

Planning & Development Report to
Calgary Planning Commission
2019 June 20

ISC: UNRESTRICTED
CPC2019-0709

Land Use Amendment in West Hillhurst (Ward 7) at multiple addresses, LOC2019-0015

EXECUTIVE SUMMARY

This application was submitted by CivicWorks Planning + Design on 2019 February 01 on behalf of Eagle Crest Homes Ltd and Hillhurst Manor Ltd. This land use redesignation application proposes to change the designation of these properties from Residential – Contextual One / Two Dwelling (R-C2) District to Mixed Use - General (MU-1f3.3h19) District to allow for:

- a mixed-use development intending to incorporate commercial uses at-grade and residential on floors above;
- a maximum building height of 19 metres (an increase from the current maximum of 10 metres);
- a maximum building floor area of approximately 7,600 square metres (based on a floor area ratio of 3.3); and
- the uses listed in the M-U1 District.

A development permit has been submitted for a mixed-use development for the three northern parcels within the site, consisting of a five-storey building with commercial uses at grade and 51 residential units on upper storeys, and is under review.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT** by bylaw the proposed redesignation of 0.23 hectares \pm (0.56 acres \pm) located at 218, 222, 226 and 230 - 19 Street NW (Plan 8942GB, Block 19, Lots 1 to 4) from Residential – Contextual One / Two Dwelling (R-C2) District **to** Mixed Use – General (MU-1f3.3h19) District; and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

