

Calgary Planning Commission Report to
Public Hearing Meeting of Council
2018 July 23

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CPC2018-0587
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**Land Use Amendment in Beltline (Ward 8) at multiple addresses, LOC2018-0015,
Bylaw 203D2018**

EXECUTIVE SUMMARY

This land use redesignation was submitted by the City of Calgary on 2018 January 23 on behalf of the landowners Curve Ventures Inc, 2006737 Alberta Ltd (Ajay Nehru), 1382366 Alberta Inc (Ajay Nehru), 1994177 Alberta Ltd (Ajay Nehru), Moxam Property Corporation and Congress Property Corporation. The intent of this City initiated land use amendment is to transfer unused density development rights. The application proposes a DC Direct Control District that transfers heritage density from three source parcels that are already municipally designated heritage resources, (721 - 13 Avenue SW, 725 - 13 Avenue SW, and 1010 - 14 Avenue SW), to two receiving parcels (524, 528 and 536 - 14 Avenue SW, and 805 - 14 Avenue SW, 1407 and 1409 - 7 Street SW).

The proposed guidelines for development on two of the source parcels maintain the current base land use district of the Centre City Multi-Residential High Rise District (CC-MH). The proposed guidelines for the third source parcel update an existing DC Direct Control District to align with the current Land Use Bylaw. The buildable base Floor Area Ratio (FAR) of all three source parcels will be reduced from 5.0 FAR to 1.62 FAR (725 - 13 Avenue SW), 4.04 FAR (721 - 13 Avenue SW) and 0.55 FAR (1010 - 14 Avenue SW) respectively.

The proposed guidelines for development on the two receiving parcels maintain the current base land use district of the Centre City Multi-Residential High Rise District (CC-MH) and increase the base FAR to 7.97 (524, 528 and 536 - 14 Avenue SW) and 7.91 (805 - 14 Avenue SW, 1407, 1409 - 7 Street SW) respectively.

Development permits (DP2017-5640 and DP2018-1076) for multi-residential developments on the receiving parcels are currently under review by Administration.

ADMINISTRATION RECOMMENDATION:

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

1. **ADOPT**, by bylaw, the proposed redesignation of 0.49 hectares ± (1.23 acres ±) located at 524, 528 and 536 - 14 Avenue SW, 805 - 14 Avenue SW, 1407 and 1409 - 7 Street SW, 1010 - 14 Avenue SW, and 721 and 725 - 13 Avenue SW (Plan A1, Block 89, Lots 34 to 39; Plan A1, Block 103, Lots 17 to 20; Plan A1, Block 91, Lots 7 to 12; Plan A1, Block 94, Lot 25) from Centre City Multi-Residential High Rise District (CC-MH) and DC Direct Control District to DC Direct Control District to accommodate multi-residential development and transfer heritage density, with guidelines (Attachment 2); and
2. Give three readings to the proposed bylaw.

Moved by: A. Palmiere

Carried: 6 – 0

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RECOMMENDATION(S) OF THE CALGARY PLANNING COMMISSION, DATED 2018 MAY 31:

That Council hold a Public Hearing on Bylaw 203D2018; and

1. **ADOPT** the proposed redesignation of 0.49 hectares \pm (1.23 acres \pm) located at 524, 528 and 536 - 14 Avenue SW, 805 - 14 Avenue SW, 1407 and 1409 - 7 Street SW, 1010 - 14 Avenue SW, and 721 and 725 - 13 Avenue SW (Plan A1, Block 89, Lots 34 to 39; Plan A1, Block 103, Lots 17 to 20; Plan A1, Block 91, Lots 7 to 12; Plan A1, Block 94, Lot 25) from Centre City Multi-Residential High Rise District (CC-MH) and DC Direct Control District to DC Direct Control District to accommodate multi-residential development and transfer heritage density, in accordance with Administration's recommendation; and
2. Give three readings to the proposed Bylaw 203D2018.

PREVIOUS COUNCIL DIRECTION / POLICY

At the 2008 February 04 Combined Meeting of Council, through LPT2007-64, Council adopted the Calgary Heritage Strategy. The approved content of the Strategy states that significant historic resources "can and should be protected through designation bylaws".

Council approved designation bylaws 9M2018 and 10M2018 to protect the Houlton House (Congress) apartments (725 - 13 Avenue SW), and the West End Telephone Exchange building (1010 - 14 Avenue SW), as municipally designated heritage resources at the Regular Public Hearing Meeting of Council on 2018 February 20.

Council approved designation bylaw 21M2018 to designate the Moxam Apartments (721 - 13 Avenue SW) as municipally designated heritage resources at the Regular Public Hearing Meeting of Council on 2018 April 16.

