ISC: UNRESTRICTED CPC2020-0133

Development Permit in Beltline (Ward 8) at 1002 – 14 Street SW, DP2019-5719

EXECUTIVE SUMMARY

This development permit application was submitted on 2019 November 05 by NORR Architects Engineers Planners on behalf of Cidex Development Inc. The proposed development is located in the Beltline on the south side of 10 Avenue SW, between 14 Street SW and 13 Street SW. The application proposes a new mixed-use development that includes:

- A 29-storey (94 metre) high-rise tower and two-storey podium;
- Retail and consumer services and residential lobby at-grade;
- 239 residential units; and
- Financial contribution to the Beltline Community Investment Fund (BCIF) in keeping with bonusing provisions in the Land Use Bylaw and *Beltline Area Redevelopment Plan Part 1*.

Subject to the conditions attached, the proposal aligns with the Land Use Bylaw and applicable policies of the *Municipal Development Plan*, *Centre City Plan*, *Beltline Area Redevelopment Plan – Part 1, and Transit Oriented Development Policy Guidelines*.

The development is a positive addition to the Beltline and supports the policy objectives for mixed-use intensification on main streets and near LRT station areas.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed Development Permit application DP2019-5719 for a New: Multi-Residential Development, Retail and Consumer Service (1 building) at 1002 – 14 Street SW (Plan A1, Block 60, Lots 1 to 6) with conditions (Attachment 2).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This development permit application was submitted on 2019 November 05 by NORR Architects Engineers Planners on behalf of Cidex Development Inc. The Applicant's Submission is available in Attachment 3. The proposed development is located in the Beltline on the south side of 10 Avenue SW, between 14 Street SW and 13 Street SW.

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Location Maps







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EMORIAL DR NW BOW RIVER MEWATA SHAW ARMOURY 8 AV SW MILLENIUM PARK 9 AV SW CP RAILWAY 10 AV SW SUBJECT SITE 11 AV SW ST 12 AV SW 13 AV SW ONNAUGHT PARK HOMSON FAMILY PARK TOMKIN 17 AV SW

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Site Context

The subject site is located in the Beltline on the south side of 10 Avenue SW and stretches between 14 Street SW and 13 Street SW. A rear lane exists along the southern boundary of the site.

The parcel is approximately 0.19 hectares (0.47 acres) in size with dimensions of approximately 39 metres by 48 metres. The site is currently developed with a single-storey commercial building, formally occupied by The Lighting Centre. A surface parking area is located in front of the building along 10 Avenue SW, with access from 13 Street SW.

To the north, across 10 Avenue SW, is a mix of single-storey commercial and light industrial development and vacant lands. A Development Permit (DP2019-5501) has been recently submitted for a six-storey mixed use development on the lands directly to the north across 10 Avenue SW and is currently under review. A Development Permit (DP2019-1257) for two mixed-use high-rise towers on the northwest corner of 10 Avenue SW and 14 Street SW was also recently approved by Calgary Planning Commission on 2019 July 04.

To the east, across 13 Street SW, are low profile (one to four storey) commercial and office developments. To the south, across the lane, are one and two-storey commercial and office developments and vacant lands. Further to the south is a mix of multi-residential, low-density residential and commercial developments. To the west, across 14 Street SW, are low profile (one to four storey) multi-residential and office developments, the Sunalta Community

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Association facilities and greenspace, and the Sunalta LRT Station (approximately 350 metres walking distance).

Development along 14 Street SW in Beltline, between 17 Avenue SW and 10 Avenue SW, is currently characterised by a mix of low profile commercial and mid-rise residential developments. However, there has been a recent uptake in land use and development permit applications along the 10 Avenue corridor, supported by:

- existing land uses;
- proximity to primary transit network, including the Sunalta LRT Station; and
- the presence of large consolidated parcels;

which would indicate the character of the corridor is changing to include high-rise development. As identified in *Figure 1*, the community of Beltline has seen population growth over the last several years reaching its population peak in 2019.

