

Original Administration Report CPC2019-0695

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Item # 8.1.12

Planning & Development
Calgary Planning Commission
2019 November 21

ISC: UNRESTRICTED
CPC2019-0695

Policy Amendment and Land Use Amendment in Ramsay (Ward 9) at multiple addresses, LOC2016-0088

EXECUTIVE SUMMARY

This land use amendment application was submitted on 2016 April 18 by Mediated Solutions, representing 26 landowners and 24 parcels in the community of Ramsay. The application proposes to redesignate the subject site, including a number of parcels containing historic properties, from Residential Contextual One / Two Dwelling (R-C2) District to Direct Control (DC) District based on the Multi-Residential – Contextual Low Profile (M-C1) District to allow for:

- a broad range of residential development including multi-residential buildings (e.g. townhouses);
- a maximum building height of 14 metres, approximately three to four storeys (an increase from the current maximum of 10 metres, approximately two to three storeys);
- a maximum of 155 units per hectare, which results in approximately 147 units for the entire site of 0.95 hectares $\pm$ (an increase from the current maximum of two units per parcel or about 48 units for the entire site);
- the uses listed in the M-C1 District with the addition of *Character Home Retention Development* and Contextual Single Detached Dwelling;
- regulations to allow for a larger building height cross section than the standard M-C1 district for multi-residential development; and
- requirement for at-grade entrances for all ground floor units and the entrance for at least one unit to front onto Maggie Street SE for multi-residential development of three units or more.

Administration recommends refusal of the proposed land use redesignation and the associated amendment to the existing *Ramsay Area Redevelopment Plan* (ARP). The proposal does not conform to the existing ARP and is not in keeping with heritage policies of the *Municipal Development Plan (MDP)* which directs The City to identify and help protect Calgary's historic resources. It is Administration's position that the proposal may incentivize the destruction of a high concentration of properties that contribute to the heritage character of Ramsay without any mechanism to offset the loss.

No development permit application has been submitted at this time.

Approval(s): K. Froese concurs with this report. Author: K. van Fraassen
City Clerks: J. Palaschuk

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ADMINISTRATION RECOMMENDATION:

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

1. **REFUSE** the proposed amendments to the Ramsay Area Redevelopment Plan (Attachment 1); and
2. **REFUSE** the proposed redesignation of 0.95 hectares $\pm$ (2.35 acres $\pm$) located at 1105, 1107, 1109, 1111, 1113, 1115, 1117, 1121, 1123, 1125, 1129, 1131, 1133, 1135, 1137, 1139, 1141, 1143, 1145 and 1147 – 8 Street SE, 803 and 805 - 11 Avenue SE and 1110 and 1120 Maggie Street SE (Plan A2, Block 17, Lots 4 to 13, 15 to 22, and 25 to 27; Plan 8310686, Block 17, Lots 28 to 30) from Residential Contextual One / Two Dwelling (R-C2) District to DC Direct Control District to accommodate a broad range of residential development including multi-residential buildings, with guidelines (Attachment 2) and abandon the proposed Bylaw.

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2019 NOVEMBER 21:

That Council hold a Public Hearing; and

1. Refuse the proposed amendments to the Ramsay Area Redevelopment Plan and **abandon Proposed Bylaw 1P2020** (Attachment 1); and
2. Refuse the proposed redesignation of 0.95 hectares $\pm$ (2.35 acres $\pm$) located at 1105, 1107, 1109, 1111, 1113, 1115, 1117, 1121, 1123, 1125, 1129, 1131, 1133, 1135, 1137, 1139, 1141, 1143, 1145 and 1147 – 8 Street SE, 803 and 805 - 11 Avenue SE and 1110 and 1120 Maggie Street SE (Plan A2, Block 17, Lots 4 to 13, 15 to 22, and 25 to 27; Plan 8310686, Block 17, Lots 28 to 30) from Residential Contextual One / Two Dwelling (R-C2) District to DC Direct Control District to accommodate a broad range of residential development including multi-residential buildings, with guidelines (Attachment 2) and **abandon Proposed Bylaw 6D2020**.