Council approved the Beltline Area Redevelopment Plan (ARP) in 2007 with the provision of density transfer for heritage preservation as an acceptable bonusing initiative. An accompanying DC Bylaw is used to track the reduction of buildable FAR on municipally designated source parcels and the increase in buildable base FAR on the receiving parcels.

BACKGROUND

Conserving historic buildings is a recognized best practice in heritage planning, and is supported by the Calgary Heritage Strategy, Municipal Development Plan and the Beltline ARP. The Beltline ARP contains heritage conservation incentives that support the transfer of unused density development rights (gross floor area) from properties that are designated as municipal historic resources.

Development permits for two new multi-residential towers on the receiving parcels are under review by Administration. For the site located at 524, 528 and 536 - 14 Avenue SW DP2017-

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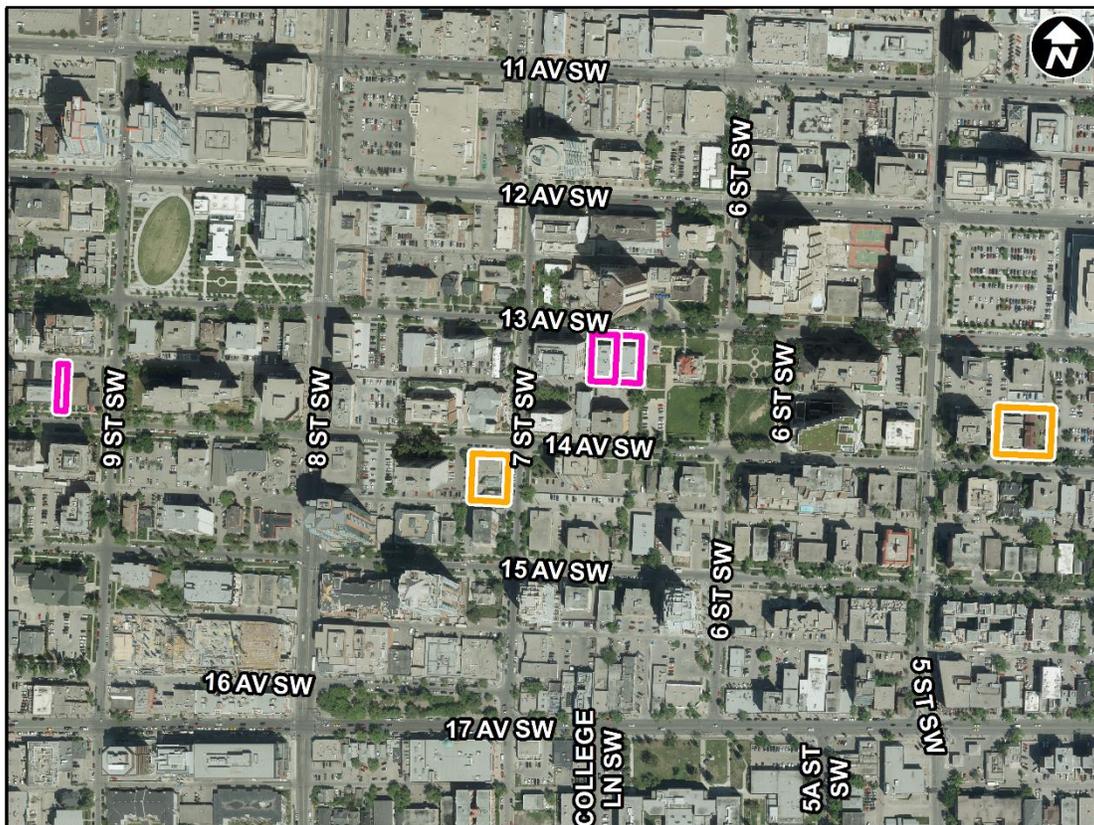
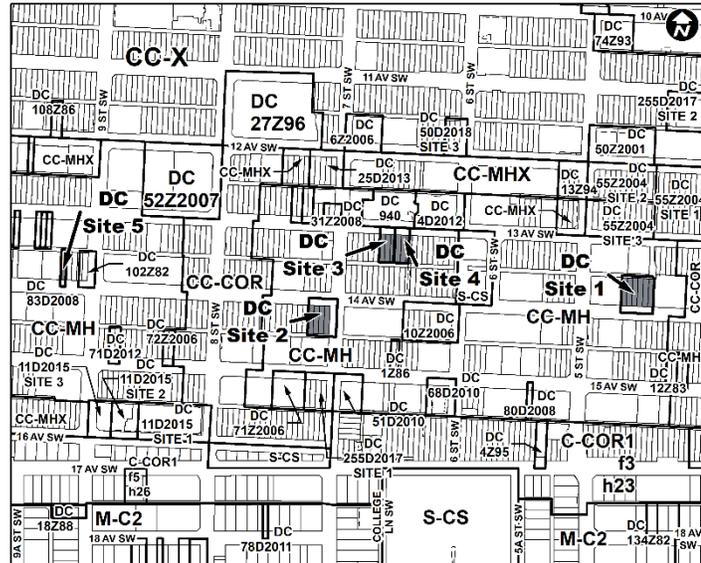
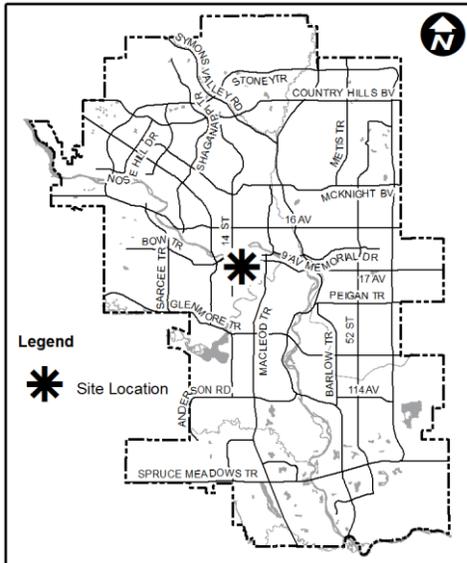
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5640 proposes a 20 storey multi-residential tower with 205 dwelling units. For the site located at 805 - 14 Avenue SW, 1407, and 1409 - 7 Street SW, DP2018-1076 proposes a 14 storey multi-residential tower with 137 dwelling units.