Beltline		
Peak Population Year	2019	
Peak Population	25,129	
2019 Current Population	25,129	
Difference in Population (Number)	0	
Difference in Population (Percent)	0%	

Source: The City of Calgary 2019 Civic Census

Additional demographic and socio-economic information may be obtained on <u>Beltline</u> <u>Community Profile</u> online page.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Application Review

On 2019 September 04, a pre-application was submitted for this application. Initial comments on the proposed development focused on:

- required bonusing initiatives to achieve proposed Floor Area Ratio;
- accentuating the northwest building corner;
- enhancing the public realm on all street frontages (west, north, east); and
- creating a visually distinctive gateway building architecture that also contributes to the Calgary skyline.

On 2019 October 02, the pre-application was presented to the Urban Design Review Panel. The comments from UDRP are contained in their entirety together with the applicant's response in Attachment 4.

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On 2019 November 05, the subject development permit application was submitted. In keeping with Administration's standard practices, the application was circulated to internal and external stakeholders and a large notice posting was placed on site.

On 2019 December 11, a detailed team review of the application was sent to the applicant. Administration's comments included:

- provision of bonusing initiative(s) to offset proposed bonus density;
- bumping out 13 Street SW curb to provide sufficient space for landscaping (public and private) and pedestrian walkway clearance;
- cross-section details for enhanced public realm along 14 Street SW that includes future bike lane, street furnishings zone, pedestrian walkway and private programable space; and,
- refinement of the gateway corner and tower design.

Further amendments were required to align with relevant policies and bylaws.

City Wide Urban Design

The proposed development was reviewed by the City Wide Urban Design team throughout the CPAG review process. A number of revisions were requested regarding the provision of a high-quality public realm on all three frontages and tower and corner design. The applicant's rationale and revisions were deemed acceptable by Administration.

Urban Design Review Panel

This application was presented to the Urban Design Review Panel (UDRP) on 2019 October 02, who supported the application with comments. Key comments from UDRP include creating a strong public realm and unique gateway building architecture design. The comments from UDRP are contained in their entirety together with the applicant's response in Attachment 4. The applicant's rationale and revisions were deemed acceptable by Administration.

Site and Building Design

This application proposes a multi-residential high-rise tower with retail at grade. Key aspects of the development are described below, and the development permit plans are contained in Attachment 1.

Podium and Tower

A two-storey podium (11 metres in height) provides comparable setbacks, scale and mass of nearby developments and presents a pedestrian-scaled mass towards the street. Retail and Consumer Services uses line the public realm along 14 Street SW, 10 Avenue SW, and 13 Street SW frontages. Approximately 550 square metres of commercial retail space is proposed. The residential lobby entrance is located along the secondary frontage of 13 Street SW. Back of

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house services and the parkade entrance are accessed from the lane. Residential units are located on the second floor of the podium.

The podium provides the minimum district setbacks and public realm setback along 14 Street SW and 10 Avenue SW. The glass line on the northwest corner of the first floor of the podium has been cutback to create additional space for pedestrian circulation at the corner. At the second floor of the podium, the northwest gateway corner of the podium has been accentuated by incorporating a corner architectural feature that also functions as a pergola on the podium rooftop amenity area. Canopies are provided along street frontages to create human scale, accentuate entries, and enhance pedestrian comfort. The exterior of the podium is composed of clear vision glass, spandrel (blue), and metal panels (charcoal, white, wood finish).

The tower is 29 storeys in height (94 metres) with residential units on levels 3 to 28, mechanical on level 29 and a common amenity area on level three. The tower contains 239 residential units comprised of 135 one-bedroom units, 100 two-bedroom units, and 4 three-bedroom units. The tower is stepped back from the podium to maintain a human scale streetwall. Balconies on the upper floors of the northwest and southwest corners wrap the tower corners and the colour of the underside of balconies on the northwest and southwest corner at an important gateway into the Beltline. The exterior of the tower is composed of clear and blue glass, spandrel (light blue, white, dark grey) and metal panels (charcoal, silver, white, wood finish).

Amenity Areas

Common indoor and outdoor amenity areas are provided on level three. The amenity areas offer a variety of active and passive amenity activity alternatives, and a dog run area.

