

Background and Planning Evaluation

Background and Site Context

The proposed development is located in the northwest community of Hillhurst, on the north side of Gladstone Road NW and west side of 10 Street NW. The subject site has an area of approximately 0.37 hectares (0.91 acres).

The site consists of five parcels. The western portion of the site is developed with three apartment buildings that were constructed in 1964. The eastern portion of the site includes the historic Hillhurst Baptist Church, which has most recently been used as a commercial space. There are rear lanes along the northern and western boundaries of the site. To the south is multi-residential development, while low-density residential development is located to the west and north of the site. The eastern edge of the site flanks the 10 Street NW Neighbourhood Main Street.

The Sunnyside LRT Station is approximately 170 metres (three-minute walk) from the subject site. Bicycle lanes along 10 Street NW, 5 Avenue NW and 9A Street NW provide active transportation connectivity to the site. The 10 Street NW Main Street provides local commercial services and amenities, while Riley Park and Rosedale Off Leash Dog Park, approximately 100 metres (a two-minute walk) and 350 metres (six-minute walk) respectively, provide easily accessible parks and open space opportunities. A grocery store is located to the southeast, approximately 50 metres (a one-minute walk) from the subject site.

A land use amendment for the subject site was approved by Council 2021 July 26. The land use is a Direct Control (DC) District (Bylaw [121D2021](#)) based on the Mixed Use – General (MU-1) District. Through the land use, a Municipal Historic Resource Designation, Rehabilitation and Compensation Agreement was executed allowing The City to designate the Hillhurst Baptist Church as a Municipal Historic Resource. This designation allows the density of the development to be increased from a floor area ratio of 2.0 to a floor area ratio of 4.0.

Community Peak Population Table

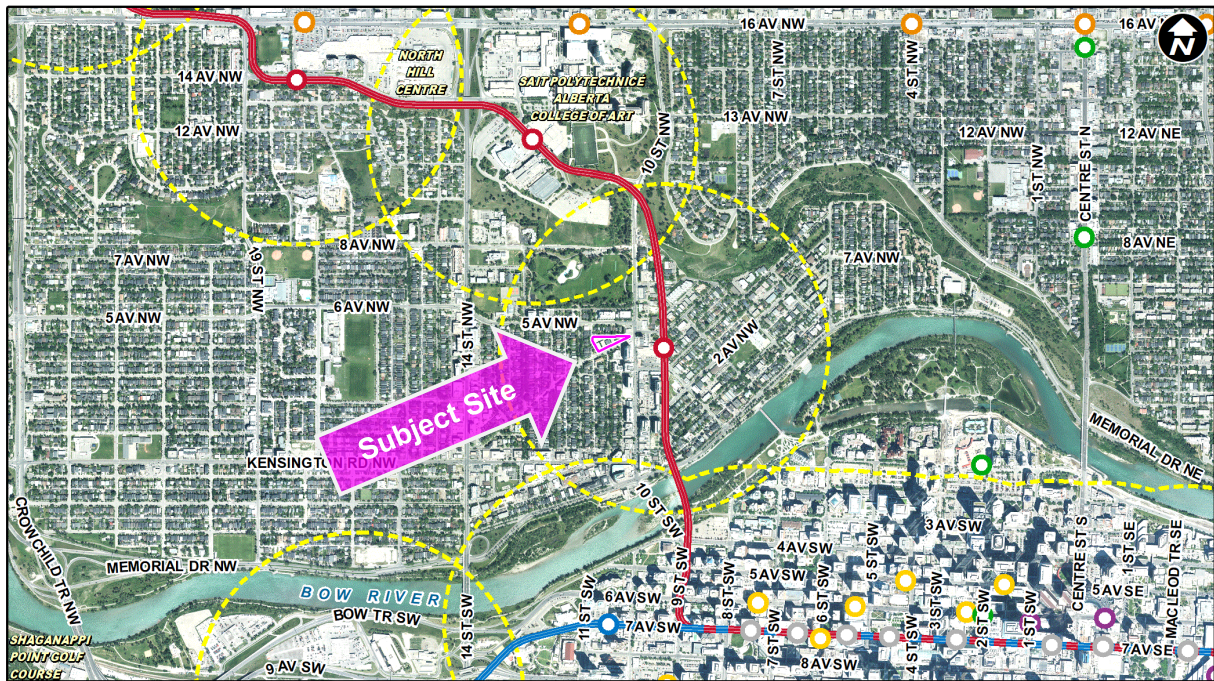
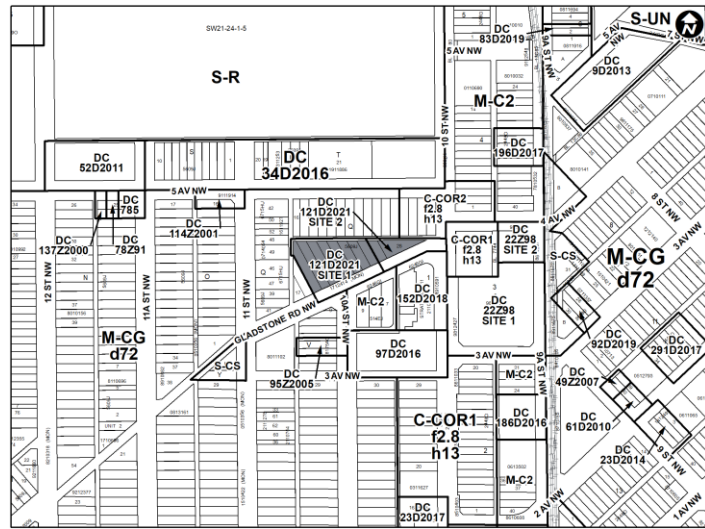
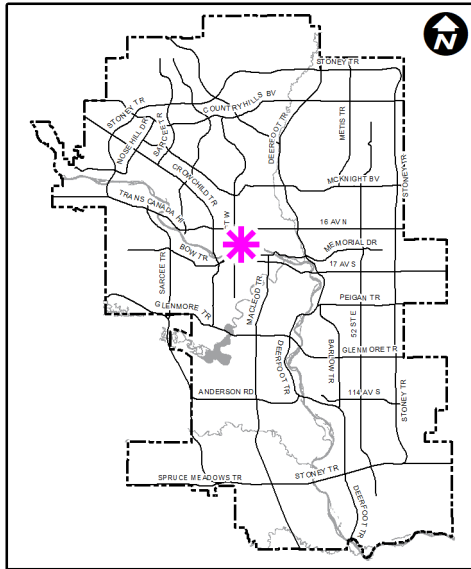
As identified below, the community of Hillhurst reached its peak population in 2015.

