

Development Permit in Ramsay (Ward 9) at 1802 - 11 Street SE, DP2017-4891

EXECUTIVE SUMMARY

This application was submitted by S2 Architecture on 2017 October 24 on behalf of Torode Realty Advisors, with authorization from the landowner 11-Street Developments Ltd. The application proposes a new transit supportive mixed-use development that comprises:

- a total of 144 residential units (98 one-bedroom units, 46 two-bedroom units);
- commercial retail units at-grade along 11 Street SE, covering approximately 1,164 square metres (12,533 square feet) of commercial space;
- eight storeys, or 26.65 metre building height; and
- a communal amenity space at the rear with access to adjoining City land.

The proposed development is in keeping with applicable City policies including those of the *Municipal Development Plan* (MDP), the *Ramsay Area Redevelopment Plan* (ARP) and the *Transit Oriented Development Policy Guidelines* (TOD Guidelines). The proposal also aligns with the Land Use Bylaw 1P2007, specifically the rules for the Multi-Residential – High Density Low Rise (M-H1) District.

ADMINISTRATION'S RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit DP2017-4891 of a New: Multi-Residential Development, Retail and Consumer Service at 1802 – 11 Street SE (Plan 1594F, Block R) with the conditions in Attachment 2.

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

On 2014 October 02, a land use amendment for the subject site (LOC2014-0150) was submitted to Administration with an intended redesignation from Commercial – Corridor 3f2h16 (C-COR3f2h16) to M-H1. On 2015 September 14, Calgary Planning Commission (CPC) recommended approval of LOC2014-0150, stipulating that CPC be the development authority for the development permit application. The land use redesignation was approved by Council on 2016 January 11.

