

Planning & Development Report to
Calgary Planning Commission
2020 November 05

ISC: UNRESTRICTED
CPC2020-1201

Land Use Amendment in Renfrew (Ward 9) at 801 – 8 Avenue NE, LOC2020-0054

EXECUTIVE SUMMARY

This land use amendment application was submitted by CivicWorks Planning + Design on 2020 April 28 on behalf of the landowner Harsimer Rattan. The application seeks to redesignate the subject site from Residential – Contextual One / Two Dwelling (R-C2) District to DC Direct Control District based on the Multi-Residential – Contextual Low Profile (M-C1) District to allow for:

- grade-oriented, rowhouse style multi-residential development with stacked units;
- a maximum building height of 14 metres, approximately 3 to 4 storeys (an increase from 10 metres);
- maximum of 11 dwelling units based on a density of 168 units per hectare (an increase from the maximum of 2 units);
- parking reductions for smaller units equal to or less than 45 square metres with the incorporation of Transportation Demand Management measures; and
- the uses listed in M-C1 District.

The proposal is in keeping with the applicable policies of the *Municipal Development Plan* (MDP).

A development permit application for an 11-unit, grade-oriented, stacked rowhouse style multi-residential development has been submitted and is currently under review by Administration.

ADMINISTRATION'S RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.07 hectares $\pm$ (0.16 acres $\pm$) located at 801 - 8 Avenue NE (Plan 8150AN, Block 149, Lot 28) from Residential – Contextual One / Two Dwelling (R-C2) District **to** DC Direct Control District to accommodate multi-residential development, with guidelines (Attachment 2); and
2. Give three readings to the proposed bylaw.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This land use amendment application was submitted by CivicWorks Planning + Design on 2020 April 28, on behalf of the landowner Harsimer Rattan. The land use redesignation of the property is to facilitate the development of an 11-unit, three-storey, grade-oriented rowhouse style multi-residential development. More information on the redevelopment proposal is identified in the Applicant's Submission (Attachment 1).