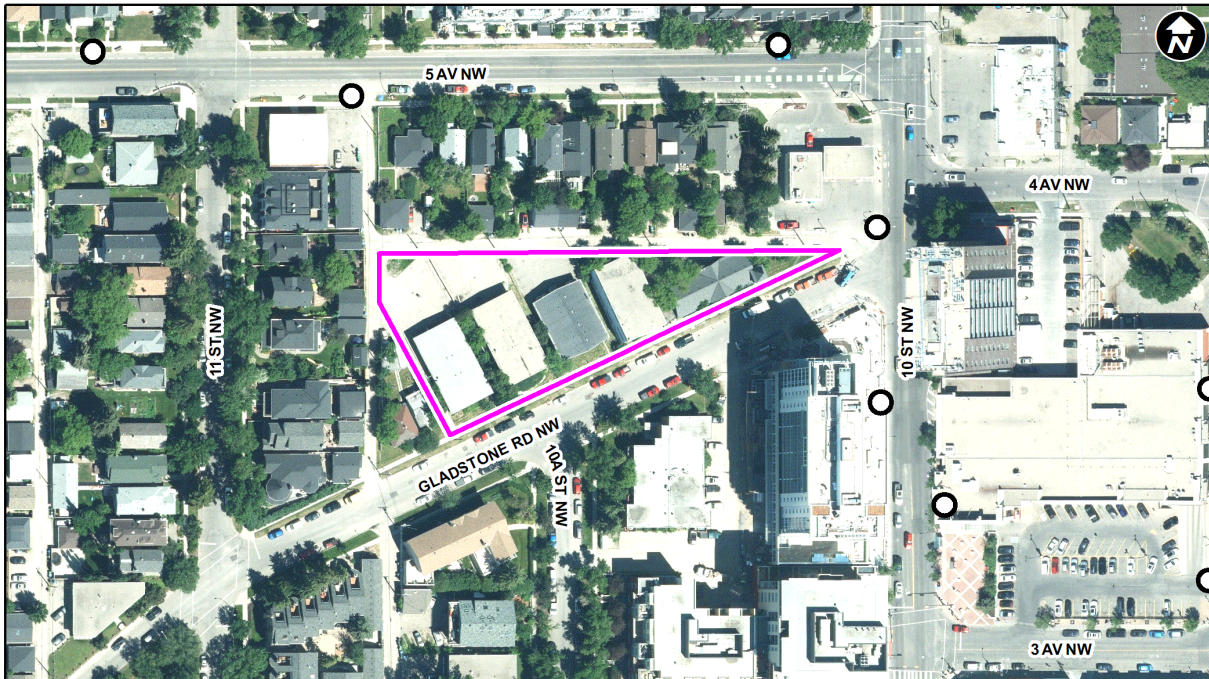
Hillhurst	
Peak Population Year	2015
Peak Population	6,737
2019 Current Population	6,558
Difference in Population (Number)	± 179
Difference in Population (Percent)	-2.7%