OPPOSITION TO RECOMMENDATION: Councillor Chahal, Commissioner Gedye, and Commissioner Scott.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

The application was submitted on 2016 April 18 by Mediated Solutions on behalf of 26 landowners and 24 parcels in the community of Ramsay. The subject site comprises nearly an entire city block. The remaining parcels on the block, not included in the proposal, include the commercial development at 1101 - 8 Street SE, and the residential parcels 801 - 11 Avenue SE, 1127 - 8 Street SE and 1140 Maggie Street SE. The owners of these parcels elected to not partake in the proposal. As indicated in the Applicant Submission (Attachment 3), the applicant

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is seeking approval of the proposed DC District which does not include a mechanism to offset the potential loss of heritage properties on the subject site. Despite not supporting the proposal, Administration has put in significant effort to work with the applicant to ensure the proposed DC District will enable development that responds to the unique characteristics of 8 Street SE and Maggie Street SE.

Due to this, the length of time to bring the application forward to Calgary Planning Commission is longer than Administration's typical performance commitments. An overview of key milestones and dates of the process are provided in Attachment 4. Contributing factors to the complexity of the application and resulting extended review timeline include:

- a high number of landowners with various interests and readiness for redevelopment;
- a concurrent and ongoing ARP process and community-wide discussions around appropriate intensity of development throughout the communities of Inglewood and Ramsay, and approaches and tools for heritage conservation; and
- change of ownership and addition/removal of parcels from the application throughout the process.

Three properties within the site are identified on Map 3 Historic Interest Sites of the existing ARP. These include: Site 22, 1129 - 8 Street SE, and Site 42, 1105 and 1107 - 8 Street SE. Additionally, in a survey conducted by The City's Heritage Planning team the following properties within the subject site were identified as contributing to the heritage character of Ramsay: 1105, 1107, 1113, 1115, 1129, 1135, 1137, 1141, 1145, and 1147 - 8 Street SE. These properties in combination with those identified in the ARP represent 42 percent (10 out of 24 parcels) of the existing properties within the site, which is a high concentration of properties contributing to a community's heritage character within a single block.

There are many properties throughout Calgary with heritage value that are not currently listed on The City's Inventory of Evaluated Historic Resources (the Inventory). While none of the properties within the subject site are currently listed on the Inventory, they have been identified to have heritage value and may merit inclusion but have yet to be listed.