Approval(s): **K. Froese** concurs with this report. Author: **C. Leung**

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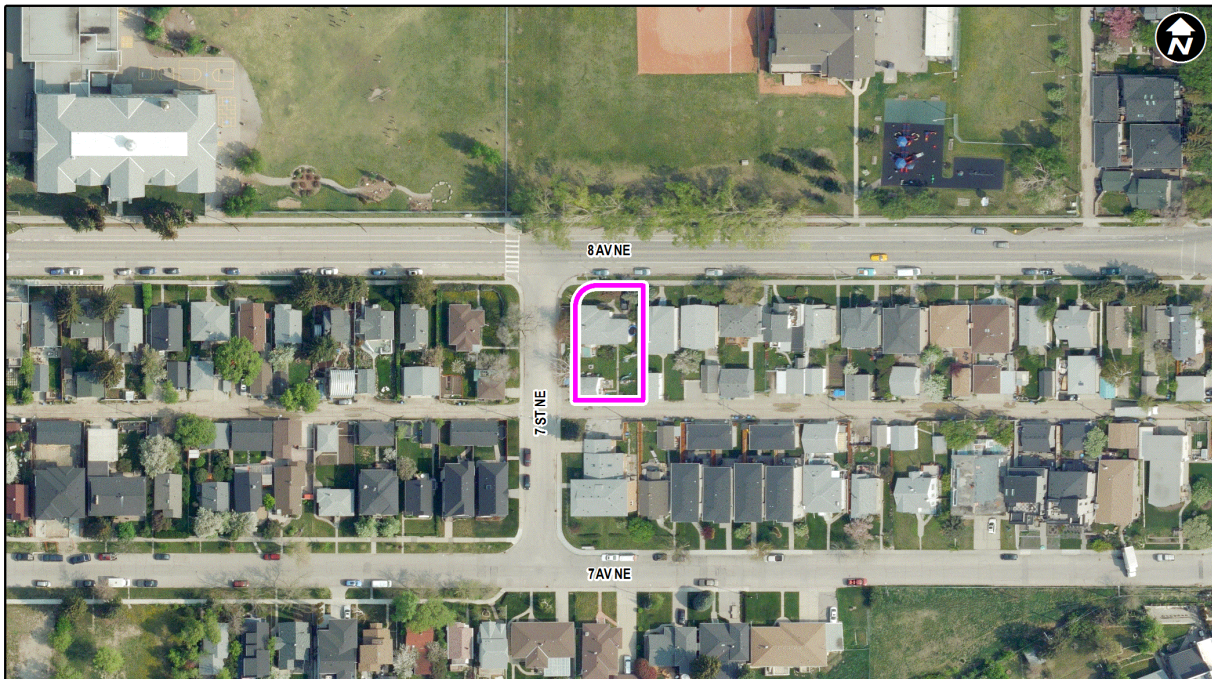
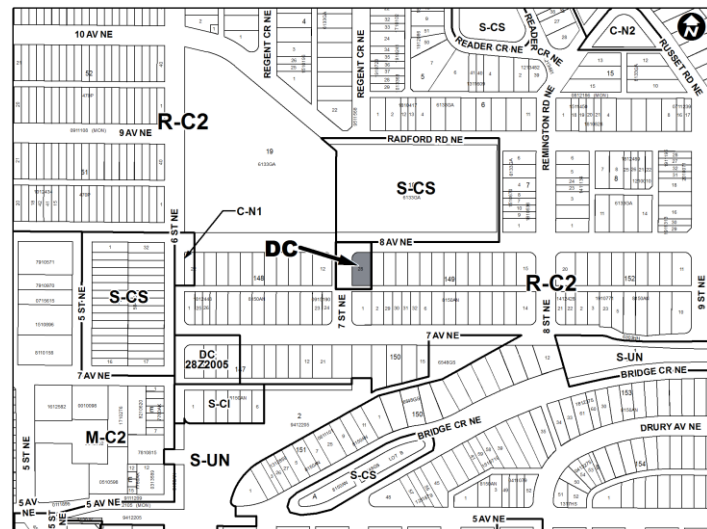
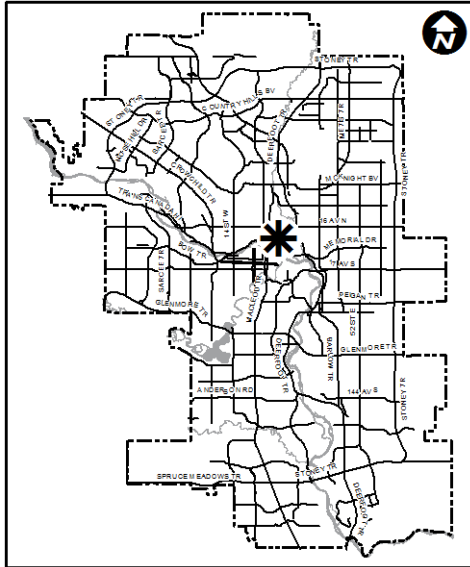
A development permit application (DP2020-5446) for a new 11-unit Multi-Residential Development was submitted on 2020 August 31 (Attachment 3). The 11-unit Multi-Residential Development proposal is composed of six three-bedroom units and five “micro units”: one-bedroom units of equal to or less than 45 square metres which, as per the proposed DC, qualify for zero parking. The first detailed team review for the development permit was issued on 2020 October 06. Amendments to the plans are required to address Urban Design’s comments on building corner design treatment and some minor Bylaw deficiencies.

