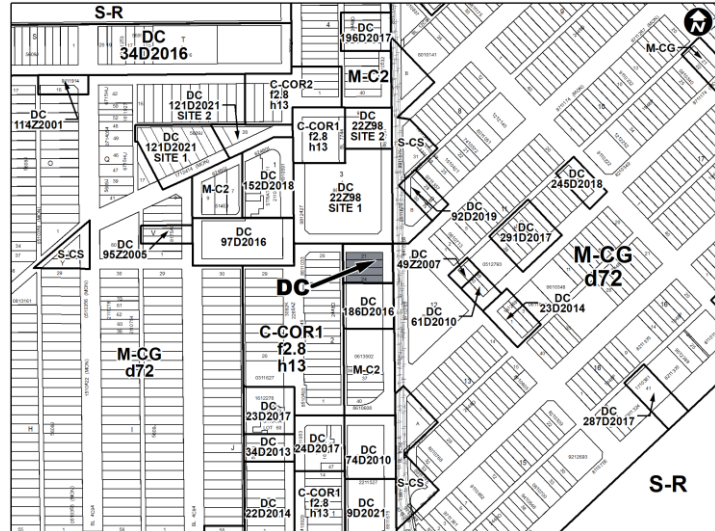
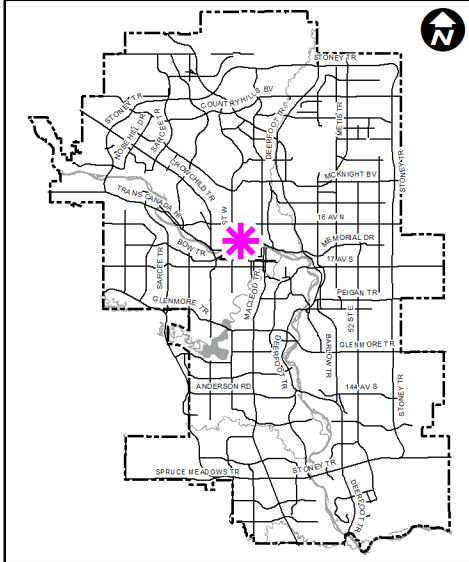
As identified below, the community of Sunnyside has experienced population growth and is currently at its peak.

<b>Sunnyside</b>	
Peak Population Year	2019
Peak Population	4,230
2019 Current Population	4,230
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 [Sunnyside](#) community profile.

## Location Maps





## Previous Council Direction

None.

## Planning Evaluation

### Land Use

The existing M-C2 District is a multi-residential designation in developed areas that is primarily for medium density mid-rise residential development, typically located at community nodes or transit and transportation corridors. The M-C2 District allows for a maximum building height of 16 metres and a maximum FAR of 2.5.

The proposed DC District is based on the MU-1 District and would allow for mixed-use development. A height modifier of 50 metres and a maximum FAR of 9.0 is proposed. The DC District also includes zero resident parking. The main purpose of the DC District is to implement the bonus density provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan (ARP)*, and to establish Traffic Demand Management (TDM) measures for the parking reduction.

Pursuant to Section 20 of the Land Use Bylaw 1P2007, this application for a DC District has been reviewed by Administration, and the use of a Direct Control District is necessary to provide for the applicant's proposed development due to innovative ideas. The objective of providing community amenity through a density bonusing framework is considered an innovation that justifies the use of a DC District. This proposal would allow for the applicant's intended development through the MU-1 District base district, while also implementing the bonusing provisions. The same result could not be achieved through the use of a standard land use district in the Land Use Bylaw.

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.

The proposed land use redesignation application is not supported by Administration. Though Administration is generally in favour of increased height and density on the subject site, as outlined in Table 1 (below), the density bonusing rate proposed by the applicant does not represent an adequate community benefit and the TDM measures proposed to accommodate zero resident parking do not meet Administration's expectations.

*Table 1 - Floor Area Ratio (FAR) and Height comparison*

	Existing District (MC-2)	Hillhurst/ Sunnyside ARP (max)	Proposed DC (based on MU-1)
Floor Area Ratio (FAR)	2.5	5.0	9.0
Height (Metres)	16	26	50

The ARP outlines the density bonusing framework for the TOD area. Currently the bonusing rate is set at \$19.77 per square metre for additional density proposed between 2.5 FAR and 5.0 FAR, which is the highest density allowed within the community. The ARP policy does not contemplate densities above 5.0 anywhere in Hillhurst/Sunnyside. Amendments to the ARP are therefore required to enable the proposed development. Adjustments to the established density bonus framework are also required to establish a rate for the bonus density from 5.0 FAR to 9.0 FAR.

