

Policy Amendment and Land Use Amendment in Hillhurst (Ward 7) at multiple properties, Gladstone Road NW, LOC2018-0114

EXECUTIVE SUMMARY

This application was submitted by Battistella Developments on 2018 May 18 on behalf of the landowners Churchstone Enterprises Limited, Elaine Lai-King Wong, David Wong, and Midelco Holdings Limited. This application proposes to designate the former Hillhurst Baptist Church as a Municipal Historic Resource and to redesignate the subject parcels from Commercial – Corridor 1 (C-COR1f2.8h13) District and Multi-Residential – Contextual Grade-Oriented (M-CGd72) District to DC Direct Control District. The proposed Direct Control District includes two site areas, and is based on the Multi-Residential – Contextual Medium Profile (M-C2) District, Multi-Residential – High Density Medium Rise (M-H2) District, and Commercial – Corridor 1 (C-COR1) District. The proposed DC Direct Control District is intended to:

- implement a site specific heritage density incentive for the legal protection of a heritage building;
- allow for medium and high density medium-rise multi-residential development in alignment with the policies of the *Hillhurst/Sunnyside Area Redevelopment Plan*;
- allow a maximum building height of 32 metres for Site 1 and a maximum building height of 16 metres for Site 2 (an increase from the current maximums of 13 and 12 metres respectively); and
- implement the density bonus provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan*.

The proposal is in keeping with the applicable policies of the *Municipal Development Plan*. The proposal is in keeping with the intent of the applicable policies of the *Hillhurst/Sunnyside Area Redevelopment Plan*, with amendments required to accommodate the proposed land use redesignation. The amendments required include changes to maps indicating maximum heights, floor area ratios, and land use policy areas, and policy changes to facilitate density bonuses in exchange for designation of historic resources and provision of urban design improvements.

No development permit application has been received at this time.

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ADMINISTRATION RECOMMENDATION:

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

1. Adopt, by Bylaw, the proposed amendments to the Hillhurst/Sunnyside Area Redevelopment Plan (Attachment 3);
2. Give three readings to the proposed Bylaw;
3. Adopt, by bylaw, the proposed redesignation of 0.36 hectares \pm (0.91 acres \pm) located at 1110, 1114, 1120, 1124, 1126 Gladstone Road NW (Plan 5609J, Block Q, Lots 19 to 28) from Commercial – Corridor 1 (C-COR1f2.8h13) District and Multi-Residential – Contextual Grade-Oriented (M-CGd72) District to DC Direct Control District to accommodate multi-residential development and the preservation of a heritage building, with guideline (Attachment 4);
4. Give first reading to the proposed Bylaw; and
5. Withhold second and third reading pending Municipal Historic Designation of the site or until any other mechanism to ensure such designation is in place.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, DATED 2018 OCTOBER 18:

That with respect to Report CPC2018-1101, the following be approved, **after amendment**:

That Calgary Planning Commission recommend that Council:

1. **Hold a Public Hearing during a future Public Hearing of Council;**
2. Adopt, by Bylaw, the proposed amendments to the Hillhurst/Sunnyside Area Redevelopment Plan (Attachment 3);
3. Give three readings to the proposed Bylaw **86P2018**;
4. Adopt, by Bylaw, the proposed redesignation of 0.36 hectares \pm (0.91 acres \pm) located at 1110, 1114, 1120, 1124, 1126 Gladstone Road NW (Plan 5609J, Block Q, Lots 19 to 28) from Commercial – Corridor 1 (C-COR1f2.8h13) District and Multi-Residential – Contextual Grade-Oriented (M-CGd72) District to DC Direct Control District to accommodate multi-residential development and the preservation of a heritage building, with guideline (**revised** Attachment 4);
5. Give first reading to the proposed Bylaw **289D2018**; and
6. Withhold second and third reading pending Municipal Historic Designation of the site or until any other mechanism to ensure such designation is in place.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