Source: *The City of Calgary 2019 Civic Census*

Additional demographic and socio-economic information may be obtained online through the [Hillhurst Community Profile](#).

Location Maps





Previous Council Direction

Following the 2021 July 26 Public Hearing for the land use amendment (LOC2020-0122) on the subject site, Council adopted a Motion Arising directing “that the development permit application come back through the Calgary Planning Commission for review”.

Planning Evaluation

Land Use

The subject site is designated as a DC District (Bylaw [121D2021](#)) based on the Mixed Use - General (MU-1) District. The rules of the DC District are intended to enable increased density on the development site in exchange for the designation of the Hillhurst Baptist Church as a Municipal Historic Resource and completion of improvements to the historic building. This method for achieving additional density is outlined in Part 2, section 3.1.5 of the Hillhurst/Sunnyside ARP. The base floor area ratio of the development site is 2.0. A floor area ratio of 4.0 can be achieved through the formal designation of the church.

The DC District consists of two sites (Site 1 and Site 2). Site 1 allows for the development of a six-storey building, while Site 2 is intended for conservation of the Hillhurst Baptist Church.

With bonus density included, Site 1 allows for a maximum building floor area of approximately 12,108 square metres and a maximum height of 20 metres (approximately 6 storeys). Additional stepbacks are written into the land use district for Site 1 to address the unique shape and context of the parcels. In areas where the building is oriented toward low-density residential development, stepbacks provide a more compatible transition with the intent of reducing the perceived mass of the building. This translates to building stepbacks above the fifth storey along the north and west elevations of the building. The northwest corner of the building requires stepbacks above the fourth storey.

Site 2 has a maximum height of 13 metres and floor area ratio of 1.0. These numbers capture the existing built form of the church building. Listed commercial uses of the MU-1 District have been maintained to provide flexibility in commercial uses that are to be provided in the Hillhurst Baptist Church space.

Development and Site Design

Site and Building Design

The proposed development is a six-storey multi-residential building consisting of a mix of studio, one-bedroom, two-bedroom and three-bedroom units. A total of 150 residential units are proposed. The development also includes the conservation of the Hillhurst Baptist Church and a new publicly accessible private plaza on the eastern portion of the site, adjacent the 10 Street NW Main Street.

The building design utilizes the unique shape of the site to create a building with two courtyard spaces along Gladstone Road NW, as seen in Figure 1, below. This design breaks up the massing along the front of the building while allowing courtyards to maximize sun exposure for the interior units. The courtyards include common amenity spaces along with private amenity spaces for ground-oriented units. Common amenities include a small playground and an outdoor gathering area.

Figure 1: View of development from Gladstone Road NW



The north elevation of the building, which faces the rear lane, features units with at-grade entrances and landscaped patios to provide building activation along the length of the lane, as seen in Figure 2, below. The lane will be upgraded as part of the development requirements and redeveloped with low-profile sidewalks and pedestrian-scale lighting for improved access and safety. These design features are complemented by building articulation and varied materials that create visual interest and break up the overall massing of the building. Combined, the features in the lane will create an attractive and inviting space that is much more than a service corridor.