The applicant is proposing a rate of \$70 per square metre for additional density. They have cited a recent application approved by Council with a \$70 per square metre density bonus contribution within the community of Cliff Bungalow. However, it should be recognized there is no bonusing framework in place for this community in the ARP and any contributions in this area are voluntary. This is not the case in Hillhurst/Sunnyside which has a well-established bonusing framework in place for density over the base density established in the ARP for the Transit Oriented Development Area where contributions are required. Although this density bonus framework has been in place for over 10 years, the contribution rate is widely viewed by Administration, the CA and other interested groups as far too low relative to the market value of the additional density.

*Table 2 - Summary of Differences*

	Administration's recommendation	Applicant's proposal
Density bonusing rate for FAR above what the ARP allows (5.0 to 9.0)	\$270 / m2	\$70 / m2
TDM measures	Class 1 Bicycle parking rate of 1.0 stalls per unit	Class 1 Bicycle parking rate of 0.5 stalls per unit

Administration has proposed a density bonusing rate of \$270 per square metre for the additional density based on communities within the centre city, namely Beltline, Chinatown and East Village, which include density bonusing frameworks in their ARPs. In both cases, the density bonusing rate is \$270 per square metre for additional FAR. As the market value of the density is generally found to be higher than \$270, bonusing contributions are an attractive way to gain additional development entitlement. Beltline, Chinatown and East Village are located in close proximity to the primary transit network, shops, services and amenities, as is the subject site. The scale of development (FAR 9.0, height of 14 storeys) proposed in this application is also comparable to development within Area B of the *Beltline ARP*, which includes the mixed-use corridors of 1, 4 and 8 Streets SW. In order to ensure the Beltline comparative approach was reasonable, Administration requested an independent third-party valuation, provided by Altus Group Limited in the form of an Appraisal Report, which has been reviewed internally by Administration through the Real Estate & Development Services Valuation Review Committee.

This application also proposes zero resident parking. Administration is supportive of zero parking given the proximity to transit. However, TDM measures proposed by the applicant do not meet Administration's expectations and are less than what the MU-1 base district requires when parking reductions are applied. Administration would be supportive of a rate of at least one class 1 bicycle stall per unit in addition to the bike wash and repair station which the applicant has agreed to provide. The applicant is proposing a rate of 0.5 stalls per unit, which Administration believes will not adequately off set the impacts of zero resident parking.

Prior to reaching a decision on the recommendation of this application, Administration discussed the unresolved issues with the DC District with the applicant. The applicant was also advised that support could be considered for the application with a density bonusing rate of \$270 per square metre from 5.0 to 9.0 FAR and additional TDM measures, including additional bicycle parking. Notwithstanding, the applicant chose to have the application brought forward to Calgary Planning Commission (CPC) for a recommendation on the proposed DC District.

### **Development and Site Design**

If the land use redesignation is approved by Council, the rules of the proposed DC District along with the policies of the ARP will provide guidance for future site development including building massing height, landscaping, and parking. Although no development permit has been submitted, given the specific context of the site, additional items that will be considered through the development permit process include, but are not limited to:

- salvage and reuse of materials from Wellington Terrace, and/or commemoration of the building and its history to be determined through engagement with Heritage Calgary;
- integration of the development with the planned public realm improvements for 3 Avenue NW;
- ensuring an engaging built interface along the 3 Avenue NW and 9A Street NW frontages;
- provision of high quality amenity space for residents;
- ensuring high quality finishes and materials are used that are consistent with the local architecture;
- integration of scooter and bikeshare drop locations;
- mitigation of shadowing, privacy, and overlooking; and
- site access and treatment of the lane.

The land use amendment application and a development concept were presented to the Urban Design Review Panel (UDRP) on 2022 May 18. Comments from UDRP and the applicant's response are included in Attachment 9. UDRP noted that the application was appropriately scaled and finished for the location, however, they encouraged active uses at grade, particularly along 3 Avenue NW. UDRP also emphasized that the community benefit value was low given the additional density proposed and recommended that the contribution rate be revisited.

Should a development permit be submitted, the application would be reviewed by Administration and presented to CPC for decision. It is standard practice for CPC to act as the Development Authority on applications implementing density bonusing.