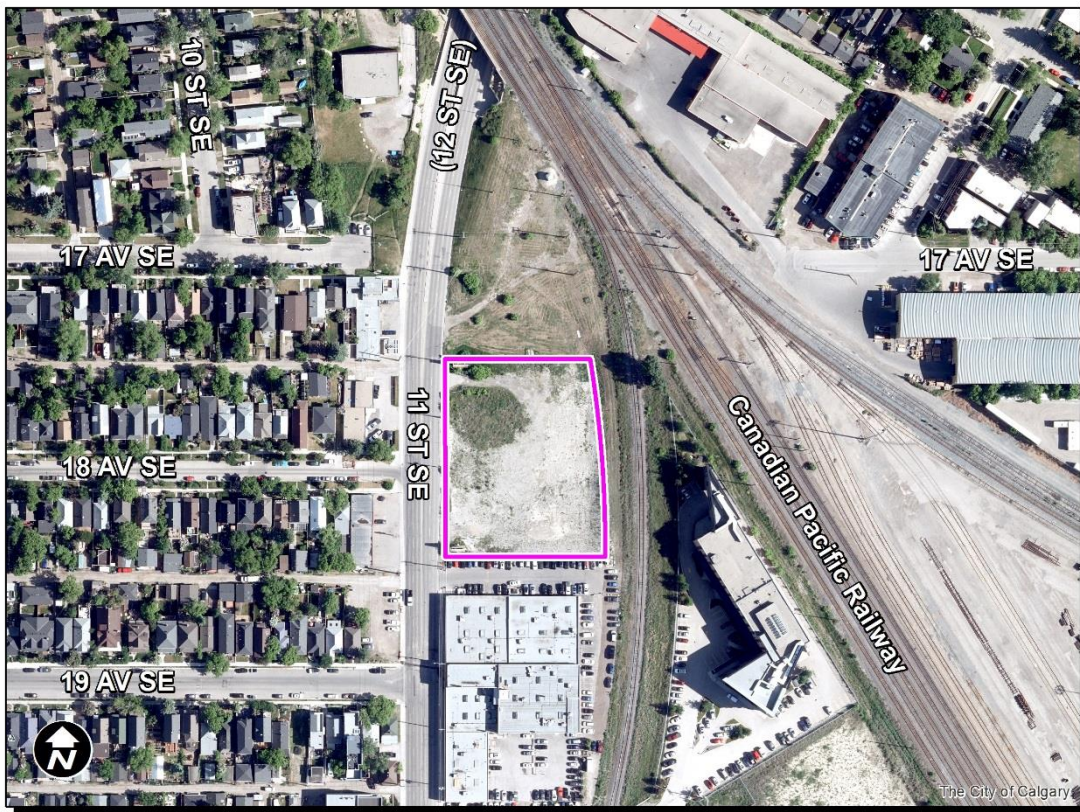
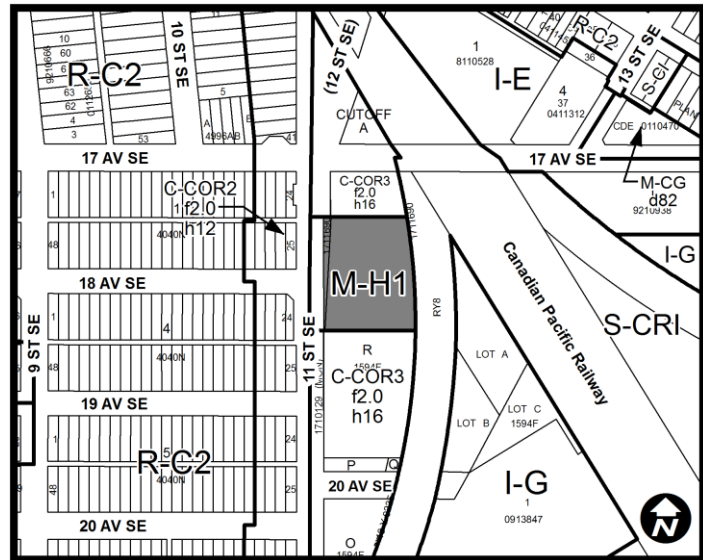
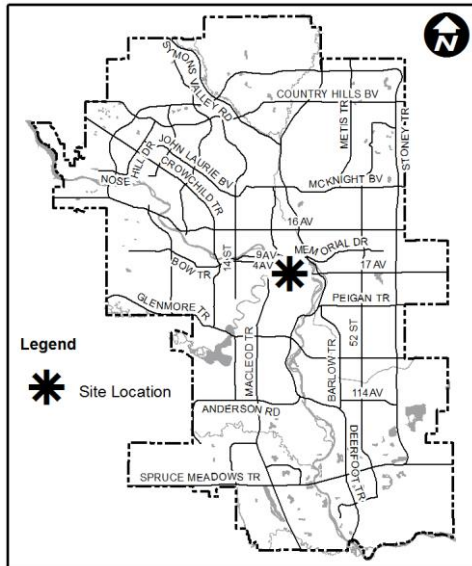
During the application review, Administration met with the applicant to discuss different elements of the proposed design, emphasising the significance of the site and that the proposed development will be a catalyst for Ramsay. Administration encouraged high quality development, representative of the site's significance.

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Location Maps



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Site Context

The site is centrally located in the inner city community of Ramsay, approximately 1.5 kilometres southeast of Calgary's downtown core, 1.1 kilometres southeast of the East Village, and 430 metres southwest of 9 Avenue SE, Inglewood's main street. The parcel is located on the eastern perimeter of the community of Ramsay abutting the following:

NORTH	Immediate	1,770.0 square metres of land owned by The City of Calgary
	Surrounding	The site of the future Inglewood/Ramsay LRT Station
SOUTH	Immediate	Land designated C-COR3 that comprises the Ramsay Design Centre, an iconic building in the community that was constructed in 1926
	Surrounding	Land designated as I-G and comprising industrial offices.
EAST	Immediate	Land owned by Calgary and Edmonton Railway Company (freight railway line)
	Surrounding	Canadian Pacific Railway Lines
WEST	Immediate	Land designated C-COR2 that is presently used for Auto Service - Major
	Surrounding	Land designated as C-COR2 but generally comprising Low Density Residential uses with the predominant form of houses.

The following figure identifies the historic peak and current population of Ramsay. The community's current population is thirty percent lower than in 1969, Ramsay's peak population year.

Figure 1: Community Peak Population

Ramsay	
Peak Population Year	1969
Peak Population	3,005
2017 Current Population	2,110
Difference in Population (Number)	-895
Difference in Population (Percent)	-30%

Source: The City of Calgary 2017 Civic Census

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

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

Planning Considerations

The application considered the proposed building design and site layout against all applicable policies, as well as the unique location of the site, in proximity to Calgary's downtown core, Inglewood's main street and at the doorstep of the proposed Inglewood/Ramsay LRT Station plaza.