Figure 2: View of development from the north lane



The eastern portion of the site includes the interface between the multi-residential building and the historic Hillhurst Baptist Church, as seen in Figure 3, below. A silhouette of the church has been incorporated onto the multi-residential building, drawing a connection between the historic building and the new building that will sit beside it.

As part of the development, the Hillhurst Baptist Church will see structural and cosmetic improvements that respect its historic character. All improvements have been reviewed by The City's Heritage Planning group and are deemed to maintain the historic architectural character of the building. East of the church is a proposed plaza space for public use. The plaza design incorporates a barrier-free ramp to the building that doubles as buffering from the lane for increased comfort and safety. A condition has been included in the Conditions of Approval requiring that public access to the plaza be provided in perpetuity.

Figure 3: View of development from 10 Street NW



At the northwest corner of the building, shown in Figure 4 below, stepbacks are employed above the fourth storey. Providing the stepback in this location further reduces building massing in relation to low-density residential development to the west of the subject site. Standard building height rules of the MU-1 base district would require a building stepback above the fifth floor. This approach balances sensitive intensification on the development site while respecting the surrounding built form and context of the immediate area.

Figure 4: View of development from the Northwest



Building Materials

The building utilizes a mix of metal siding, cementitious panels and brick veneer. White, light grey and dark grey cementitious panels are alternated to create visual variety on the facade. Courtyard areas and the plaza space use a variety of concrete pavers.

Historic Significance

The Hillhurst Baptist Church was built in 1907 in a Gothic Revival architectural style. It is one of the only remaining wood churches from the era. The building was used as a church until the 1970's and has since been used for a range of commercial uses. The building's gabled roof, corner tower and pointed windows are elements of Gothic Revival architecture that feature prominently on the building. The Church is included on The City's Inventory of Historic Resources, which means that it has been identified as a site of historical significance and, for that reason, conservation of the building is encouraged.

As part of the development permit and requirements to achieve a higher density on the development site, upgrades to the Hillhurst Baptist Church will also be completed. The upgrades include a number of structural items and as well aesthetic considerations to qualify the

building for historic designation. Upgrades to the building include, but are not limited to, replacement of windows that match historic profiles, replacement of exterior cladding, reinforcement of the foundation and rehabilitation of the west side of the building. A proposal for the upgrades has been reviewed and accepted by Heritage Planning and forms the basis of an executed legal agreement to designate the property as a Municipal Historic Resource.

Urban Design Review Panel

The Urban Design Review Panel (UDRP) reviewed a previous development permit (DP2020-6663) for the site upon its initial submission and provided comments related to limiting distances, potential privacy concerns between courtyard facing units, as well as the interface with the Hillhurst Baptist Church. In response to UDRP's comments, the applicant addressed limiting distance concerns by relocating firewalls and reducing unprotected openings, reoriented the layout of units to mitigate privacy concerns, and created a stronger connection with the church by projecting a silhouette of the historic building onto the adjacent façade and upgrading the landscaping treatment between the two buildings. Drawing amendments for the application were reviewed by the Urban Design & Open Space team, with UDRP comments addressed to the satisfaction of The City's Chief Urban Designer. This Development Permit was not required to return to UDRP for comments, as the amended design has only focused changes addressing bylaw compliance, the north lane interface, and plaza design.

Transportation

Site Access and Traffic

A Transportation Impact Assessment was not required in support of this Development Permit. This is consistent with previous development proposals, with similar density, on the subject site.

Pedestrian access to the site is available from the existing sidewalks on 10 Street NW and Gladstone Road NW. As part of "The Always Available for All Ages and Abilities (5A) Network", bicycle lanes are located on 5 Avenue NW, 10 Street NW, and 9A Street NW providing active transportation connections to downtown, SAIT and the river pathway system. Vehicular access to underground parking and loading will be from the rear lane.

As part of the development permit, lane upgrading is being undertaken to ensure proper function is maintained, while also establishing the lane as a safe and inviting space. This includes the paving of the westerly lane from Gladstone Road NW to 5 Avenue NW and the northerly lane connecting to 10 Street NW. In addition, a curb extension is included at the intersection of 10 Street NW and Gladstone Road NW to improve pedestrian circulation and safety.