### **Transportation**

Pedestrian access to the site is available from the existing sidewalks on 3 Avenue NW and 9A Street NW. A shared bike lane is also located on 9A Street NW which connects to the river pathway system and provides access to downtown. Vehicular access to the site should be provided from the existing rear lane.

The subject site is well served by Calgary Transit bus and LRT service. The site is located within approximately 50 metres from the Sunnyside LRT Station within 150 metres to several bus routes located on 9A Street NW and 10 Street NW including Route 104 (Sunnyside/University of Calgary), Route 4 (/Huntington) and Route 5 (North Haven)

A Transportation Impact Assessment was required for this proposal.

The Calgary Parking Policy sets out criteria that should be met for Administration to support a no or low on-site parking development. The criteria generally require the development to be located in close proximity to LRT or primary transit service, have availability of publicly accessible parking in the area, be located in an area with parking management practices on street, for the developer to actively facilitate at least one alternative travel option for residents, and complete a parking study to determine potential parking impacts.

The proposed development meets the first three locational criteria. However, the applicant has not provided active encouragement of an alternative travel option as a part of this application.

The application seeks to provide 0.5 class 1 bicycle parking stalls per unit. This is the base bylaw requirement in the mixed-use districts. Within the general rules of the MU-1 district, the vehicular parking stall requirement can be reduced for bicycle supportive development up to a maximum of 25 percent. The result of this reduction would be 1.25 class 1 bicycle parking stall per unit. As proposed, the application includes less than the Land Use Bylaw reduction incentive for bicycle parking which is not sufficient to support zero residential parking stalls.

### **Environmental Site Considerations**

No environmental concerns were identified.

### **Utilities and Servicing**

Water, sanitary sewer and storm sewer mains are available to service the subject site. Details of site servicing, as well as appropriate stormwater management will be considered and reviewed as part of a development permit review stage.

## Legislation and Policy

### **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.

### **Growth Plan (2022)**

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [Growth Plan](#) (GP). The proposed land use amendment builds on the principles of the GP by promoting efficient use of land and regional infrastructure, and establishing strong, sustainable communities.

### **Municipal Development Plan (Statutory – 2009)**

The subject site is located within the Residential - Developed - Inner City area as identified on Map 1: Urban Structure in the [Municipal Development Plan](#) (MDP). The site is also situated on the boundary of the Neighbourhood Main Street typology (along 10 Street NW) to the west of the subject site. The applicable MDP policies encourage redevelopment of inner city communities that is similar in scale and built form to existing development, including a mix of multi-residential housing such as townhouses and apartments. The MDP also states that sites within the inner city area may intensify, particularly in transition zones adjacent to areas designated for higher density (i.e., Neighbourhood Main Street), or if the intensification is consistent and compatible with the existing character of the neighbourhood.

The proposal is in keeping with relevant MDP policies as the development provides for greater housing mix and choice within the community, higher densities in proximity to primary transit.

### **Calgary Climate Strategy (2022)**

This application proposes the implementation of transit-oriented development, which aligns with the objectives of the [Calgary Climate Strategy – Pathways to 2050](#). In particular the application proposes a density increase in a transit oriented development area and a reduction of parking minimums, both of which can contribute to GHG reduction.

### **Hillhurst Sunnyside Area Redevelopment Plan (Statutory – 1988)**

The subject site falls within the Transit Oriented Development Area of the [Hillhurst/Sunnyside ARP](#) and is subject to the policies contained within Part II of the Plan, which was added as an amendment by Council in 2009. The subject site is located within the Medium-Density Mid-Rise area as identified on Map 3.1: Land Use Policy Areas. The intent of the Medium-Density Mid-Rise area is to allow for higher density development in a street-oriented mid-rise format. The maximum building height prescribed in the ARP for the site is currently 26 metres (Map 3.3: Building Heights). A major amendment to the ARP is required to allow for the proposed height of 50 metres and FAR of 9.0.

On 2012 November 5, Council approved an amendment to the ARP to include density bonus provisions which require density increases above an established base density. Contributions can be made to the Hillhurst/Sunnyside Community Amenity Fund (HSCAF) or through the delivery of urban design initiatives.

**Riley Communities Local Area Planning Project**

Administration is currently working on the [Riley Communities local area planning project](#) which includes Sunnyside and surrounding communities. Planning applications will be accepted for processing throughout the local area planning process.