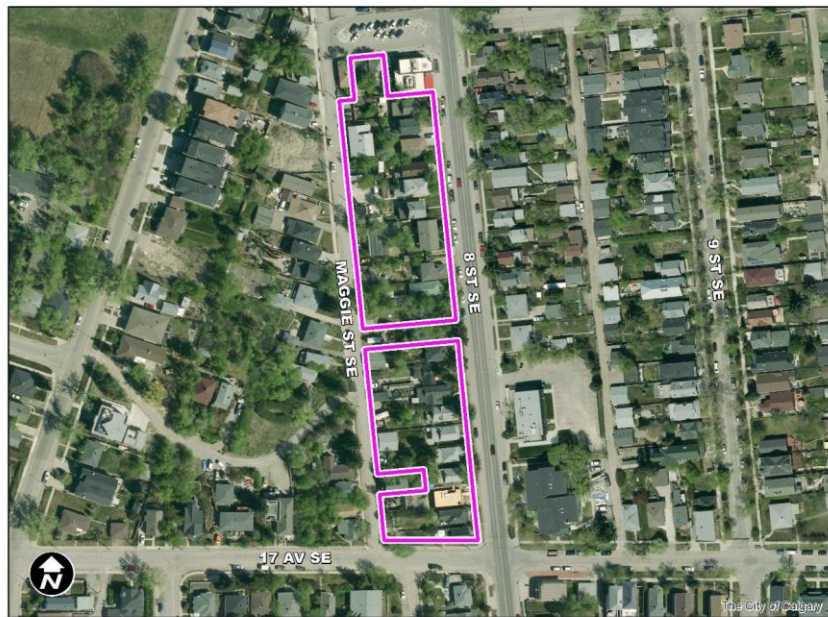
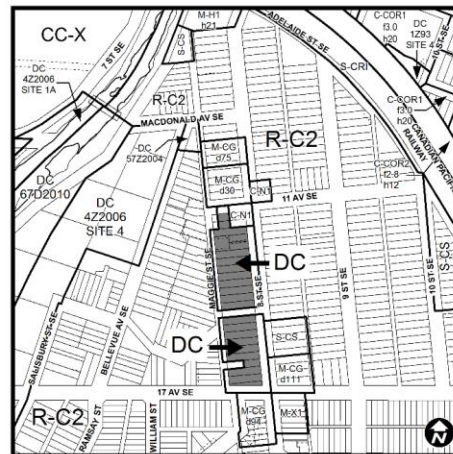
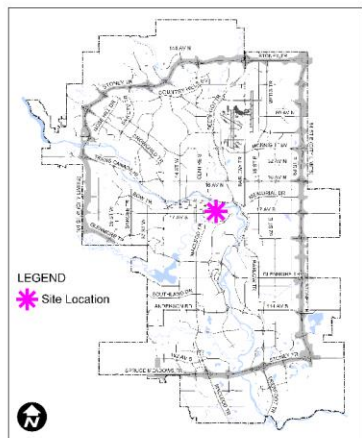
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Location Maps



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Site Context

The subject site includes 24 parcels along 8 Street SE between 17 Avenue SE and 11 Avenue SE in the community of Ramsay. The Ramsay Community Association building and a multi-residential parcel are located across 8 Street SE from the southeast corner of the site. Other surrounding development is designated low density residential on the east side of 8 Street SE and on the west side of Maggie Street SE. Multi-residential development is located south of the site on 17 Avenue SE.

The subject site is developed with low density residential development consisting of single detached and semi-detached dwellings. The northern portion of the site is approximately 130 metres in length and 45 metres wide, and the southern portion of the site is approximately 94 metres in length and 45 metres wide, the entire site encompasses an area of 0.95 hectares $\pm$ (2.35 acres $\pm$). The subject site is located within 400 metres of the future Green Line LRT station with easy access to the downtown core. Two parcels within the site have been subdivided to create two individual parcels with one fronting onto Maggie Street SE and the other onto 8 Street SE. Four parcels have existing vehicle access from 8 Street SE, and the remaining twenty have access from Maggie Street SE.

As identified in *Figure 1*, Ramsay's peak population was in 1969, reaching 3,005 residents.

Figure 1: Community Peak Population

Ramsay	
Peak Population Year	1969
Peak Population	3,005
2018 Current Population	2,187
Difference in Population (Number)	-818
Difference in Population (Percent)	-27%

Source: The City of Calgary 2018 Civic Census

Additional demographic and socio-economic information may be obtained online through the [Ramsay](#) community profile.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposal does not align with the existing ARP or MDP policies related to heritage and is not supported by Administration for the reasons outlined in the following sections. Alternative land use options that were considered through the application review process are identified as part of this report's analysis.

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Planning Considerations

The following sections highlight the scope of technical planning analysis conducted by Administration and alternative land use options that were considered.

Land Use

Existing Land Use

The existing Residential – Contextual One / Two Dwelling (R-C2) District is a residential designation in developed areas that is primarily for single-detached, semi-detached and duplex homes. Single-detached homes may include a secondary or backyard suite. The R-C2 District allows for a maximum building height of 10 metres and a maximum of two dwelling units per parcel, or a maximum of 48 units for the entire application site.