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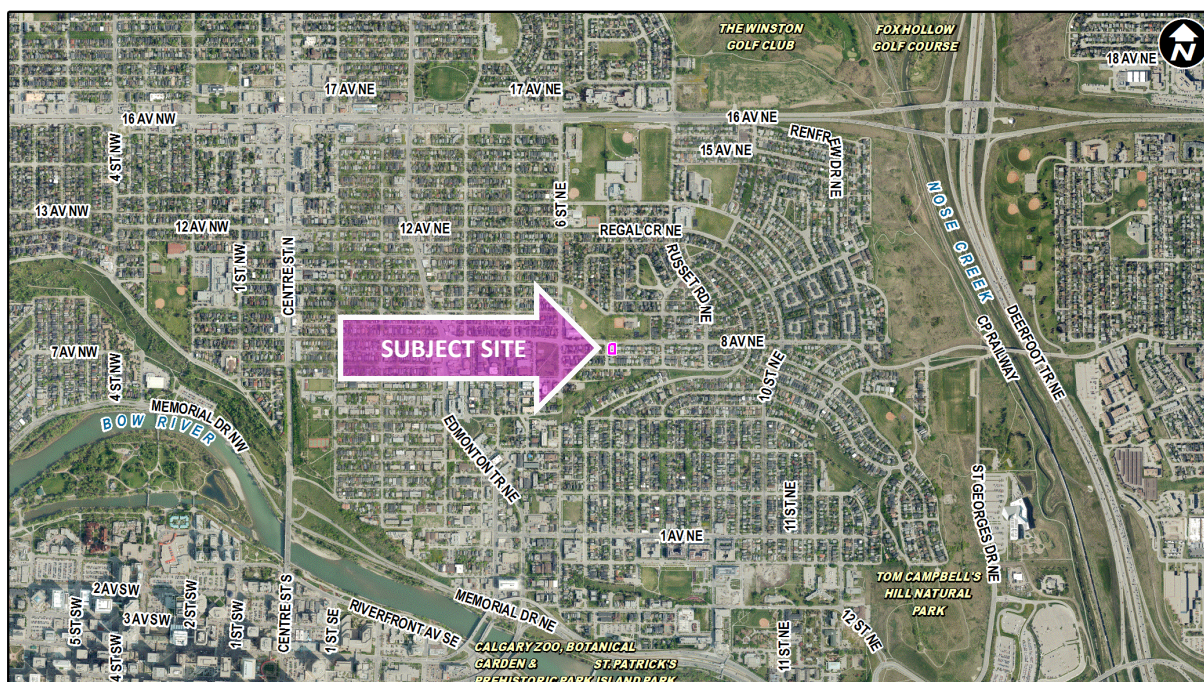
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Location Maps



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Site Context

The subject site is located in the community of Renfrew, on the corner of 8 Avenue NE and 7 Street NE. The subject site is mostly surrounded by R-C2 parcels to the east, south, and west, which are developed primarily with single and semi-detached dwellings. A 14-resident addiction treatment facility is located across the lane. Located to the north, across 8 Avenue NE is Renfrew Park, its playgrounds and sports fields, the Renfrew Community Association building and Stanley Jones Elementary School.

Presently, the site comprises a single detached dwelling and a detached garage. On-site parking is accessed via the rear lane.

As identified in *Figure 1*, the community Renfrew in 2019 had 6,583 residents, a population decrease from its peak in 1968.

Figure 1: Community Peak Population

Renfrew	
Peak Population Year	1968
Peak Population	8,019
2019 Current Population	6,583
Difference in Population (Number)	-1,437
Difference in Population (Percent)	-17.9

Source: The City of Calgary 2019 Civic Census

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

INVESTIGATION: ALTERNATIVES AND ANALYSIS

This proposal presents the opportunity to provide a diverse housing stock, sensitive intensification through density, and street activation of a corner parcel adjacent to a school and Community Association site. The proposal meets the objectives of applicable policies as discussed in the Strategic Alignment section of this report.

Land Use

The site is currently designated Residential – Contextual One / Two Dwelling (R-C2) District which allows for up to two dwelling units and a maximum height of 10.0 metres. The proposed land use district is a DC Direct Control District based on the Multi-Residential – Contextual Low Profile (M-C1) District.