Location

The site is located in close proximity to transit, community services, recreational facilities and retail destinations. Further, the site represents an entryway into the communities of Ramsay and Inglewood, with any future development likely to function as a landmark. In light of this, the building design, orientation and street presence will have a significant impact on the future user experience of the area.

The site is also located adjacent to the freight rail corridor. At the time that the application was submitted on 2017 October 24, a site specific risk assessment was required for development proposed within 30 metres of the freight rail corridor. This was explained to the applicant at the pre-application stage and again upon application submission. Despite encouragement from Administration to explore other siting and design options through greater use of the site, the applicant elected to avoid developing within the setback, circumventing the requirement for a risk assessment. Notwithstanding, on 2018 July 23, Council approved the *Development Next to Freight Rail Corridors Policy*, which allowed the proposed development to enter into the 30 metre setback without the need for a site specific risk assessment. Nevertheless, the applicant chose to retain the site design and building placement.

Site and Building Design

The proposed development represents an eight storey, 26.65 metre high mixed-use building that provides commercial retail units at grade, fronting 11 Street SE, and seven residential floors offering one and two bedroom units with a range of floor areas. Residential parking is provided below grade, with commercial and visitor parking located at the rear of the site at grade.

The commercial units are located within a podium that has a height of 5.65 metres in order to accommodate a vertical vehicular clearance of five metres through to the rear of the site. The podium utilizes stacked red masonry brick in respect of the historic community context, with large glass storefronts that provide transparency into the commercial spaces, articulated with black aluminum framing. A dark gray canopy shelters and emphasises pedestrian entries, while also accommodating proposed signage above. The pedestrian realm includes both public and private space, providing opportunities to animate the street with break out spaces for retail and café style seating. The commercial units range in size from approximately 85 square metres to 188 square metres, allowing for flexibility and variety of future tenants. Access to the retail units from the rear commercial parking area is via the sidewalk and driveway along the southern edge of the building. Administration requested that access be provided more directly from the parking area, and that the commercial entries be accessible from within the residential lobby, creating a

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public/private corridor, however the applicant felt that this could create safety concerns for residential tenants and did not pursue Administration's request.

The residential component of the building is setback from the façade of the podium, with private balconies spanning the width of the building frontage, creating opportunities for interaction with the public realm. Residential units take the form of one and two bedroom units, ranging in size from 48.7 square metres to 93.0 square metres, with 144 units provided overall. The residential built form is articulated into four smaller components to reduce the overall scale of the building. This articulation is achieved through the use of a variety of materials and colours. Dark metal wrapping projects above the penthouse units, creating visual interest and variation along the top of the building.

At the rear of the building, the interface with the future LRT line involves rear entries to two dual frontage commercial units, as well as the common amenity space, landscaping and commercial and visitor parking.

Site Access and Parking

The site is accessed via a driveway from 11 Street SE along the southern boundary of the site. Administration saw an opportunity to minimize disturbance to the pedestrian realm by creating a mutual access agreement with the owners of the adjoining owners to the south, the Ramsay Design Centre, however the applicant did not wish to pursue this. The driveway, which runs along the southern edge of the building, provides in/out access to the rear surface parking lot and the underground parkade, also accessed from the rear. The surface parking lot is specifically for residential visitor and commercial parking, with all resident parking provided within the one level underground parkade. The driveway has been designed using mono coloured broom finished concrete with a linear design.

The proposed development comprises 72 bicycle parking stalls – Class 1, in accordance with Bylaw requirements. These stalls are secured within 53 bike lockers located in the underground parkade and 19 bike lockers located on the main floor. Twenty bicycle parking stalls – Class 2 are located at grade at both the front and rear of the parcel, exceeding the bylaw requirement by five stalls.

Landscaping and the Public Realm

The proposed landscaping responds to the urban nature of the development, which involves an underground parkade spanning the full area of the site. As a result of this, on-site planting along the frontage of the building is limited to two raised planters bearing perennials. This on-site landscaping is supplemented by nine trees, located along the boulevard. Landscaping along the southern edge of the site, abutting the driveway entrance to the site and the Calgary Design Centre, comprises a variety of trees and shrubs.