Proposed Land Use

The proposed DC District is based on the Multi-Residential – Contextual Low Profile (M-C1) District and allows for:

- a broad range of residential development including multi-residential buildings (e.g. townhouses);
- multi-residential development with entrances at-grade for all ground floor units;
- a maximum building height of 14 metres;
- a maximum of 155 units per hectare; and
- the uses listed in the M-C1 District with the addition of Character Home Retention Development and Contextual Single Detached Dwelling.

Throughout the application review, and in response to comments received from community members and the Ramsay Community Association, the applicant and Administration explored ways to address the unique characteristics of Maggie Street SE. One of the major themes in community comments was the desire for Maggie Street SE to retain its feel and function as a street and not become a de-facto lane. In response to this comment, the proposed DC District requires at least one entrance and amenity space to face onto Maggie Street SE for multi-residential development of three units or more.

Challenges facing redevelopment of the subject site were raised throughout the application process. These challenges include significant variation in grades, lack of flexibility within the standard M-C1 District regulations regarding building massing and site design, and different timelines and readiness for redevelopment between the various landowners along with a desire for a broad range of built forms. The applicant and Administration collaborated to explore options to address these challenges and agreed upon the specific regulations included in the proposed DC District regarding:

- at-grade entrances – required for units located on the floor closest to grade;

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- building setbacks – 1.5 metre front yard setback, and potential for 0 metre side yard setback for property lines shared with commercial parcels or parcels that are part of the DC District;
- landscaping – potential for landscaping to be provided above grade;
- building height – larger horizontal cross section as regulated by Land Use Bylaw P12007;
- a broad range of built-forms – Contextual Single Detached Dwelling included as a permitted use; and
- parking – no parking stalls required for units less than 45 square metres.

Character Home Retention Development has been included as a discretionary use in the proposed DC District. The use is not required but is included as an option to enable and accommodate future development that retains existing heritage properties while achieving increased intensity through additional units or buildings. This use was first introduced in Calgary in the community of Bridgeland-Riverside in 2017 July and is increasingly common in established communities in cities such as Vancouver. Rules outlining what retention entails is included in the proposed DC District and an overview of the components of character homes is provided in Attachment 5.

While Administration worked with the applicant to address both community comments and the expressed challenges to redevelopment of the site, Administration does not support the proposed DC District as the proposal incentivizes the demolition of heritage properties without a mechanism to offset the loss. An overview of alternative land use options that were explored is provided in the following section.

Alternative Land Use Options

Given the concentration and number of Historic Interest Sites and properties contributing to the heritage character of Ramsay within the site, and the direction in the MDP and existing ARP to encourage the conservation of heritage resources, Administration and the applicant explored mechanisms to do so. Throughout the review of the application, Administration provided the option to amend the application and discussed alternative approaches to a refusal recommendation, including:

1. hold the application until the forthcoming *Historic East Calgary Local Growth Plan* (draft title), a new ARP for the communities of Inglewood and Ramsay, has been adopted by Council, and align the proposal to community-wide strategies for heritage included in the ARP;
2. a major amendment to the existing ARP that incorporates a community-wide strategy for heritage;
3. amending the application to a smaller site with a concurrent development permit for parcels that are ready for redevelopment;
4. moving forward with the Administration supportable DC District (Attachment 6); or

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5. an alternative DC District that provides a mechanism for offsetting the impacts from increased intensity on the heritage character of Ramsay other than the density bonus provisions included in the Administration supportable DC District noted above.

Alternative Option 1 – hold until new ARP

The applicant was not interested in holding the application until the forthcoming *Historic East Calgary Local Growth Plan* (draft title) has been adopted due to uncertainty around timing.

Alternative Option 2 – major amendment to the existing ARP

A major amendment to incorporate a community-wide strategy for heritage conservation within the existing ARP was considered but given ongoing efforts to update the ARP as part of the *Historic East Calgary Local Growth Plan* (draft title) process, this approach was determined to be ill-timed and inappropriate given the proposal is applicant-initiated.

Alternative Option 3 – amending application site

Despite the landowners having various levels of readiness and interest in redevelopment, an amendment to the application site to a smaller site along with a concurrent development permit application was not pursued. It was identified by the applicant that there is benefit in pursuing redesignation for the block comprehensively, aside from those individual landowners who elected to not participate in the application.