Section 20 of the Land Use Bylaw 1P2007 indicates that DC Districts must only be used for developments that, due to their unique characteristics, innovative ideas or unusual site constraints, require specific regulation unavailable in other land use districts. The proposal fits the criteria for a DC as the development is an innovative idea in that it is introducing higher density, stacked unit approach with grade-oriented entries for all units. This typology possesses multi-residential level density within a compact, neighbourhood-scaled rowhouse form, necessitating the use of a DC Direct Control District. As part of Administration's review, alternative land use districts were explored, however, it was determined that neither R-CG, M-CG, nor M-C1 Districts were appropriate land use districts for this unique residential use typology.

In addition to allowing for grade oriented, rowhouse style multi-residential development with stacked units, the proposed DC District has a number of key components which include:

- allowing for a maximum density of 168 units per hectare (total 11 units);
- allowing for a building height of up to 14 metres;
- limiting the number of “micro-units” in the development; micro-unit is a general term to describe the proposed smaller units with a floor area of equal to or less than 45 square metres and may qualify for zero parking;
- requiring that the building must have at-grade units, each with separate entrances close to and visible from the street;
- requiring all units to have individual, independent entries access from grade and that these entries connect to the public street;
- designing the development to have no parking between the building and the street;

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- allowing for the required resident parking to be reduced to zero if the proposed units are 45 square metres or less, provide 2.5 square metres of storage area for mobility alternatives such as bicycles and strollers, and provide other Transportation Demand Management measures, such as developer funded credits toward Calgary Transit passes, car share programs, or other ride share programs;
- requiring zero visitor parking; and
- a rule that allows the Development Authority to relax Sections 6, 10 and 11 of the DC Direct Control District. Section 6 incorporates the rules of the base district in Bylaw 1P2007 where the DC Direct Control District does not provide for specific regulation. In a standard district, many of these rules can be relaxed if they meet the test for relaxation of Bylaw 1P2007. The intent of this rule is to ensure that rules regulating aspects of development that are not specifically regulated by the DC can also be relaxed in the same way that they would be in a standard district.

Sections 10 and 11 include provisions for building setbacks and projections into setback areas. The intent is to allow the Development Authority to consider minor relaxations for unique building design, architectural elements that may inconsequentially project into required setback area(s) but does not materially have an adverse impact.

Development and Site Design

The rules of the proposed DC Direct Control District provide guidance for the future site development including appropriate building design, unit mix, height, landscaping and motor vehicle and bicycle parking requirements. Given the specific context of the corner site, additional items that have been considered in the development permit (DP2020-5446) review include, but are not limited to:

- ensuring an engaging built interface along both the 8 Avenue NE and 7 Street NE frontages;
- increasing the east side yard setback that provides a buffer between the proposed development and the backyard of the neighbouring property;
- adequate landscaping and private amenities area provided for all units; and
- ensuring the associated parking stalls and waste/recycling storage is adequate for this site.

Transportation

Pedestrian and vehicular access to the site is available via 8 Avenue NE, 7 Street NE, and the rear lane. The area is serviced by Calgary Transit Route 17 Renfrew / Ramsay with a bus stop approximately 200 meters east of the site on 8 Avenue SE. The area is also serviced by Calgary Transit Route 5 North Haven with a bus stop approximately 600 meters west of the site on Edmonton Trail NE. Route 17 provides transit service every 30 minutes during the peak hours. Route 5 provides transit service every 20 minutes during the peak hours. Eight Avenue SE is designated as a Bikeway as per the [Calgary Bike and Pathway Plan](#) with on-street painted bike lanes. On-street parking adjacent to the site is un-regulated on 7 Street NE and the south

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side of 8 Avenue SE. Parking is restricted on the north side of 8 Avenue NE from 7:00 – 17:00 Monday to Friday.

A parking study was submitted in support of the land use amendment application to support the proposed parking requirements in the DC Direct Control District. The parking study recommends various Transportation Demand Management (TDM) strategies. The TDM strategies are to be implemented at the development permit stage.