Transit

The subject site is well served by Calgary Transit bus and LRT service. The site is located within approximately 170 metres (three-minute walk) from the Sunnyside LRT Station and within 150 metres to several bus routes located on 5 Avenue NW, 10 Street NW, and 9A Street NW including Route 104 (Sunnyside/University of Calgary), Route 793 (Queen Elizabeth/Sunnyside), Route 4 (Huntington) and Route 5 (North Haven).

Motor Vehicle Parking

The proposed development includes 134 residential parking stalls, at a rate of 0.89 stalls per dwelling unit. This ratio exceeds the 85 parking stalls required at a rate of 0.75 stalls per unit

with a 25 percent reduction for Transit Supportive Development. The development also includes 15 visitor parking spaces and 5 parking spaces for commercial uses associated with the Hillhurst Baptist Church building.

Bicycle Parking Facilities

The proposal includes 102 class 1 bicycle parking stalls within the underground parkade and 16 class 2 bicycle parking stalls (bike racks) located within the City right-of-way adjacent to the development.

Environmental Site Considerations

A Phase 1 Environmental Site Assessment was submitted and reviewed by Administration for DP2020-6663. Administration accepts the findings of the assessment.

Utilities and Servicing

Servicing

Water, sanitary sewer and storm sewer mains are available to service the subject site. Detailed development servicing will be determined at the Development Site Servicing Plan stage.

Waste and Recycling

A waste and recycling room is proposed on the main floor of the development. Waste and recycling pick-up would be accessed from the rear lane.

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 development permit 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 of 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 east of the subject site. 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, and deliver small and incremental benefits to climate resilience. The MDP also states that sites within the Inner City area may intensify, particularly in transitions zones adjacent to areas designed for high 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 the relevant MDP policies as the development provides for modest intensification and increased housing choice adjacent to a Neighbourhood Main Street and provides a sensitive transition to existing residential development in terms of height, scale, and massing. The proposal also aligns with MDP policies that encourage the conservation,

enhancement, and adaptive reuse of identified heritage resources through the protection and repurposing of the historic Hillhurst Baptist Church.

Transit Oriented Development Policy Guidelines (Non-Statutory – 2004)

The [Transit Oriented Development Policy Guidelines](#) provide direction for the development of areas typically within 600 metres of a Transit Station. The Guidelines encourage higher density, walkable, mixed-use developments within station areas to support high frequency, rapid transit service and provide for a variety of housing, employment, services, and amenities that benefit local communities and transit users alike. The proposed development meets key policy objectives of the Guidelines, specifically that of increasing density around transit stations with mixed-use, pedestrian-oriented design.

Calgary Climate Strategy (2022)

Administration has reviewed this application in relation to the objectives of the [Calgary Climate Strategy – Pathways to 2050](#) programs and actions. The applicant has proposed the following climate measures as part of the development permit application:

- a surplus of 27 indoor secure class 1 bicycle parking stalls in line with the actions set out in Program G: Mode shift;
- the installation of 20 fully operational electric vehicle charging stations and 100 additional electric vehicle parking stall-capable stalls in line with the actions set out in Program F: Zero emissions vehicles; and
- the conservation and refurbishment of the historic Hillhurst Baptist Church in line with the actions set out in Program I: Waste reduction.

Hillhurst Sunnyside Area Redevelopment Plan (Statutory – 1988)

The subject site falls within the Transit Oriented Development (TOD) Area of the [Hillhurst/Sunnyside ARP](#), which was added as an amendment by Council in 2009. The western portion of the subject site (Site 1) is located within the Medium-Density Mid-Rise area, while the eastern portion of the subject site (Site 2) is located within the Urban Mixed-use 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 intent of the Urban Mixed-use area is to allow for higher density mixed-use development. The maximum building height prescribed in the ARP for the entirety of the site is 20 metres (Map 3.3 Building Heights). Section 3.1.5 of the ARP includes provisions for bonus density, with heritage conservation listed as one of the eligible items. The Hillhurst Baptist Church is listed on Calgary's Inventory of Evaluated Historic Resources, and, as such, proposed upgrades and heritage designation of the building allow for additional density up to a maximum of 4.0 floor area ratio on the development site.