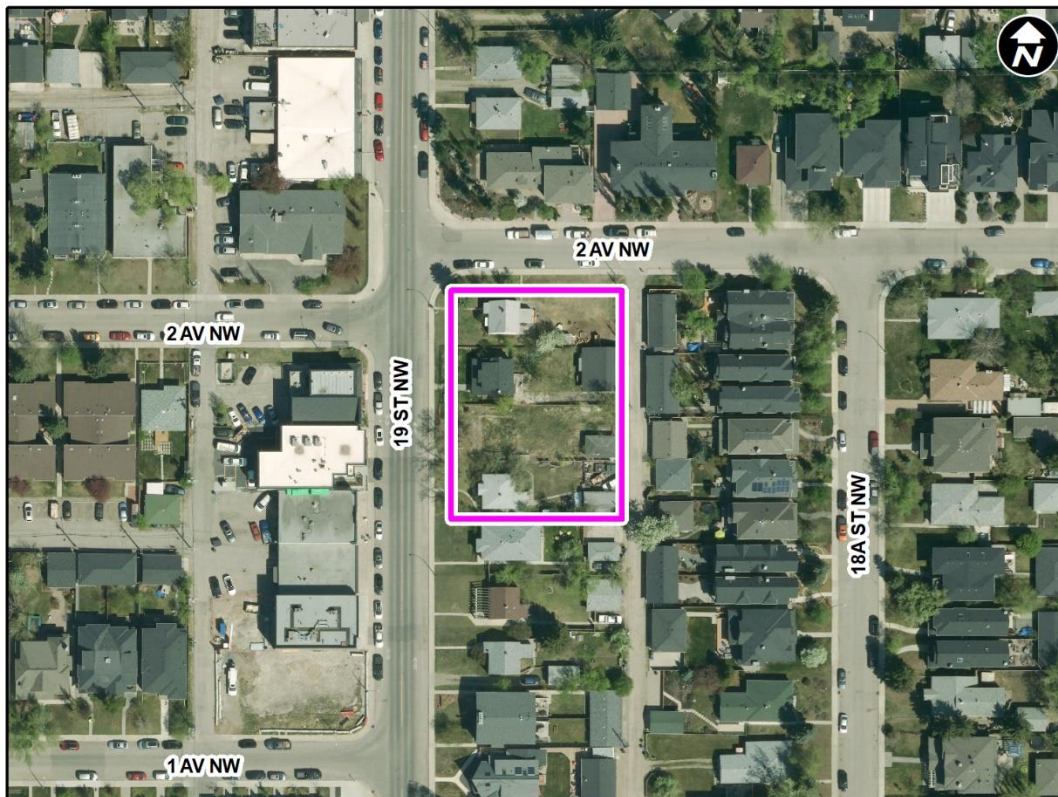
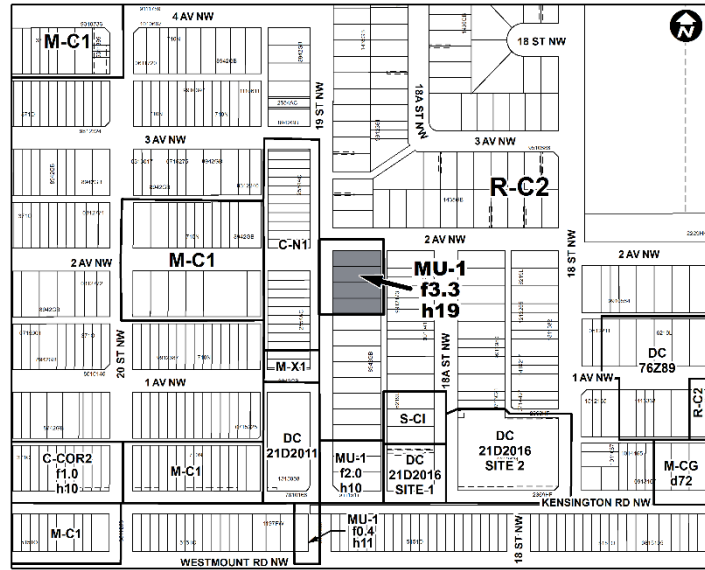
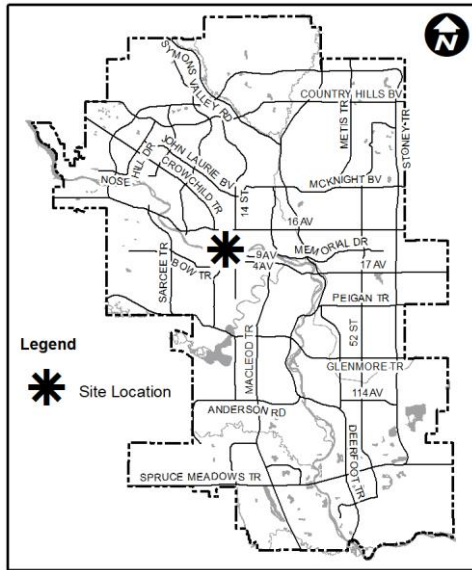
This application was submitted by CivicWorks Planning + Design on 2019 February 01 on behalf of Eagle Crest Homes Ltd and Hillhurst Manor Ltd (Attachment 1). A development permit for a 51 unit, five-storey mixed use building with a floor area ratio of 3.24 and a height of 17 metres has been submitted by FAAS architecture on 2019 March 01 and is under review.

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Location Maps



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Site Context

The subject site is located in the northwest community of West Hillhurst. The subject site is comprised of four parcels of land (218, 222, 226 and 230 – 19 Street NW) totalling approximately 0.23 hectares (0.56 acres) of land. Existing development on the site is comprised of four bungalow dwellings. The site is bounded by 19 Street NW on the west, 2 Avenue NW on the north, a rear lane on the east and low-density residential development on the south. Surrounding development consists of street-oriented commercial development fronting onto the west side of 19 Street NW, stretching from Kensington Road NW to 3 Avenue NW, with building heights ranging from one-storey to four-storeys. Currently, commercial development on 19 Street NW is only found on the west side of the street. The proposed development would facilitate the addition of commercial uses on the ground floor on the east side of 19 Street NW, potentially making the street a two-sided commercial corridor. The site is approximately 50 metres wide by 40 metres deep

Additional commercial development is located adjacent to Kensington Road NW, to the south of the site, in the form of a two-storey strip mall style development on northeast corner of 19 Street NW and Kensington Road NW, and the recently built four-storey Kensington Legion development on Kensington Road NW and 18A Street NW. The second phase of the Kensington Legion redevelopment is located to the southeast of the site at Kensington Road NW and 18 Street NW. Residential land uses surrounding the site generally consist of single detached and semi-detached dwellings, with multi-residential development found to the southeast of the site and to the west of the site, along 2 Avenue NW. A four-storey mixed use development was recently approved on 2018 September 26 on the west side of 19 Street NW immediately to the north of 1 Avenue NW.