Alternative Option 4 - Administration supportable DC District

A compromised solution that allows for increased intensity balanced with offsetting the impacts from that intensity was provided to the applicant and landowners by Administration. The solution put forward is a DC District based on the Multi-residential – Contextual Grade-Oriented (M-CG) District that allows increased intensity on the site of 111 units per hectare along with opportunity for further density up to a maximum of 155 units per hectare through density bonus options which offset the increased intensity with community contributions in the form of heritage preservation. The specific regulations regarding at-grade entrances, entrances facing Maggie Street SE, building setbacks, landscaping, building height and motor vehicle parking stalls included in the proposed DC District have also been incorporated into the Administration supportable DC District.

The Administration supportable DC District is intended to allow for:

- a maximum building height of 12 metres;
- a maximum of 111 units per hectare with opportunity for additional density up to 155 units per a hectare for Character Home Retention Developments and development that utilizes the two density bonus options; and
- the uses listed in the M-CG District with the addition of Character Home Retention Development and Contextual Single Detached Dwelling.

The applicant was not interested in moving forward with this option for the reasons provided in Attachment 3.

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Alternative Option 5 – alternative DC with a different mechanism to offset impacts.

Administration did discuss alternative mechanisms or options for offsetting the impacts from increased intensity on the heritage character of Ramsay with the applicant. However, no alternative mechanisms to those included in the Administration supportable DC District were brought forward by the applicant.

The applicant has elected to proceed with the proposed DC District and a recommendation of refusal, which allows for increased intensity on the site up to 155 units per hectare without a mechanism to offset the impact on the heritage character of Ramsay.

Development and Site Design

A development permit application has not been submitted for the site, and varied interest and timelines for redevelopment are anticipated across the 24 parcels; thus, the interface between new and existing development will be important as redevelopment occurs. IN the review of future development permit applications on the site, attention should be paid to materials and buffers at the interface between new development and existing properties, particularly in cases where rowhouse style development is desired to be built overtime across adjacent parcels. Setbacks and buffers through design elements such as landscaping should also be utilized between new development and the three residential parcels that are not part of the proposed land use amendment.

The importance of the interface with Maggie Street SE requires design considerations to ensure the street does not become a de-facto lane, including solutions such as entrances and amenities that front onto Maggie Street SE, as well as landscaping. If the entire subject site is redeveloped through a single development consideration for the interface with Maggie Street SE will be particularly important. Limiting vehicular access off of 8 Street SE is important for ensuring pedestrian safety along the street. As indicated in the accompanying amendments to the existing ARP, vehicular access should be from Maggie Street SE. Where access from Maggie Street SE is a challenge, access from 8 Street SE may be considered where land assembly and comprehensive redevelopment is proposed and impacts to pedestrian, cyclist, and vehicular circulation are mitigated.

Lastly, where Character Home Retention Developments are proposed, flexibility in building and site design should be exercised to enable the conservation of heritage properties through the support of relaxations. However, any additions or extensions to existing character homes should be subordinate when viewed from 8 Street SE so as to not detract from the heritage aspects of the property.

Environmental

No environmental issues have been identified at this time.

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Transportation

A Transportation Impact Assessment and parking study were not required for this land use amendment, however these may be required as part of any future development permit applications.

There are two bus routes that run along 8 Street SE, Route 17 and Route 24. The bus stops are located northbound at the Community Association building and southbound at 11 Avenue SE. The future Inglewood Ramsay LRT Station will be located within approximately a 400 metre walk from the subject site.

Eighth Street SE is protected for pedestrians and cyclists, therefore vehicular access should be taken from Maggie Street SE to prevent conflict between vehicles and pedestrians and cyclist through the creation of new driveways. When land assembly and comprehensive redevelopment is proposed, limited access from 8 Street SE may be considered. The 1.5 metre front yard setback combined with the existing 1.0 metre right-of-way on the west side of Maggie Street SE may be used to develop a 1.2 metre sidewalk as redevelopment occurs.