To support the parking requirement of one stall per unit and zero requirement for units equal to or less than 45 square metres, the area and context of the site was reviewed. The site is serviced by multiple cycling routes including the bike lane on 8 Avenue NE. To promote cycling use, one Class 1 bicycle parking stall per unit is required and additional storage space for mobility alternatives to a private car, such as bikes, e-scooters, or strollers. It is not expected that every resident of a micro unit will choose not to own a car; however, they are less likely to own a car than resident(s) in a larger unit, particularly if this choice is enabled by access to other ways of getting around and meeting one's daily needs. To encourage alternative modes, the applicant has committed to an active modes credit to residents of the future development, this includes credit for transit passes, carshare trips, and rideshare. The site is within close proximity to two transit routes and is within Area 3 of Map 7: Parking Areas Map from Bylaw 1P2007. Area 3 is in general proximity to all modes of frequent transit and is within walking distance to employment, shops and services.

Environmental Site Considerations

There are no environmental concerns associated with the site or current proposal. An Environmental Site Assessment was not required for this application.

Utilities and Servicing

Water, storm, and sanitary deep utilities are available for the subject site. Development servicing requirements will be determined as part of DP2020-5446.

Climate Resilience

Administration has reviewed this application in relation to the objectives of the Climate Resilience Strategy programs and actions. The proposed land use includes a variety of provisions that support low or zero-emissions transportation modes, as discussed in the Transportation section of this report. Further confirmation of these commitments will be required through the development permit.

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Stakeholder Engagement, Research and Communication

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and noticed posted on-site. Notification letters were sent to adjacent landowners and the application was advertised online.

Applicant-led outreach included:

- hand delivered ±100 postcards to neighbours, providing proposal details and contact information;
- displayed a large sandwich board on the property, providing proposal details and contact information;
- activated and monitored a dedicated engagement email and phone line;
- shared project overview with the Renfrew Community Association and Ward 9 Councillor's office and offered meetings;
- shared updated proposal outreach materials (site signage revision, additional mailer notification);
- shared development permit package and outreach update with the Renfrew Community Association and Councillor's Office, additional meeting offered; and
- shared outreach summary letter with Community Association and Councillor's Office.

The applicant has provided a summary of their engagement efforts, and a What We Heard Report found in Attachment 4. Comments received as part of the applicant-led outreach paralleled key themes received by Administration as a result of the notice posting and circulation, summarized below.

Given that the associated development permit was also circulated during the land use amendment review period, comments received were based on the shared information of the land use amendment and development permit application.

The Renfrew Community Association was circulated as part of this application and responded with an email on 2020 June 04 (Attachment 5). Administration received 15 letters of opposition from area residents. Planning-related concerns were primarily focused around density and community fit (many felt this proposal was a drastic change from R-C2 and commented that a proposal to R-CG District would have been more appropriate), building height, loss of sunlight and privacy, lack of parking, increase traffic, and concerns with the North Hill Communities Local Area Plan still underway while this application is proceeding before its approval.

Administration considered the relevant planning issues, discussed proposal revision from the original proposed 13 units to 11 units to accommodate 1.0 vehicle parking for each of the three-bedroom units and deemed the revised proposal appropriate. The base district chosen for the proposed DC Direct Control District has also been revised from M-CG to M-C1 to better reflect the proposed site density. The building design and site landscaping are being reviewed with DP2020-5446.

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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 (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.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [Interim Growth Plan](#). The proposed land use amendment build 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 parcel is located within the Residential – Developed Inner City area as identified on [Map 1: Urban Structure](#) in the [Municipal Development Plan](#) (MDP). 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. Such redevelopment is intended to occur in a form and nature that respects the scale and character of the neighbourhood context.

The MDP's City wide policies include Section 2.2, Shaping a More Compact Urban Form, provides direction to encourage transit use, make optimal use of transit infrastructure, and improve the quality of the environment in communities. The intent of these policies is to direct future population growth and density in the city in a way that fosters efficient use of land, create complete communities, allow for greater mobility choices and enhances vitality and character in local neighbourhoods. Section 2 policies also encourage a full range of housing sizes and types to meet affordability, accessibility, life cycle and lifestyle needs of different groups.