As identified in Figure 1, the community of West Hillhurst reached its peak population in 1969. Recent growth has recovered some of the population loss since the peak population, but the community has not reached the previous peak population yet.

Figure 1: West Hillhurst Peak Population

| Community Name | |
|------------------------------------|-------|
| Peak Population Year | 1969 |
| Peak Population | 6,871 |
| 2018 Current Population | 6,507 |
| Difference in Population (Number) | -364 |
| Difference in Population (Percent) | -5.3% |

Source: *The City of Calgary 2018 Civic Census*

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

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration.

Land Use

The proposed land use amendment would redesignate the subject site from Residential – Contextual One / Two Dwelling (R-C2) District to Mixed Use - General (MU-1f3.3h19) District to allow for mixed-use developments with a maximum height of 19 metres and a floor area ratio of 3.3.

The existing land use generally allows for the development of single detached dwellings, semi-detached dwellings and secondary suites. The existing land use has a maximum height of 10 metres and would allow up to eight dwelling units on the site.

The proposed land use will accommodate an intensification of the site and provide opportunities for additional commercial amenities in the neighbourhood. The Mixed Use - General (MU-1) District provides for a broad range of commercial uses in a building that is oriented to the street while also allowing dwelling units at grade. The district is intended to provide for mixed use buildings between four and six storeys in height, street-oriented building design, a defined street wall, multiple uses and frequent entries at grade, residential development compatible with active street-oriented commercial uses, and appropriate transitions to adjacent residential areas. This land use is an appropriate district to strengthen and reinforce the neighbourhood commercial character of 19 Street, by facilitating a mixed-use development that will add new neighbours and businesses to the neighbourhood. Additionally, providing commercial uses on the east side of 19 Street will strengthen the commercial viability of the street, as two-sided commercial streets tend to be more successful than ones with commercial only on one side. Should commercial uses not be viable throughout the entire ground floor, residential uses are allowed and can be incorporated under the MU-1 District provisions. Setback, height and other design considerations, such as prominent ground floor window treatments in the district reinforce the neighbourhood commercial and pedestrian orientation of development on the street. This land use will help the evolution of 19 Street, continuing its commercial function while adding new residents to the neighbourhood.

Development and Site Design

The proposed height and floor area ratio allow for a sensitive transition to adjacent residential areas. As part of the land use application submission, the applicant provided detailed shadow studies (Attachment 3) for the proposed development. These studies demonstrate that during standard dates and times (March 21 and September 21 at 10:00 am, 1:00 pm and 4:00 pm) as well as dates and times outside the typical evaluation periods (March and September 21 at 6:00pm and December 21 at 10:00 am, 1:00 pm and 4:00 pm) that no shadows were cast on adjacent residential amenity spaces (back yards). The applicant took considerable care in

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designing the building and choosing a proposed height and floor area ratio to address these impacts. A development for a five-storey, mixed use development was submitted for the site on 2019 March 01 and is under review. It should be noted that the associated development permit only comprises the three northern parcels on the subject site, and does not cover the fourth, southern parcel. This property may be subject to a future development permit or may be incorporated into a further consolidation with properties to the south, should they be similarly redesignated.

Environmental

No environmental issues have been identified at this time.