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. At the development permit stage, overland stormwater drainage is not permitted to cross property lines as per the Drainage Bylaw, unless an overland drainage agreement and private easement between property owners is executed. A comprehensive design to consolidate some or all of the lots (and possibly creation of a condominium) may provide a practical solution to manage the drainage requirements and minimize the number of service connections that will be required for future redevelopment.

Stakeholder Engagement, Research and Communication

In keeping with Administration's 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 through the Development Map.

In 2017 April, the application site was expanded to include two additional sites, 803 and 805 11 Avenue SE which prompted an additional circulation to stakeholders and notice posting. One public meeting was held by the applicant in 2016 August, which Administration attended.

Administration received two letters from the Ramsay Community Association. Comments from the Ramsay Community Association were received on 2016 July 21 and a second letter was received on 2018 August 23 in response to the proposed land use and updates made to the application through the review process (Attachment 7).

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The Ramsay Community Association has indicated support of the application but have also shared concerns regarding the interface with Maggie Street SE, impacts on parking and pedestrian safety if access is from 8 Street SE, the availability of infrastructure to support redevelopment, and addressing heritage in an individual application versus community-wide ARP policy. Administration has reached out numerous times to meet and discuss the proposal and the relationship between the application and ongoing ARP work with the Ramsay Community Association. It was clarified through a phone conversation with the Ramsay Community Association in 2019 May that they felt a meeting was not required.

In response to the notice postings and circulation of the land use amendment, 10 letters were received. Eight of the letters indicated support of redevelopment in Ramsay as long as the history and unique character of the community are respected. Two letters indicated objection to the application. Reasons stated for opposition include:

- desire for conservation of heritage properties;
- concern about Maggie Street SE being turned into a lane through redevelopment on 8 Street SE;
- lack of appropriateness of three to four storey development given scale of existing properties;
- negative impacts on views and solar access; and
- concerns regarding access and pedestrian safety along 8 Street SE.

Administration is in the process of drafting a new ARP for Ramsay and Inglewood, the *Historic East Calgary Local Growth Plan* (draft title). Draft policies and land uses are currently being developed and reviewed. Consideration for the stakeholder feedback collected and draft direction of the forthcoming ARP were incorporated into Administration's review of this proposal. A major discussion through engagement for the forthcoming ARP has been regarding ways to balance increased intensity with community benefits from redevelopment, and potential approaches to heritage conservation in two of Calgary's oldest neighbourhoods.

Following Calgary Planning Commission (CPC), notifications for a Public Hearing of Council will be posted on-site and mailed out to adjacent landowners. In addition, CPC's recommendations and the date of the Public Hearing will be advertised.

Strategic Alignment

South Saskatchewan Regional Plan (2014)

The proposed land use in this report is aligned with the policy direction of the *South Saskatchewan Regional Plan* (SSRP), which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

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Interim Growth Plan (2018)

The proposed land use aligns with the policy direction of the *Interim Growth Plan*. The proposed land use amendment 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)

In accordance with the Urban Structure Maps (Map 1) of the *Municipal Development Plan* (MDP), the subject site is identified as being located within the Developed Residential Area – Inner City Area. The land use policies in Section 3.5.2 encourage intensification of inner-city communities through redevelopment that is consistent and compatible with the existing character of the neighbourhood.

Heritage is identified in the MDP as being an integral part of good city building. Heritage policies in Section 2.3.3 provide direction for the identification of properties of special historic quality and character and that land owners are encouraged to conserve and/or enhance heritage resources.

While the proposal would enable intensification of an inner-city community, the scale of the site, almost an entire block, and the proposed maximum density of 155 units per hectare, approximately 147 units across the entire site may result in a significant change from the existing character of 8 Street SE and Maggie Street SE. Furthermore, the proposed land use amendment would incentivize the loss of a high concentration of buildings that contribute to the heritage character of Ramsay with no mechanism included in the proposed DC District to compensate for or offset their loss.