Private amenity areas are also provided to all of the residential units with balconies integrated into the facade of the tower.

Shadow Study

A sun shadow study was submitted. The study demonstrates that the proposed development does not cast a shadow on historic assets, public spaces, or areas protected by Land Use Bylaw 1P2007 and the *Beltline ARP*, such as Shaw Millennium Park and the Mewata Armoury.

Wind Study

A wind study report was submitted that considered wind conditions at-grade and above-grade on the podium rooftop amenity area. The study concluded that the development would result in conditions generally comfortable for active pedestrian use at grade with the exception of wind speeds predicted as 'uncomfortable' at the northwest corner of the development. The study also concluded that wind conditions on the rooftop amenity area were generally higher than desired for passive pedestrian use during the summer.

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During the review process the applicant amended the plans to implement recommendations of the wind study to mitigate the impacts of wind on pedestrian comfort and safety, which included:

- increasing the height of the glass railing around rooftop amenity area to 1.5 metres;
- including a pergola and planting on the podium level; and
- adding underplanting vegetation and permanent furniture along 14 Street SW frontage.

Landscaping

At-grade public and private landscaping have been designed in unison to create a uniform landscape cross-section across the public and private realm and implement preliminary main street streetscape visions for 14 Street SW and 10 Avenue SW. Urban Initiatives will refine the streetscape design as it completes more detailed design work prior to the construction of public areas around the site and continue to coordinate with the developer for the final design.

Along 14 Street SW, a row of boulevard trees (Green Ash) has been setback from the curb to provide sufficient space for a future separated off-street bike lane and improve street tree resiliency by minimizing salt spray from vehicles during the winter months. Soft ground cover, bike racks, pedestrian seating/furnishing zone and future tenant activation zone are proposed in the public realm setback and building setback to create an enhanced streetscape and seamless transition across the public and private realm.

Along 10 Avenue SW, a row of boulevard trees (American Elm) is proposed, subject to confirmation of a final cost estimate to bury overhead utilities. Trees are located against the back of curb to provide sufficient room for pedestrian circulation and future tenant activation zone between boulevard trees and face of building.

Along 13 Street SW, the application proposes to bump out the existing curb line into the carriageway to provide sufficient space for landscaping (public and private) and pedestrian walkway clearance. A row of boulevard trees (Linden) and grasses in planters are proposed to enhance the streetscape and maintain a human scale.

Utilities and Servicing

Public water, sanitary and storm sewer mains exist within the adjacent public right-of-ways for development servicing purposes. Development servicing will be determined at the Development Site Servicing Plan (DSSP) circulation stage.

Transportation

The subject site is well-serviced by transit and is approximately:

- 350 metres from the Sunalta Blue Line LRT Station on 10 Avenue SW;
- 600 metres from Kerby Station Red Line LRT Station on 7 Avenue SW; and
- 150 metres from the nearest bus stop on 8 Street SW at 11 Avenue SW:

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 Routes 2, 13, 90 provide service to / from the Centre City, Mount Royal University, Westhills, Bridgeland.

The site is approximately 50 metres from the cycle track on 12 Avenue SW and 100 to 200 metres from bike routes on 14 Avenue and 15 Avenue SW.

The development includes the provision of:

- 131 Class 1 bicycle parking stalls on the parkade level 1, which are accessed using the parkade ramp; and
- 39 Class 2 bicycle parking stalls, which are located in the boulevards and adjacent to the residential lobby entry.

The overall vehicular parking supply meets bylaw requirements with a minor relaxation to the number of residential stalls.

Vehicular access is available from the existing rear lane.

Bicycle storage is located on the main floor and parkade P1 level. Access to the main floor storage is available from the rear lane through the loading area. Parkade P1 level storage is accessed using the parkade ramp. Oversized automatic doors at entries are provided to facilitate ease of access to bike storage facilities.

A Transportation Impact Assessment (TIA) was submitted by the applicant in support of the application, the TIA was reviewed by CPAG Transportation and was accepted.