Transportation

The subject sites are located along 19 Street NW, south of 2 Avenue NW. Parking for residents and visitors is intended to be provided underground, while commercial parking will be provided along the lane at grade. All vehicular access is to be from the rear lane along the east side of the site (accessed from 2 Avenue NW) while the commercial building entrances and residential lobby access will be from 19 Street NW and 2 Avenue NW. Unrestricted public on-street parking is available adjacent to the site on 1 Avenue NW, 2 Avenue NW and 3 Avenue NW. Residential permit parking currently exists along 19 ST NW fronting the site, however upon development will likely become publicly accessible parking. The site is located approximately 200 metres from a transit stop (BRT 305) on the Primary Transit Network located on Kensington Road NW. A shared bike lane exists in both the northbound and southbound directions of 19 Street NW. The bike lanes connect to the 5 Avenue NW bike lanes as well as the regional pathway along Bow River.

A Traffic Impact Assessment (TIA) was submitted in support of the Application which included a parking study component. The TIA and parking study were reviewed to the satisfaction of Administration.

Utilities and Servicing

Water, storm and sanitary sewer mains are available and can accommodate the potential redevelopment of the subject site without the need for off-site improvements at this time. Servicing connections, as well as appropriate storm, will be considered and reviewed at the development permit stage.

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 was advertised online.

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Additionally, administration met with the community association and the applicant on 2018 September 17, attended an applicant-led information session on 2018 October 15, and attended a meeting with the community association and interested residents on 2018 November 26. Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed out to adjacent land owners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

The West Hillhurst Community Association has provided comments on the application, which are included in Attachment 2.

Forty-eight letters were received in response to the application, in addition to a response received by an organized group of residents (called "Discuss 19th"), representing 192 residents in 62 dwellings. Overlap between resident responses and the residents represented by the group may have occurred. Key themes that emerged from the comments from letters received as well as the submission from the residents' group are as follows:

- Concerns over the proposed height and massing not being compatible with adjacent development, as well as being precedent setting for the street;
- A preference for a rowhouse-style development instead of the proposed mid-rise mixed use development on the site;
- A preference for new development to be in keeping with the current 10m maximum height of the R-C2 District;
- Concerns over the proposed density (number of new residents), and associated traffic impacts
- Concerns regarding shadowing impacts from the development on nearby residential properties;
- A desire for a comprehensive planning process or policy to be undertaken for the area prior to approval of any land use applications, specifically with regards to the 19 Street corridor
- A concern regarding proposed commercial uses on 2 Avenue NW and their impact on the residential nature of that street;
- General support for the application, specially with respect to additional commercial space and amenity in the community;
- General support for increased density, "build up, not out";
- A desire for development of this type to act as a catalyst for more mixed-use development in the area;
- A concern that the development would exacerbate current on-street parking conditions;
- Concerns regarding pedestrian safety due to increased traffic, especially considering the number of students walking through the area to get to Queen Elizabeth, Elementary, Junior High and High School;
- Specific concerns regarding additional vehicle traffic in the rear lane and additional points of conflict with pedestrians arising from such increase in traffic; and
- Concerns of over-supply of commercial space within the area considering multiple properties currently for lease.

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The applicant undertook a significant outreach and engagement process for the application. The applicant engagement process began in 2018, September prior to the submission of the land use application. As part of their engagement plan the applicant informed residents of the area through a postcard drop to residents within a two-block radius of the development, provided detailed on-site signage starting from 2018 September 12 and continuing throughout the application duration, and through a notice in the community newsletter.

Resident feedback to the applicant was facilitated through a project website, email, and phone correspondence. The applicant additionally held an information session in the community on 2018 October 15 and held a meeting with the community association on 2018 September 17. The applicant provided a “What We Heard Report” to administration on the findings of the engagement, including verbatim feedback received online through email or website forms, and included applicant responses to each submission. The themes identified by the applicant from the feedback they received were:

- height and density;
- privacy, shadowing and overlooking impacts on neighbours;
- commercial retail units;
- traffic, road network and pedestrian safety;
- parking; and
- 19 Street NW as a Main Street.