Administration's review of the development permits will determine the final building design, number of units and site layout details such as parking, landscaping and site access. No decision will be made on the development permit applications until Council has made a decision on the redesignation application.

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Location Maps



Source Parcels Receiving Parcels

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Site Context

The proposed DC district includes five sites. For the purposes of transferring heritage density, there are three source parcels and two receiving parcels. A DC district is required in order to enable and track the density transfer.

Source Parcels 1 & 2

The subject source parcels (DC Site 3 and Site 4) are adjacent sites located on 13 Avenue SW between 6 Street SW and 7 Street SW. The sites are developed with identical four storey apartment buildings, which are designated as municipal historic resources. Surrounding development to the north and south is characterized by a mix of mid and high-rise apartments. To the west is a six-storey commercial office building currently occupied by the Canadian Red Cross. To the east is the Lougheed House and Beaulieu Gardens. The predominant land use in this area is Centre City Multi-Residential High Rise District (CC-MH).



Source Parcel 1 (DC Site 3): 725 - 13 Avenue SW - Houlton House (Congress) Apartments

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Source Parcel 2 (DC Site 4): 721 - 13 Avenue SW - Moxam Apartments

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Source Parcel 3

The third source parcel (DC Site 5) is located on 14 Avenue SW between 9 Street SW and 10 Street SW. Surrounding development is characterized by low and mid-rise apartments. The predominant land use in this area is Centre City Multi-Residential High Rise District (CC-MH).



Source Parcel 3 (DC Site 5): 1010 - 14 Avenue SW - West End Telephone Exchange

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Receiving Parcel 1

The subject site (DC Site 1) is comprised of three parcels currently developed with a three-storey apartment and two vacant parcels. These parcels are currently addressed as 524, 528 and 536 - 14 Avenue SW. Surrounding development to the north, south and west is characterized by a mix of low, mid and high-rise apartments. To the east is a surface parking lot for the First Baptist Church.



Receiving Parcel 1 (DC Site 1): 524, 528 and 536 - 14 Avenue SW

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Receiving Parcel 2

The subject site (DC Site 2) is comprised of three adjacent parcels at the southwest corner of 7 Street SW and 14 Avenue SW. The parcels are currently addressed as 805 - 14 Avenue SW, 1407, 1409 - 7 Street SW. The site is currently developed with two single detached houses and one 3-storey apartment. Surrounding development to the east, south and west, is characterized by a mix of low, mid and high-rise apartments. To the north is the Wesley Methodist Church, which is occupied by the Calgary Opera.



Receiving Parcel 2 (DC Site 2): 805 - 14 Avenue SW, 1407, 1409 - 7 Street SW

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As identified in *Figure 1: Community Peak Population*, the community of Beltline has seen population growth recently and reaching its peak historical population of 23,219 in 2017.

Figure 1: Community Peak Population

Beltline	
Peak Population Year	2017
Peak Population	23,219
2017 Current Population	23,219
Difference in Population (Number)	0
Difference in Population (Percent)	0%

Source: *The City of Calgary 2017 Civic Census*

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The buildings on the source parcels are municipally designated heritage resources which, through this land use redesignation and a third party private agreement between landowners, will transfer unused development rights on the parcel (in the form of gross floor area allowed under their existing land use designation but surplus relative to the existing buildings) to the receiving parcels.