Stakeholder Engagement, Research and Communication

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

Administration received a letter in support of the application from the Beltline Neighbourhoods Association citing the project's compliance with the Land Use Bylaw and policy expectations. Administration received no letters from the public in opposition or support to the application. No public meetings were held by the applicant or Administration.

The decision made by Calgary Planning Commission (CPC) will be advertised in accordance with the *Municipal Government Act* and is subject to appeal.

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 <u>South Saskatchewan Regional Plan</u> (SSRP), which directs population growth in the region to Cities and Towns and promotes efficient use of land.

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Interim Growth Plan (2018)

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

Municipal Development Plan (Statutory – 2009)

The subject site is located in the Activity Centres – Centre City and at the intersection of two main streets (14 Street SW and 10 Avenue SW), as identified on <u>Map 1: Urban Structure</u> in the <u>Municipal Development Plan</u> (MDP). The applicable MDP policies encourage high-density mixed-use development that support the Centre City as the business and cultural heart of the city. The MDP also encourages the concentration of the highest and tallest buildings along main streets into nodes at the intersections of main streets and major transit streets.

In accordance with city-wide policies, greater housing choices are encouraged in the Centre City and in locations close to jobs and in areas well services by the Primary Transit Network to support transit and emphasize a pedestrian oriented environment. Further, optimization of existing infrastructure and services is encouraged as is the efficient use of land.

Regarding urban design, the MDP policies promote enhancing the public realm and promoting pedestrian use through the coherent and collaborative design of streets, building interfaces and public spaces. The proposed development provides a cohesive design on all three active frontages that promotes pedestrian use and implements Administration's preliminary main street streetscape vision for 14 Street SW and 10 Avenue SW, west of 14 Street SW.

The proposed development is consistent with the MDP, specifically as it proposes high-density development and incorporates a high-quality public realm into the design of the project.

Centre City Plan (Non-statutory – 2007)

Centre City Design – Skyline – Section 7.2 seeks to ensure the design of towers are sited and designed to have a positive contribution to the Calgary skyline. Administration has determined that the placement, massing, shape and materiality of the tower contribute to Calgary's skyline character.

Centre City Design – Gateways – Section 7.3 - The <u>*Centre City Plan*</u> identifies the subject site as a Gateway to the Centre City. Gateways symbolically represent an entry into different areas and should be expressed through a combination of linkage elements (e.g. landscaping, upgraded sidewalk treatments, special lighting, seating, signage and public art, etc.) and built form (e.g. landmark buildings, special building massing and materials, etc.). Public realm and private development at gateway locations should be designed with a view to "marking" these important locations. Administration believes that the enhanced public realm treatment and architectural elements on the northwest corner of the podium and tower convey a sense of entry into the Beltline.

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The *Centre City Plan* identifies both 14 Street SW and 10 Avenue SW as boulevards. Boulevards are intended to be dynamic, high-quality streetscapes with high transit and vehicular volumes and an attractive pedestrian environment that is defined with generous landscaping, street furniture and public art features. This application aligns with this policy, as it implements Administration's preliminary main street streetscape vision for 10 Avenue SW west of 14 Street SW.

Beltline Area Redevelopment Plan (Statutory – 2006)

Urban Mixed-Use Area

The site is located in the Urban Mixed-Use planning policy area (Area C) in the <u>Beltline Area</u> <u>Redevelopment Plan</u> (ARP). This is the highest density precinct in the Beltline and is intended to allow for residential, office and mixed-use development containing retail, residential and office (or any combination thereof).

This development permit fulfils the policy objectives of the Urban Mixed-Use policy area by providing an active retail frontage at-grade and residential units above grade.

Tower and podium design (base, body and top of the building)

The design of the tower provides sufficient variation between the podium, body (middle) and tower top. In particular by:

- Variation in colour palette and the size and proportion of openings between the podium and the tower;
- Stepping back of tower body from the roof of the podium; and
- Reducing floor plate size or upper floors and incorporating rooftop mechanical into building cap and changing of colours at the tower top – providing variety in the massing between the body and top of the towers.