Strategic Alignment

South Saskatchewan Regional Plan (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.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed land use builds on the principles of the *Interim Growth Plan* by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (Statutory – 2009)

The subject site is located within the Inner City area of the Developed Residential Land Use Typology as identified on Map 1 of the *Municipal Development Plan*. The following policies within the Inner City area are relevant to the proposed application:

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- 3.5.2(b) A range of intensification strategies should be employed to modestly intensify the Inner City Area, from parcel-by-parcel intensification to larger more comprehensive approaches at the block level or larger area.
- 3.5.2(c) Maintain and expand, where warranted by increased population, local commercial development that provides retail and service uses in close proximity to residents, especially in the highest density locations.
- 3.5.2(d) Buildings should maximize front door access to the street and principal public areas to encourage pedestrian activity.

The proposed development achieves the goals of the above policies by allowing for intensification, providing increased retail and services in close proximity to residents and maximizing front door access with commercial uses facing the sidewalk.

The Council approved Main Streets Implementation Plan (PUD2017-0241 and PUD2018-0347) provides an action plan for Planning, Investment and Innovation in all of Calgary's main streets. Phase 1 of the Main Streets initiative was stakeholder discussion and public engagement. Following this public engagement phase, Local Viewpoint Maps were created for most main street areas, including the Kensington Road Main Street area. In 2015, public engagement for the Kensington Road Main Street area identified that the 19 Street NW commercial area was an important part of the community and should be included for consideration of new commercial and housing opportunities and an enhanced public realm. As with other main street areas, a detailed public engagement process defines area of change and public realm improvements, this process has not occurred for the Kensington Road NW main street area.

Some policies regarding Main Streets that would apply to the site, should it be determined to be included within the Main Street area would be as follows:

- 3.4.1(c) Commercial development along the *Main Street* should be oriented to the transit street and public sidewalk.
- 3.4.1(d) Develop an active street environment by encouraging retail and service uses at-grade with residential and office uses on upper floors along the Main Street core areas, with grade oriented residential uses in other areas.
- 3.4.3(f) An appropriate transition between the Neighbourhood *Main Street* and the adjacent residential areas is required. Transition should generally occur at a rear lane or public street. These transitions should be sensitive to the scale, form and character of surrounding areas, while still creating opportunities to enhance the connectivity with the community.

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The proposed land use achieves the above policies by facilitating commercial development facing 19 Street NW, while also allowing for flexibility with residential uses at grade, where appropriate. Additionally, the proposed land use district facilitates street-orientation of commercial units through decreased setbacks. Appropriate transitions to adjacent residential areas are provided by height rules within the M-U1 District, which decrease allowable heights toward adjacent residential districts as well as demonstrated through the provided shadow studies.

Social, Environmental, Economic (External)

Development enabled by this application has the potential to allow more Calgarians the freedom to choose to live, work, and meet their day-to-day needs in a location well served by existing infrastructure close to services and transit. Increased development of the subject site has the potential to allow for population and employment growth with comparatively lower vehicle use relative to other sites elsewhere in Calgary and support the economic health of the 19 Street business area. West Hillhurst has one of the highest bike and walk mode of transportation to work shares in Calgary at 11 percent and 10 percent respectively (compared to 2 percent and 5 percent for the City as a whole), providing more residents the opportunity to bike or walk to work.

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):

Administration recommends approval of this application as the proposed land use redesignation reinforces and strengthens an existing commercial street by adding the potential for commercial uses on the east side of 19 Street. The proposed development facilitated by this land use redesignation will bring additional residents to the neighbourhood while mitigating impacts of shadowing on adjacent properties through the deliberate consideration of shadowing impacts on building design, allowable heights and proposed floor area ratios

The proposed application helps achieve the *Municipal Development Plan* goals of intensifying inner-city areas and providing additional commercial opportunities for existing residents. Additionally, the application process reflects a comprehensive engagement strategy on the part of the applicant.

ATTACHMENT(S)

1. Applicant's Submission
2. West Hillhurst Community Association Comments
3. Shadow Study
4. Development Permit Summary