The proposal is in alignment with the Medium-Density Mid-Rise and Urban Mixed-use area policies as the development is a six-storey street-oriented building under 20 metres that includes the adaptive reuse and conservation of the Hillhurst Baptist Church for commercial uses.

Riley Communities Local Area Planning Project

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

Land Use Bylaw 1P2007 and Direct Control District (Bylaw 121D2021)

Administration has reviewed the application against DC District (Bylaw [121D2021](#)) and the Land Use Bylaw 1P2007. The table below notes proposed relaxations. Administration has reviewed each relaxation individually and considers each relaxation to be acceptable for the reasons outlined in the table below.

Bylaw Relaxations			
Regulation	Standard	Provided	Administration Rationale Supporting a Relaxation
1336 Window Separation	Each unit must have at least one window or door with a glazed area with a minimum dimension of 1.0m that provides an unobstructed outdoor view to a minimum depth of 6.0m	Plans indicate three units on the west of the building do not have an unobstructed view for 6.0m.	<i>Ground level units have an unobstructed view approximate to the minimum dimension (5.44m to 5.45m). The proposed relaxation is minor (9.3%) and will not unduly interfere with the amenities of the neighbourhood or affect the use, enjoyment, or value of neighbouring properties.</i>
1341 Rules for Dwelling Units Facing a Street	(1) An entrance to an individual Dwelling Unit located at grade must be setback a minimum of 2.5m from a property line shared with a street.	Plans indicate the shortest distance of 2.47m (-0.03m).	<i>The proposed relaxation is minor (1.2%) and will not unduly interfere with the amenities of the neighbourhood or affect the use, enjoyment, or value of neighbouring properties.</i>
	(2) The minimum height of the main floor of any portion of a Dwelling Unit located less than 3.0m from a property line shared with a street is 0.6m above grade.	Plans indicate a height of 0.0m (-0.6m) for the south facing units.	<i>Ground level units fronting the street have adequate landscaping and buffering to provide clear delineation of private vs. public space. The proposed relaxation will not unduly interfere with the amenities of the neighbourhood or affect the use, enjoyment, or value of neighbouring properties.</i>
1347 Additional Landscaping Requirements	(5) Every building on a parcel must have at least one sidewalk connecting the parking area to the public entrances of the building.	Plans do not indicate a sidewalk to the public entrances.	<i>All parking is located sub-grade with direct access for public entrances provided via elevator.</i>

<p>1348 Landscaping in Setback Areas</p>	<p>(1) Where a setback area shares a property line with another parcel designated as a residential district, the setback area: (a) must be a soft surfaced landscaped area;</p>	<p>Plans indicate portions of the west setback are hard landscaped, retaining walls.</p>	<p><i>Administration supports a relaxation as retaining walls are required to support soil depth requirements above parkade per Bylaw 1346(5).</i></p>
	<p>(2) Where a setback area shares a property line with a lane, the portion of the setback area not required for access from the lane must be landscaped with a soft surface landscaped area and may include a sidewalk.</p>	<p>Plans indicate portions of the west and north setback are hard landscaped, retaining walls.</p>	<p><i>Administration supports a relaxation as retaining walls are required to support soil depth requirements above parkade per Bylaw 1346(5). Retaining walls also support the delineation of private vs. public space for lane-facing residential units, and overall efforts to activate and improve the lane.</i></p>
<p>1349 Residential Amenity Space</p>	<p>(6) Common Amenity Space – Outdoors (c) must have a contiguous area of not less than 50.0m², with no dimension less than 6.0 metres.</p>	<p>Plans indicate an area of 44.06m² (-5.94m²).</p> <p>Plans indicate a minimum dimension of 5.52m (-0.48m).</p>	<p><i>Administration supports a relaxation as cumulative amenity space provision has been over-provided by approximately 5%.</i></p>
<p>Bicycle Parking – Class 2</p>	<p>Requires a minimum of 16 Class 2 stalls.</p>	<p>Plans indicate 0 (-16) Class 2 stalls.</p>	<p><i>The 16 Class 2 bicycle stalls provided are not counted as they are located outside of the parcel within the City right-of-way. Bicycle stalls provided are accessible and convenient for users, and, as such, Administration supports a relaxation with the applicant entering into a license of occupation agreement.</i></p>