Balcony design

The *Beltline ARP* seeks to promote integrated balconies on tall buildings and discourage "tacked on" balconies protruding from facades of tall buildings. This development permit provides balconies for residential units integrated into the overall design of the project and as an accentuating corner feature in compliance with the *Beltline ARP*.

Transit Oriented Development Policy Guidelines (Non-statutory – 2004)

These guidelines provide direction around development proposed within 600 metres of a Transit station. Key policy objectives for <u>Transit Oriented Development</u> (TOD) areas include provision of transit supportive land uses, densification around transit stations, pedestrian-oriented design and planning for the context of the local community.

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The City has made significant investments in this area with the development of the LRT blue line extension and Sunalta LRT Station, and the subject development permit represents the scale of intensification and design for redevelopment of the Sunalta LRT Station area. This proposal represents the second significant development permit application in the Sunalta LRT Station area, which will serve as a catalyst for redevelopment of the subject site and future redevelopment in the area. The proposed development will provide a high-density transit oriented development with at-grade retail and support services that supports existing infrastructure and public transportation.

Land Use Bylaw 1P2007 (Statutory – 2007)

The subject parcel is designated Centre City Mixed Use District (CC-X) and the proposed development permit application aligns with the overall purpose of the district, as the development provides:

- storefronts along a continuous block face;
- opportunities for commercial uses at-grade and residential on upper floors; and
- a financial contribution to the Beltline Community Investment Fund (BCIF) to offset bonus density.

The proposed FAR for the development is 11.2. In accordance with Part 11, Division 7 of the <u>Land Use Bylaw (1P2007)</u>, bonusing is required for mixed use developments above 8.0 FAR. As such, 3.2 FAR is proposed to be bonused through a financial contribution to the BCIF. Payment to the BCIF in the amount of \$1,674,000 will be submitted prior to release of the permit.

Land Use Bylaw Section	Land Use Bylaw Provisions	Proposed Floor Area Ratio
1166(1)(c)(i)	5.0 FAR	5.0 FAR
1166(1)(c)(ii)	Additional 3.0 FAR for Multi- Residential Development	3.0 FAR
1166(3) & Part 11, Division 7 (1200(b))	Bonus above 8.0 FAR up to maximum of 12.0 FAR	3.2 FAR
Total Proposed FAR:		11.2 FAR

Floor Area Ratio Summary

Administration identified the following relaxations to the Land Use Bylaw 1P2007and after review Administration considers each relaxation acceptable. A response to each relaxation is contained in the table below.

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Bylaw Relaxations		
Regulation	Standard	Provided
53 (1) Rights-of- Way Property Line Setbacks	Required a 5.182 ROW along 14 Street SW.	Plans indicate the parkade encroaching into the west ROW. Relaxation supported: Plans demonstrate 3.5m vertical clearance (underground) between grade and parkade in public realm setback.
1169 Front Setback Area	 (4) The front setback area must have a minimum depth of 3.0 metres and a maximum depth of 6.0 metres for parcels located on the following streets: (k) 13 Street; 	Plans indicate a minimum setback of 2.65m (-0.35m) from 13 Street SW. Relaxation supported: Curb line shifted east into 13 Street SW carriageway to maintain sufficient pedestrian circulation.
1170 Rear Setback Area	 (2) Where the parcel shares a rear property line with: (d) a street, the front setback area requirement referenced in section 1169 applies. 	Plans indicate a minimum setback of 1.28m (-0.22m) from 14 Street SW. Relaxation supported: sufficient room maintained for pedestrian circulation, furnishing zone and public realm enhancements to create an active street edge.
1171 Side Setback Area	 (2) Where the parcel shares a side property line with: (d) a street, the side setback area requirement referenced in section 1169 applies. 	Plans indicate a minimum setback of 1.19m (-0.31m) from 10 Avenue SW. Relaxation supported: Setback deficiency begins at the second floor and does not interfere with pedestrian movement or provision of public trees along 10 Ave SW
1146 Projections into Setback Areas	(5) Eaves may project a maximum of 0.6m	Plans indicate an eave projection of 1.85m (+1.25m) into the east side setback area.