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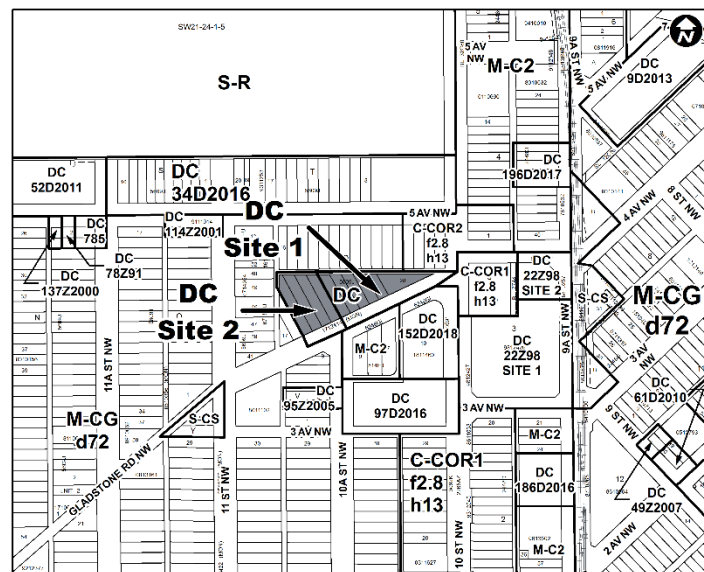
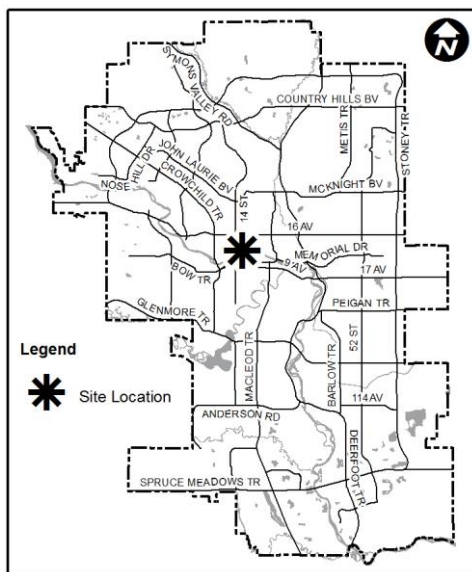
BACKGROUND

This land use amendment application was submitted by Battistella Developments on behalf of the landowners Churchstone Enterprises Limited, Elaine Lai-King Wong, David Wong, and Midelco Holdings Limited, on 2018 May 18. As noted in the Applicant's Submission (Attachment 1), the applicant is intending to accommodate high density medium rise multi-residential development, designate the Hillhurst Baptist Church as a Municipal Historic Resource and rehabilitate the building for future commercial uses, and implement the density bonus provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan*.

The Hillhurst Baptist Church was constructed by parish volunteers in 1907 during the early development of Hillhurst. It was enlarged to its present size in 1914 and is a good example of Gothic Revival architecture. The building no longer serves as a church and in recent years has housed a number of commercial uses.

The Hillhurst Baptist Church is identified as a Historic Resource on The Calgary Heritage Authority's Inventory of Evaluated Historic Resources. As such, it merits designation as a Municipal Historic Resource. The applicant has agreed to allow this designation and a legal agreement has been prepared that will be required to be in place prior to Council's second and third reading of the Area Redevelopment Plan amendment and land use redesignation bylaws.