Landscaping at the rear of the site is generous, in order to create a pleasant interface with users of the future Green Line LRT station. Landscaping within the parking area is proposed within planters and also at grade with planting beds, and includes a range of trees and shrubs.

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The large communal outdoor amenity space, located in the northeastern corner of the site, is a positive addition to the development. The outdoor amenity space comprises an area of 219 square metres, exceeding the minimum bylaw requirements for common amenity space by 159 square metres. The space includes a lounging green, trellis, barbecue, benches and tables and chairs. The development includes a gate between the common amenity space and the adjoining parcel to the north, owned by The City and adjoining the future LRT station area.

Citywide Urban Design

The application was circulated to the Citywide Urban Design team, who provided comments regarding the fact that this is the first development within the Ramsay community along 11 Street SE, a community activity hub, and within 100 metres of the future Inglewood/Ramsay LRT Station. The comments and design responses are summarized below:

CITYWIDE URBAN DESIGN	DESIGN RESPONSES
The back of the proposed development requires more creativity to appeal to the general public and future green line users.	Surface parking at rear refined, with an outdoor amenity space for resident and more improved landscaping.
The proposed design does not consider the eclectic character and context of the community.	Building materials amended to include corrugated metal panels. No appetite from applicant to utilize colour/public art/varying materials.
Patrons to the retail units will park at the rear and need to walk through the entry driveway along the south edge of the site to access storefronts.	No change.
The proposed development is not integrated with adjoining sites. To the south, the aesthetic integration with the Calgary Design Centre is not visible, and to the north, there is no connection to the vacant city land that adjoins the future station.	Corrugated metal panels utilized on the south elevation, representing the industrial history of the area. An access gate has been added to the outdoor amenity space, providing access to the adjoining city owned land.
The main entry of the building is not obvious.	Inclusion of a plaza and a wider entry to the residential lobby.
There is little pedestrian comfort in the way of outdoor seating (for retail).	Log benches added to front of retail units.
The plans lack details of lighting on the building façade as well as wayfinding signage.	Lighting plan provided. Applicant advised that a wayfinding consultant will be brought on at a later stage.

Urban Design Review Panel

Urban Design Review Panel (UDRP) reviewed the proposed development permit application on 2017 October 25 and endorsed the project with comments. UDRP comments are contained in their entirety in Attachment 3, together with the applicant's response. Administration believes that the proposal has effectively addressed the majority of the panel's comments.

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Transportation Networks

Access to and from the subject parcel will be via 11 Street SE. The single all turns access point will accommodate residential, commercial and loading vehicles. As per the *Calgary Transportation Plan*, 11 Street SE is classified as an Arterial Street.

The site is located adjacent to the future Inglewood/Ramsay Green Line LRT Station and a vacant City-owned parcel that will be used for Green Line infrastructure. There is also a future Calgary Transit bus layby planned directly in front of the site that is to be constructed as part of the Green Line enabling works. The subject site is part of the Inglewood/Ramsay transit oriented development area and TOD principals were incorporated into the development.

A Transportation Impact Assessment (TIA) and Parking Study were submitted in support of the development. The TIA identified that no-offsite improvements were required to facilitate the development and that the vehicular impacts of the development on the surrounding road network were minimal. The Parking Study provided direction on the commercial and visitor parking demand. Commercial and visitor parking were supplied in accordance with the recommendations of the Parking Study.

Utilities and Servicing

Sanitary sewers are presently available to service the development. A Sanitary Servicing Study for the proposed development has been submitted by the applicant, and approved by Water Resources. No off-site upgrades are required.

Water mains are presently available to service the development and can accommodate the potential redevelopment of the subject site without the need for off-site improvements as indicated in the provided Fire Flow calculation letter.

Storm sewers are presently available to service the proposed development.

Environmental

As a condition of the development permit, the applicant submitted a Risk Management Plan documenting how residual hydrocarbon impacts in soil will be addressed at the construction stage. The report has been accepted by The City's Environmental & Safety Management business unit.

Strategic Alignment

South Saskatchewan Regional Plan (Statutory, 2014)

The recommendation by Administration in this report has considered and 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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Municipal Development Plan (Statutory, 2009)

In accordance with the Urban Structure Map (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 state that Inner City areas should 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. Buildings should maximize front door access to the street and principle areas to encourage pedestrian activity.