Source Parcels

The three source parcels and related density decrease due to density transfer off of the parcels, are as follows:

- Houlton House (Congress) Apartments at 725 - 13 Avenue SW (DC Site 3),
- Moxam Apartments at 721 - 13 Avenue SW (DC Site 4),
- West End Telephone Exchange building at 1010 - 14 Avenue SW (DC Site 5), and
- Density for these sites will be decreased from a base of 5.0 FAR to 1.62, 4.04 and 0.55 FAR respectively.

The proposed development guidelines for the Houlton House (Congress) Apartments at 725 - 13 Avenue SW (DC Site 3) and Moxam Apartments at 721 - 13 Avenue SW (DC Site 4) maintain the current base land use district of Centre City Multi-Residential High Rise District (CC-MH).

The proposed development guidelines for the West End Telephone Exchange building at 1010 - 14 Avenue SW (DC Site 4) modernises an existing Direct Control district (83D2008) based on the RM-7 Residential High Density Multi-Dwelling District to a base district of Centre City Multi-Residential High Rise District (CC-MH). The proposed Direct Control district also carries forward listed uses and signage regulations contained within bylaw 83D2008.

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Receiving Parcels

The two receiving parcels, and related density increase due to density transfer, are as follows:

- 524, 528 and 536 - 14 Avenue SW (DC Site 1), and
- 805 - 14 Avenue SW, 1407, 1409 - 7 Street SW (DC Site 2),
- Both of the above sites maintain the current base land use district of Centre City Multi-Residential High Rise District (CC-MH), and
- Base density for these sites will be increased from a maximum of 5.0 FAR to a maximum of 7.97 FAR and 7.91 FAR respectively.

The proposed Direct Control guidelines are included in ATTACHMENT 2.

Implementation

Council approval of this application will transfer density development rights in the form of FAR from the source parcels to the receiving parcels, however it does not guarantee that the intended development will materialize, nor does this land use amendment constitute an approval of development and/or building permits.

If this application is approved by Council, the overall distribution of buildings, building design, mix and size of uses, and site layout details such as parking, landscaping, and site access will be reviewed by Administration through the development permit review process.

Infrastructure

Transportation Networks

A traffic impact assessment was not required as part of this application. Site access and parking requirements will be determined at the development permit stage.

Utilities and Servicing

Public water, sanitary and storm exist within the adjacent public right-of-way. Development servicing will be determined at the development permit and development site servicing plan (DSSP) circulation processes, to the satisfaction of Water Resources.

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.

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, the date of the Public Hearing will be advertised.

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No letters of support or opposition were received from citizens in response to this proposal. The Beltline Neighbourhood Association was circulated, but provided no formal comments in response to this proposal.

Engagement

No public meetings were held by the applicant or Administration.

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.

Municipal Development Plan (Statutory, 2009)

This application aligns with the Municipal Development Plan with respect to Centre City intensification.

Beltline Area Redevelopment Plan (Statutory, 2006)

With respect to the Beltline ARP, the application supports the plan's heritage objectives and aligns with the policies of the Primary Residential area.

Centre City Plan (Non-Statutory, 2007)

This application aligns with the expectations and concept set out in the Primarily Residential typology of the Connaught Centre area within the Centre City Plan.

Social, Environmental, Economic (External)

Development enabled by this application has the potential to allow more Calgarians to choose to live in a location well served by existing infrastructure and in close proximity to services, employment, community amenities and transit. Increased development of the subject receiving parcels has the potential to allow for population growth that will support local services and create a livable, diverse and high density urban community.

Further analysis of any on-site sustainability initiatives proposed in conjunction with this project will be undertaken as part of the development permit review process. No environmental issues were identified through the proposed application.

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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

The intent of this land use amendment is to transfer unused density development rights. While development permit applications (DP2017-5640 and DP2018-1076) have been submitted, Council's decision on this application may or may not result in the development considered under the associated development permit application being realized. Given the flexible nature of allowable building forms in the proposed base CC-MH District of the DC Bylaw, and the requirement for a new development permit to be submitted for review, potential risks associated with a different development concept are limited.

REASON(S) FOR RECOMMENDATION(S):

Administration recommends approval of this application due to its alignment with relevant planning policy contained in the *Municipal Development Plan, Beltline ARP* and *Centre City Plan* by supporting high-density residential development and intensification within the Centre City, and support of the *Calgary Heritage Strategy* with respect to the retention of three municipally designated historic resources.

ATTACHMENT(S)

1. Applicant's Submission
2. Proposed Direct Control Guidelines
3. Proposed Bylaw 203D2018
4. **Public Submissions**