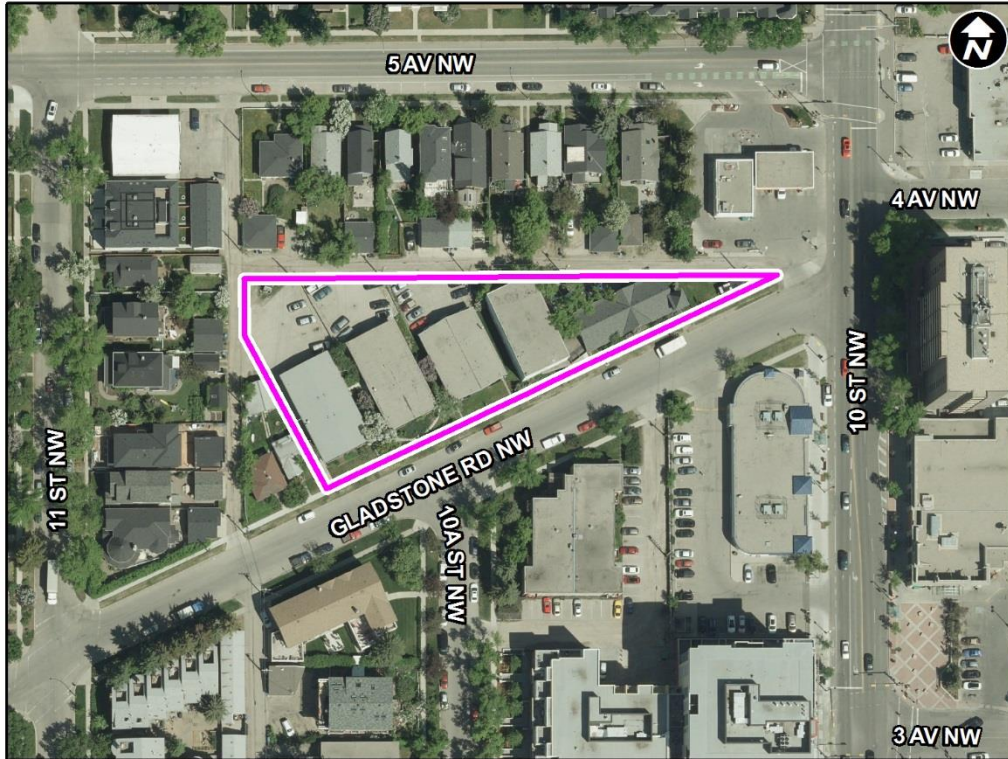
Location Maps



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Site Context

The subject lands are located along the north side of Gladstone Road NW in the community of Hillhurst. To the north of the sites across a lane are a gas station, and several single detached dwellings that are designated as Multi-Residential – Contextual Grade-Oriented District. To the west are single detached dwellings that are also designated as Multi-Residential – Contextual Grade-Oriented Districts. To the south across Gladstone Road NW are low-rise multi-residential developments and a commercial development fronting onto 10 Street NW. The parcel containing the commercial development was recently redesignated (DC 152D2018) to allow for multi-residential development with a maximum height of 32 metres and maximum floor area ratio of 5.0. To the east across 10 Street NW is a mixed-use 11-storey multi-residential building with commercial uses at grade.

The subject lands are located within approximately 200 metres walking distance of the Sunnyside LRT Station. The eastern portion of the site is developed with the former Hillhurst Baptist Church, which currently houses a commercial use. Additional buildings and uses on the subject lands include a low rise commercial building, and three low-rise multi-residential buildings. Vehicular access to the site is available via a rear lane, and there is on-street parking on Gladstone Road NW.

According to data from The City of Calgary 2018 census, the population of Hillhurst peaked in 2015 with a decline of 1.8 percent since that time. Figure 1 below summarizes the population trends in the community of Hillhurst.

Figure 1: Community Peak Population

Hillhurst	
Peak Population Year	2015
Peak Population	6,737
2018 Current Population	6,616
Difference in Population (Number)	-121
Difference in Population (Percent)	-1.8%

Source: The City of Calgary 2018 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal is to allow for medium and high density medium-rise multi-residential development, the adaptive re-use and designation of the Hillhurst Baptist Church as a Municipal Historic Resource, and to implement the density bonus provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan*.

Although amendments to the *Hillhurst/Sunnyside Area Redevelopment Plan* are required, the proposal is generally aligned with the objectives of the applicable policies, as discussed in the Strategic Alignment section of this report.

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Planning Considerations

The primary planning considerations in evaluation of this application included determining appropriate base districts for the proposed DC Direct Control District, ensuring the preservation and restoration of the Hillhurst Baptist Church, and implementing the density bonus provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan*.

Land Use

This application is to redesignate the site from the existing Commercial – Corridor 1 (C-COR1f2.8h13) District and Multi-Residential – Contextual Grade-Oriented (M-CGd72) District to DC Direct Control District. The existing Commercial – Corridor 1 (C-COR1f2.8h13) allows for a broad range of commercial uses and opportunities for residential and office uses, and has a maximum floor area ratio of 2.8 and a maximum height of 13 metres. The Multi-Residential – Contextual Grade-Oriented (M-CGd72) District allows for a variety of multi-residential development forms with a maximum height of 12 metres and a maximum density of 72 units per hectare.

The proposed DC Direct Control District is intended to:

- implement a site specific heritage density incentive for the legal protection of a heritage building;
- provide for medium and high density medium rise multi-residential development in compliance with the policies of the *Hillhurst/Sunnyside Area Redevelopment Plan*;
- allow a maximum building height of 32 metres for Site 1 and a maximum building height of 16 metres for Site 2;
- set a maximum cumulative floor area ratio to be allocated between sites at the development permit stage;
- implement the density bonus provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan*; and
- locate the tallest building heights closest to 10 Street NW and reduce building height in proximity to lower density residential areas to the west.

Site 1 of the proposed Direct Control District incorporates 1110, 1114, and 1120 Gladstone Road NW and includes the Hillhurst Baptist Church. The rules of Site 1 are based on the Multi-Residential – High Density Medium Rise (M-H2) District with a maximum height of 32 metres. A bonus density provision will allow a maximum floor area ratio of 5.0 within Site 1 with the designation of the Hillhurst Baptist Church as a Municipal Historic Resource. The DC Direct Control District will also allow commercial uses within the Hillhurst Baptist Church as per the existing Commercial – Corridor 1 (C-COR1) District, with the addition of the use Temporary Residential Sales Centre to facilitate the sales of future residential units on the subject sites.