The MDP's City-wide policies, Section 2 and specifically Section 2.2 Shaping a More Compact Urban Form provide directions 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 growth of the city in a way that fosters a more compact and efficient use of land, creates complete communities, allows for greater mobility choices and enhances vitality and character in local neighbourhoods.

The subject site is located within 100 metres of the future Inglewood/Ramsay LRT Station. The proposed development achieves a density of 274 units per hectare and proposes additional commercial uses in the community that are transit-oriented and in keeping with the above MDP policies.

Ramsay Area Redevelopment Plan (Statutory, 1988)

The site is identified within the Ramsay Area Redevelopment Plan (ARP) as Commercial, and within the "Study Area" sub area, in accordance with Map 4: Residential Sub-Areas and Sites Under Policy Review. The ARP states that the site is appropriate for commercial development, as well as residential development where land is deemed safe from an environmental perspective, and the design of buildings mitigate noise and other concerns related to the adjacent rail lines.

The ARP provides a number of policies specific to the east side of 11 Street SE. The intent of the policies is to provide for a full range of commercial and mixed-use/residential uses.

The proposed development represents mixed-use transit-oriented development, complying with the ARP.

It is highlighted that the proposed development is aligned with the Draft of the Historic East Calgary Area Redevelopment Plan, which presently identifies the site as Community – Centre, which anticipates six to 10 storey mixed-use development.

Land Use Bylaw 1P2007 (Statutory, 2007)

The proposed development complies with Land Use Bylaw 1P2007, with the exception of a few relaxations. These Bylaw relaxations are identified in the table below and are supported by Administration as the proposed relaxations would not unduly interfere with the amenities of the community or materially interfere with the or affect the use, enjoyment or value of neighbouring properties. In compliance with the "test for a relaxation" set out in Section 36 of the Land Use

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Bylaw, the proposed development conforms to the definitions of the uses Multi-Residential Development and Retail and Consumer Service. The application relaxations have been further reviewed under Section 35 of the Land Use Bylaw 1P2007 and warrant approval. Rationale for these approvals are found below the table.

Bylaw Relaxations		
Regulation	Standard	Provided
644,13 Building Height (max.)	(1) Unless otherwise referenced in subsections (2), (3), (4) and (5), the maximum building height is 26.0 metres.	Plans indicate the following building heights: North – 26.65m (+0.65m); East – 26.50m (+0.50m); South - 26.50m (+0.50m); and West - 26.50m (+0.50m).
557 Amenity Space	(8) Private amenity space must: (b) have no minimum dimensions of less than 2.0 metres.	Plans indicate multiple balconies with a depth of less than 2.0m, the narrowest being 1.39m (-0.61m).
99 Rules for canopy Signs	(1) The copy area on a canopy sign must not exceed 50% of the total area of the canopy which will be measured by the vertical height of the canopy multiplied by the length of the canopy or awning	Plans indicate the copy area of multiple canopy signs exceed 50% of the total area of the canopy.
Motor Vehicle Parking Stalls	21 commercial parking stalls required.	Plans indicate 14 (-7) commercial stalls.
	22 visitor parking stalls required.	Plans indicate 16 (-6) visitor stalls.

Building Height

The proposed Multi-Residential Development comprises a maximum height of 26.65 metres, 0.65 metres higher than the *Land Use Bylaw* allows within the M-H1 District. While the principal elevation of the building has been designed to align with the required 26.0 metre height plane, the dark metal wrapping feature projects above the height plane as noted. This wrapping feature has been lifted above the height of the primary roof line to create visual interest and variation along the top of the building.

The applicant attempted lowering the building height to achieve bylaw height compliance, however was unable to reduce the height of the residential floors. The second floor level has a height of 5.65m, which is higher than the typical 4.5m, in order to achieve the required 5.0m vertical clearance at the drive aisle for waste and recycling vehicles. This main floor height increase has resulted in the reduction of the typical floor to floor height, resulting in no possible further reductions.

The proposed relaxation represents a relaxation to the rule by 2.5 percent, and is supported by Administration.

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Amenity Space

The proposed development includes 12 balconies on the north and south sides of the building that comprise areas that are smaller than the Bylaw permits. To accommodate these residences, in addition to the smaller balconies, the development includes a public amenity space along the north-east corner of the property with an area of 219 square metres, with a barbeque, seating, trellis and access through to the future LRT site. Administration supports the proposed relaxation.