This application meets applicable policies of the MDP by providing a mix of housing options in a variety of forms and tenures.

North Hill Communities Local Area Plan (Draft)

The subject site does not fall within the boundaries of any approved local area plan; however, it is located within the boundary of the proposed [North Hill Communities Local Area Plan](#) (LAP) which includes Renfrew and surrounding communities. Planning applications are being accepted for processing during the local growth planning process. The LAP is anticipated to be

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finalized in early 2021. The proposed land use redesignation is in alignment with the Urban Form and Building Scale categories in the draft LAP.

Location Criteria for Multi-Residential Infill (Non-statutory – 2016)

The location criteria identify the preferred conditions to support land use amendments for multi-residential developments in low density residential areas. While these criteria are not to be used as a checklist, they do provide for a framework in which to evaluate a parcel's appropriateness for intensification. The proposed land use amendment meets all of the [Location Criteria For Multi-Residential Infill](#), as follows:

- **Corner Lot:** The subject site occupies a corner lot, allowing the proposed development to contribute to the neighbourhood streetscape by addressing both 8 Avenue NE and 7 Street NE with grade-oriented unit entrances.
- **Proximity to transit:** The subject site is located within 150 metres of a transit stop (Route 17) and approximately 375 metres additional transit service (Route 19, 745, and 872). These routes provide access to destinations across all quadrants of the city, downtown, and connections to the LRT service.
- **On a collector standard roadway:** The subject site is located along 8 Avenue NE, identified as a collector road by the Calgary Transportation Plan, ensuring both ease of access and traffic capacity for future residents.
- **Adjacent to multi-unit development:** The subject site is located across the lane from a 14-resident addiction treatment facility. The subject site is also located approximately 250 metres east of the eclectic multi-residential core of Renfrew, centred around Bridgeland Park.
- **Proximity to an existing open space, park, or community amenity:** The subject site allows residents direct and easy access to a variety of community resources. The property is located across 8 Avenue NE from Renfrew Park, its playgrounds and sports fields, the Renfrew Community Association building and Stanley Jones school. The subject site is also approximately 200 metres from Bridgeland Park and two places of worship (Ukrainian Catholic and Russian Orthodox churches).
- **Along a planned corridor:** The site is located along the 8 Avenue NE corridor, identified for future development of multi-residential forms up to six storeys per the draft North Hill Communities Local Area Plan.
- **Direct lane access:** The subject site has direct lane access, facilitating a development that orients vehicle access to the rear lane.

Climate Resilience Strategy (2018)

The [Climate Resilience Strategy](#) identifies programs and actions intended to reduce Calgary's greenhouse gas emissions and mitigate climate risks. This application allows choice and access to use alternative transportation modes, other than owning a personal vehicle, which supports CMAP Program 5: Low or Zero-Emissions Transportation Modes.

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Social, Environmental, Economic (External)

The proposed DC Direct Control District will provide additional housing choices for Calgarians within an established neighbourhood that already offers a wide range of community amenities. The proposal will accommodate a range of unit sizes. These dwelling units will provide additional housing options supportive of a variety of age groups, lifestyles, and demographics.

The site is located where people have access to employment opportunities. The subject site is located within 600 metres of the Edmonton Trail NE Urban Main Street, which features a mix of residential, office and commercial retail business. In addition, the site is approximately one kilometre from Bridgeland-Riverside's 1 Avenue NE Main Street and is well-connected to downtown and other employment centres that are outside of walking distance through a range of transportation options.

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 there are no growth management concerns at this time.

Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The proposal is in keeping with the applicable policies of the *Municipal Development Plan*. This proposal presents the opportunity to provide a diverse housing stock, sensitive intensification through density, and street activation of a corner parcel adjacent to a school and Community Association site.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed DC Direct Control District
3. Development Permit (DP2020-5446) Summary
4. Applicant Led Engagement and What We Heard Report
5. Community Association Letter