Ramsay Area Redevelopment Plan (Statutory – 1994)

Administration is currently drafting the *Historic East Calgary Local Growth Plan* (draft title) for the communities of Ramsay and Inglewood as part of the Green Line land use planning work, which would replace the current ARPs for both communities.

The existing *Ramsay Area Redevelopment Plan (ARP)* was adopted by Council in 1994 and updated in 2015. The subject site is located within the Low Density Residential area as identified on Map 1 of the ARP. The applicable policies for this area are intended to maintain stability and encourage new development to reflect the character of the existing streetscape. Low density conservation policies in Section 3.1 of the ARP directs for the conservation of existing structures in good repair and the rehabilitation or redevelopment of properties in structurally poor condition.

Additionally, three properties within the site are identified on Map 3 – Historic Interests Sites of the ARP (Site 22, 1129 - 8 Street SE and Site 42, 1105 and 1107 - 8 Street SE). Section 2.0 of the ARP encourages the conservation of heritage resources in Ramsay, and for additions and renovations to identified potential heritage or historically significant structures to respect the existing character of the site. The addition of Character Home Retention Developments as a

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discretionary use in the proposed DC District aligns with this approach to conservation. However, the proposed increase in density will incentivize the loss of heritage resources.

An amendment to the ARP is required to accommodate the increase in density proposed with this application. The proposed density and building forms do not align with policies in the existing ARP for the site, which limit development to the existing R-C2 designation or similar (Attachment 1). The amendment identifies the subject site as a Medium Density Residential area on Map 1 – Action Plan - Executive Summary. Proposed new policy in Section 3.1 allows for a broader range of building forms than existing ARP policy, including low-rise multi-residential developments with direct access to grade for ground floor units, character home retention developments, rowhouses, and town houses. Additional policy in Section 3.1 provides direction that access to the site should be from Maggie Street SE. Access from 8 Street SE may be considered where land assembly and comprehensive redevelopment is proposed and impacts to pedestrian, cyclist, and vehicular circulation are mitigated. The proposed amendment also requires an update to Map 4 – Residential Sub-Area Sites Under Policy Review in order to create a new sub-area with associated development guidelines for the subject site.

Social, Environmental, Economic (External)

The proposed land use amendment may result in the loss of existing properties that contribute to the heritage character of Ramsay.

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 land use amendment does not trigger capital infrastructure investment and therefore, there are no growth management concerns at this time.

Risk Assessment

The proposed land use amendment may result in the loss of existing properties that contribute to the heritage character of Ramsay by incentivizing their demolition through allowing for an increase in maximum density from two units per a parcel to a maximum of 155 units per a hectare. Administration provided a mechanism to mitigate this risk through the density bonus provisions incorporated into the Administration supportable DC District, however, the applicant has elected to proceed with the proposed DC District which does not include the density bonus provisions or an alternative mechanism.

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REASON(S) FOR RECOMMENDATION(S):

Administration does not support the proposal and recommends refusal as the proposed land use amendment does not align with the heritage policies of the *Municipal Development Plan* and will incentivize the loss of a high concentration of buildings that contribute to the heritage character of Ramsay without any mechanism to offset the loss. Furthermore, the proposal does not align with the existing *Ramsay Area Redevelopment Plan* which identifies the site as low density residential, and could result in significant change to the existing context along 8 Street SE and Maggie Street SE.

ATTACHMENT(S)

1. **Proposed Bylaw 1P2020**
2. **Proposed Bylaw 6D2020**
3. Applicant Submission and List of Landowners
4. Application Timeline
5. Character Home Components
6. Administration Supportable Proposed DC Direct Control District
7. Community Association Letters
8. **Public Submissions**
9. **CPC Commissioner Comments**

Approval(s): K. Froese concurs with this report. Author: K. van Fraassen
City Clerks: J. Palaschuk