Canopy Signs

Signage has been provided in response to the size of the proposed retail units as well as pedestrian viewing distances. The proposed development provides narrow metal canopies rather than high fabric canopies more commonly found with canopy signage. In accordance with bylaw rules, the proposed signage would be limited to six inches in height in order to be compliant.

Administration considers the proposed signage size to be appropriate given the nature of the development.

Motor Vehicle Parking Stalls

The proposal provides 14 commercial parking stalls and 16 visitor stalls, requiring a relaxation of seven commercial stalls and six visitor stalls. The proposed underground parkade extends the full area of the site. Administration worked with the applicant to create a situation where relaxations to parking stalls were only for commercial and visitor stalls, maintaining bylaw requirements for resident parking stalls. Given the location of the site within 100 metres of the future Inglewood/Ramsay LRT station, as well as the site's proximity to employment, services and main streets, the proposed relaxations are supported by Administration.

Stakeholder Engagement, Research and Communication

Communications

In keeping with Administration's standard practices, this application was circulated to relevant stakeholders and notice posted on-site. The application has been advertised at www.calgary.ca/development.

The decision made by Calgary Planning Commission will be advertised in accordance with the *Municipal Government Act*. As this development permit is for a discretionary use, an appeal may be filed based on the decision on the entire permit, the decision to grant a relaxation, or any of the conditions placed on an approval.

Applicant-led engagement

The applicant met with the planning representative of the Ramsay Community Association on 2018 May 03 in order to go over the Community Association's comments on the proposed development. As a result, updated comments were received by Administration, largely

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identifying satisfaction with the changes made to the plans, and providing support of the proposed development overall (Attachment 4).

City-led engagement

Administration assessed the application and it was deemed that additional City-led engagement was not required.

In keeping with Administration's standard practices, stakeholders were given the opportunity to comment online through the Planning and Development Map or by contacting the planner directly by mail, phone, or email.

The Ramsay Community Association reviewed the application at different stages of the design and provided comments on 2017 September 06 and again on 2017 November 09 (Attachment 4). Comments from September indicated general support for the proposed development, with requests for specific changes to the building design. Comments from November 09 were supportive of the changes made through amended plans. The comments received and resulting changes to the plans are summarized in the table overleaf.

What we heard / what we did

THEME	WHAT WE HEARD (ISSUE OR OPPORTUNITY IDENTIFIED)	WHAT CHANGES WERE MADE AND/OR RESPONSE TO THE ISSUE IDENTIFIED
PEDESTRIAN STREETSCAPE	Require more articulation to break up the repetitious design of storefronts.	Articulation and a greater variety of materials used for the store fronts.
	The building corners need more attention.	Additional glazing was added to the south building wall, however further attention would be appreciated by both the Community Association and Administration.
	South elevation is very visible without enough architectural attention.	Change in materials to provide more visual interest and connection to Ramsay's character. Further changes would be appreciated by both the Community Association and Administration.
CIRCULATION	There is an opportunity to connect the rear parking area with the retail uses through the residential lobby.	No change.
DESIGN	Lobby entrance lacks visual interest.	Lobby entrance was brought forward with additional landscaping and signage.
	Request a larger variety of materiality, variation in building height, and more articulation in the commercial facade.	A greater variety of materials was proposed, including red brick, supported by the Ramsay Community Association.

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Social, Environmental, Economic (External)

The proposed development utilizes existing infrastructure to provide an additional 144 units within 100 metres of the future Inglewood/Ramsay LRT station. Further, the development will provide for additional commercial and employment opportunities on the site and for the community.

Financial Capacity

Current and Future Operating Budget:

There are no known impacts to current or future operating budgets at this time.

Current and Future Capital Budget:

The proposed development 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.

REASONS FOR RECOMMENDATION:

The application proposes to develop a vacant site with a new transit-supportive mixed-use development comprising 144 units, making use of existing infrastructure as well as investment into transit in the near future. The proposal is aligned with relevant City policies and is generally aligned with the Land Use Bylaw.

ATTACHMENTS

1. Development Permit Plans
2. Conditions of Approval
3. UDRP Comments / Responses
4. Community Association Comments