Site 2 of the proposed Direct Control District incorporates 1124 and 1126 Gladstone Road NW is based on the Multi-Residential – Contextual Medium Profile (M-C2) District and allows a maximum height of 16 metres, and a floor area ratio of up to 2.5 in accordance with the density bonus provisions of the *Hillhurst/Sunnyside Area Redevelopment Plan*.

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The proposed DC Direct Control District provides the potential opportunity for a significant reduction in minimum motor vehicle parking requirements. The location is appropriate for consideration of such a reduction based on the close proximity to the Sunnyside LRT Station, high quality transit service along 10 Street NW, and a broad range of services and amenities in the immediate vicinity, including a grocery store. At the development permit stage the applicant will be required to provide a parking study and include transportation demand management measures to the satisfaction of the development authority in order to qualify for the potential parking reduction.

Development and Site Design

The site is currently developed with the Hillhurst Baptist Church which contains a commercial use, a low-rise commercial building, and three low rise multi-residential buildings with surface parking lots accessed from the rear lane.

The proposed DC Direct Control District is intended to allow the potential development of two multi-residential buildings with access provided via the rear lane. It is also intended to facilitate the Municipal Historical Designation and refurbishment of the Hillhurst Baptist Church, and possible development of a new public plaza located at the corner of Gladstone Road NW and 10 Street NW.

A development permit application has not been submitted at this time. Considerations to be evaluated at the development permit stage include site layout, building designs, and appropriate interface with lower density residential uses.

Environmental

There are no noteworthy environmental features on this site, and an Environmental Site Assessment was not required for this application.

Transportation Networks

A Transportation Impact Assessment (TIA) and parking study was not required as part of this land use amendment. The proposed DC Direct Control District includes provisions for a parking study which will inform the motor vehicle parking stall requirements of future developments. Vehicular access, parking, and loading will be from the rear lane with specifics to be determined at the development permit stage. A transit stop served by routes 4 and 104 is located on 10 Street NW approximately 120 metres from the subject site. The site is also located within approximately 200 metres walking distance to the Sunnyside LRT Station.

Utilities and Servicing

Water, sanitary, and storm sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time.

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Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. Notification letters were sent to adjacent land owners and the application has been advertised online. A webpage on the City of Calgary website provides information on the application and contact information for providing comments.

In addition, a public open house was held by the applicant with City staff in attendance at the Hillhurst/Sunnyside Community Association building on 2018 June 13 and was attended by approximately 30 people.

The Hillhurst/Sunnyside Community Association submitted a letter regarding the proposed land use redesignation on 2018 June 25 (Attachment 2). Administration met directly with representatives of the Hillhurst/Sunnyside Community Association on 2018 July 5 to discuss the application and gain a better perspective on their concerns.

Administration also received 26 letters from the public in response to the application. Three letters indicated support, including one from the Kensington Business Revitalization Zone/Business Improvement Area, and are summarized as follows:

- The proposal honours the intent of the *Hillhurst/Sunnyside Area Redevelopment Plan*.
- Designation of the Hillhurst Baptist Church is a worthwhile undertaking.
- Location close to the Sunnyside LRT Station and other amenities is appropriate for the proposed scale of development.
- Reduced parking rates would allow for more affordable housing in the community.
- Buildings of similar height and scale to those allowable under the proposal exist nearby.
- Proposal would bring vitality to the area.

Twenty letters indicated opposition, and are summarized as follows:

- Designation of the Hillhurst Baptist Church is not supported.
- Concern regarding infrastructure capacity.
- Perception that the proposal is not aligned with the policies of the *Hillhurst/Sunnyside Area Redevelopment Plan*.
- Proposed height and density are excessive.
- Concerns over increased traffic and demand on street parking.
- Concerns over increased noise associated with future development.
- Preference to retain low-rise and low-density built forms.
- Objection to any new redesignations or development until a Mobility Assessment and Plan is completed.
- Objection to redesignation without a concurrent development permit application.
- Lack of architectural controls and concern about fit with existing character.
- Location is inappropriate for high density development.
- Uncertainty about the number of possible units if density is defined by floor area ratio.
- Potential for privacy and overlooking issues.
- Proposal would change the ambiance and character of Hillhurst.

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Some public submissions expressed conditional support if certain criteria could be achieved such as high quality design or reduction in maximum building height.