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		Plans indicate an eave projection of 1.44m (+0.84m) into the west setback area. Plans indicate an eave projection of 1.64m (+1.04m) into the north setback area. Relaxations supported: Eaves provide architectural interest and help to create a human scale streetwall
	(6) Landings not exceeding 2.5 square metres, ramps other than wheelchair ramps and unenclosed stairs may project into any setback area.	Plans indicate the residential entrance landing exceeding 2.5 square metres projection into the east setback area. Relaxation supported: Curb line shifted out into 13 Street SW carriageway to maintain sufficient pedestrian circulation.
1172 Floor Plate Restrictions	 (2) In all other locations, each floor of a building located partially or wholly above 36.0 metres above grade, and containing Dwelling Units, Hotel suites or Live Work Units, has a maximum: (a) floor plate area of 650.0 square metres; and (b) horizontal dimension of 37.0 metres. 	 Plans indicate a floor plate area of 749.64m² (+99.64m²) for floors 36m above grade. Plans indicate a horizontal dimension of 38.22m (+1.22m) for floors 36m above grade. Relaxation supported: Application demonstrated: no additional shadow impacts on public realm; feasibility of future adjacent development, and no additional cumulative building mass impacts given the potential build-out of the block.
1151 Amenity Space	(7)(b) have no min. dimensions of less than 2.0 m	Plans indicate various balconies with a dimension less than 2.0m. Relaxation Supported: Overall amenity area requirements exceeded. Provision of

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		large indoor and outdoor common amenity areas on the 3rd floor/podium rooftop.
1156 Screening	When a parcel shares a property line with: (b) a lane, a fence with a max. Height of 2.0 m must be provided for screening along the property line.	Plans do not provide a fence. Relaxation supported: building built to property line and back of house services provided from lane.
Parking	Requires a minimum of 180 parking stalls – residential.	 Plans indicate 169 (-11) parking stalls – residential. Relaxation supported: subject site is within close proximity to primary transit (LRT and bus) 7 stalls were not counted as they did not meet the dimension standards of Section 122 below.
122 Standards for Motor Vehicle Parking Stalls	 (1.1) The minimum width of a motor vehicle parking stall when it abuts a physical barrier, is: (b) 2.85 m when a physical barrier abuts only one side. 	Plans indicate various stalls less than 2.85m when abutting a physical barrier. Relaxation supported: minor column encroachment into stall. Stalls remain functional.

Social, Environmental, Economic (External)

Social

This proposed high-density development will provide additional housing stock and housing diversity in an attractive and convenient location.

Environmental

An environmental site assessment was not required, due to there being no history of contamination associated with this parcel.

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While not seeking LEED or similar accreditation, the building has been designed to meet LEED silver guidelines and with environmental sustainability objectives, as follows:

- 1. the choice of materials (high performance glazing);
- 2. installation of low flow plumbing fixtures;
- 3. energy star appliances;
- 4. waste diversion of construction materials;
- 5. LED lighting; and
- 6. increased choices for active modes of transportation (transit, cycling, walking).

Economic (External)

The proposed development will increase the density of the site considerably, providing a larger base of residents to use surrounding services, amenities and surrounding retail locations.

Financial Capacity

Current and Future Operating Budget

There are no known impacts to the current and future operating budgets.

Current and Future Capital Budget

The proposed amendment does not trigger capital infrastructure investment and therefore there are no growth management concerns.

Risk Assessment

There are no significant risks to the City of Calgary associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

The development is a positive addition to the Beltline and supports the policy objectives for mixed-use intensification around on main streets and near LRT station areas. Therefore, subject to the conditions listed and considering the relaxations noted, Administration considers this application is in alignment with relevant statutory and non-statutory planning policy contained in the *Municipal Development Plan, Centre City Plan, Beltline Area Redevelopment Plan – Part 1, and Transit Oriented Development Policy Guidelines,* and Land Use Bylaw 1P2007. This Development Permit is recommended for approval.

ATTACHMENT(S)

- 1. Development Permit Plans
- 2. Conditions of Approval
- 3. Applicant's Calgary Planning Commission Submission
- 4. Urban Design Review Panel Comments and Applicant Response