Following Calgary Planning Commission, notifications for the 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 (Statutory, 2014)

The site is located within the 'City, Town' area as identified on Schedule C: South Saskatchewan Regional Plan Map in the South Saskatchewan Regional Plan (SSRP). While the SSRP makes no specific reference to this site, the proposal is consistent with policies on Land Use Patterns, as it proposes an increase in development intensity on a site within an adequately serviced and appropriately planned inner city mixed-use neighbourhood.

Municipal Development Plan (Statutory, 2009)

The site is located in the 'Inner City' as identified on Map 1: Urban Structure Map in the *Municipal Development Plan*. The proposed redesignation would support the revitalization of the local community by adding population and a mix of uses, and facilitating moderate intensification in a form and nature that respects the scale and character of the neighbourhood.

The *Municipal Development Plan* Heritage policies recognize that historic preservation is part of good city building and fostering community identity and pride. As such, these policies encourage the identification, protection and management of Calgary's historic resources by encouraging owners to conserve and/or enhance Calgary's historic resources and The City to be a leader in preserving and enlivening these resources using all tools and mechanisms that are available to a municipality (subsection 2.3.3).

The proposal is consistent with the policies of the *Municipal Development Plan*.

Hillhurst/Sunnyside Area Redevelopment Plan (Statutory, 1988)

The proposal is located within the Transit Oriented Development Area of the *Hillhurst/Sunnyside Area Redevelopment Plan*. The Transit Oriented Development policies indicate that land use redesignations must be consistent with the general land use classifications identified on Map 3.1: Land Use Policy Areas Map. 1110 and 1114 Gladstone Road NW are located in the 'Urban Mixed-Use' Area. 1120, 1124, and 1126 Gladstone Road NW are located in the 'Medium Density Residential' Area. A proposed amendment to Map 3.1 will change the classification of 1114 and 1120 Gladstone Road NW to the 'Medium-density Mid-rise' area.

Heritage conservation policies of the *Hillhurst/Sunnyside Area Redevelopment Plan* encourage the preservation of historic resources and are meant to provide economic incentive for preservation by allowing the transfer of density from historic sites to other properties. This proposal includes the provision of bonus density from the site of the Hillhurst Baptist Church to

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be applied on another property, and does not entail a net increase in density above what is currently allowed in the policy.

All sites within the Transit Oriented Development Area have been assigned a maximum density through the use of Floor Area Ratios. A minor amendment to Map 3.1 of the *Hillhurst/Sunnyside Area Redevelopment Plan* is required to facilitate the Floor Area Ratio of 5.0 allowable in Site 1 of the proposed Direct Control District. Proposed Floor Area Ratios within Site 2 of the Direct Control District are consistent with Map 3.1. The slight adjustments to the allowable maximum Floor Area Ratios do not represent a density increase, but rather would redistribute density among the subject sites. The maximum height is proposed to increase, but does not exceed the maximum height allowed elsewhere in the plan area and is consistent with nearby parcels. Other minor amendments to the policy have been proposed in order to allow greater flexibility in implementing the bonusing policy in the future.

This proposal is consistent with the intent of the policies of the *Hillhurst/Sunnyside Area Redevelopment Plan*.

Transit Oriented Development Policy Guidelines (Non-statutory, 2005)

Transit oriented development guidelines apply to development in proximity to Transit Stations and encourage higher density, walkable, mixed-use environments that optimize the use of infrastructure. This application is in alignment with the key policy objectives of the *Transit Oriented Development Policy Guidelines*, including ensuring transit supportive land uses, increasing density around Transit Stations, making station areas a “place”, and planning in context with local communities.

Social, Environmental, Economic (External)

The recommended land use district will help to implement policy goals of providing appropriate densification of the inner city and meeting Transit Oriented Development objectives.

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 therefore there are no growth management concerns at this time.

Risk Assessment

There are no significant risks associated with this proposal.

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REASON(S) FOR RECOMMENDATION(S):

The proposal is consistent with the applicable policies of the *Municipal Development Plan* and the *Hillhurst/Sunnyside Area Redevelopment Plan* as amended. The proposal meets The City's objectives and policies for preservation, protection, and adaptive reuse of historic resources through the official designation of the Hillhurst Baptist Church as a Municipal Historic Resource. The DC Direct Control District includes intensification of sites within approximately 200 metres walking distance of the Sunnyside LRT Station, and is compatible with surrounding areas which have been established by policy as future medium-density residential development within the Residential Developed – Inner City area.

ATTACHMENT(S)

1. Applicant's Submission
2. Community Association Letter
3. **Proposed Bylaw 86P2018**- Proposed Amendments to the Hillhurst/Sunnyside Area Redevelopment Plan
4. **Proposed Bylaw 289D2018** - Proposed Direct Control Guidelines
5. **Letter from the Calgary Heritage Authority**