ISC: UNRESTRICTED CPC2020-0186

Development Permits in Beltline (Ward 08) 524 and 538 - 10 Avenue SW, DP2019-5667 and DP2019-5668

EXECUTIVE SUMMARY

These applications were submitted by Gibbs Gage Architects on 2019 November 01, on behalf of the developer and landowner Place 10 Residential Corporation and propose:

• a Multi-Residential Development with Retail and Consumer Service uses at grade providing a total of 866 units in two high rise towers 31 and 35 storeys (approximately 112 and 121 metres) tall on 10 Avenue SW between 4 and 5 Streets SW in the Beltline Community.

The proposed towers add a residential population to this area of the Beltline. This residential population when combined with ancillary retail uses at grade will add vibrancy to the local area and complement the underpasses on 4 and 5 Streets SW. The development will provide publically accessible open spaces and landscaping which will contribute to the public realm along the nearby streets and avenue and the design of the towers will provide a positive contribution to the Calgary skyline.

Subject to the conditions attached, both development permits comply with statutory and nonstatutory planning policies contained in the *Beltline Area Redevelopment Plan* (ARP), *Centre City Plan, Development Next to Freight Rail Corridors Policy* and +15 Policy.

The approval recommendation specified below requires an amendment to the *Beltline ARP* to allow a minor increase to the tower floor plate maximum. This policy amendment was reviewed by Calgary Planning Commission on 2020 February 06 and is scheduled for Council Public Hearing and decision on 2020 March 16.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission:

- 1. **RECEIVE AND ACCEPT** this report and attachments for information;
- 2. Recommend the Development Authority, without having to return to Calgary Planning Commission **APPROVE** the following proposed development permit applications subject to the approval of a site-specific amendment to the *Beltline Area Redevelopment Plan* (CPC2020-0081):
 - a) DP2019-5667 for New: Multi-Residential Development (1 building), Retail and Consumer Service at 524 - 10 Avenue SW (Plan 1313019, Block 25, Lot 2) with conditions (Attachment 1); and
 - b) DP2019-5668 for New: Multi-Residential Development (1 building), Retail and Consumer Service at 538 - 10 Avenue SW (Plan 1313019, Block 25, Lot 1) with conditions (Attachment 2).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

This report relates to two development permits for two high rise residential towers designed under a comprehensive scheme, with two respective construction phases:

- DP2019-5667 (East Tower) located at 524 10 Avenue SW, providing 405 units over 31 storeys (approximately 112 metres), with ancillary retail uses at grade; and
- DP2019-5668 (West Tower) located at 538 10 Avenue SW, providing 461 units over 35 storeys (approximately 121 metres), also with ancillary retail uses at grade.

These applications were submitted on 2019 November 01 by Gibbs Gage Architects, on behalf of the developer and landowner Place 10 Residential Corporation.

These development permits are supported by a minor site specific amendment to the *Beltline ARP* floor plate planning policy, taken to Calgary Planning Commission on 2020 February 06.

Based on prior approval in 2014 for two 14 storey office buildings Centron commenced construction of the east office development in 2014 on the east parcel. Due to market conditions in the office sector, Centron has temporarily paused construction at the stage of the podium structure. Given the existing office market conditions, Centron has decided to instead pursue the development of two multi-residential towers on the site. In effect, the major change

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from the office to the multi-residential development is with the tower design, as the underground structure, podium(s), and the related public realm design is similar to the high quality achieved under the prior approved DP(s) for the office development.

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Location Maps



DP2019-5668 west tower

DP2019-5667 east tower Podium partially constructed



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Site Context

The subject parcels (3,700 square metres and 3,490 square metres) comprise a full block fronting 10 Avenue SW between 4 and 5 Streets SW in the Beltline Community. The parcels are located adjacent to the Canadian Pacific Rail (CPR) tracks, with high density development to the south (office towers), west (hotel and residential towers) and the Calgary Parking Authority (CPA) parking structure to the east. Further north beyond the CPR tracks lies a vacant surface parking lot, with Eighth Avenue Place (office towers) beyond.

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

Land Use

The subject parcels are designated as a DC Direct Control District (<u>Bylaw 100D2015</u>). This DC is based on the Centre City Mixed Use (CC-X) District of the Land Use Bylaw, the highest density land use district in the Beltline and allows for larger restaurants in the podium of a tower. Administration highlights the following relaxations to the Land Use Bylaw. Administration has reviewed each relaxation individually and considers each relaxation to be acceptable for the reasons outlined in the table (below).

Bylaw Relaxations – DP2019-5667			
Regulation	Standard	Provided	
1169 Front Setback Area	Where the parcel shares a property line with a street, the front setback area must have minimum and maximum depth as noted. (1)(a) 4 th Street SW Min 1.5 Max 3.0 (2)(c) 10 Av SW Min 1.5 Max 6.0		
1171 Side Setback Area (min.)	 (2) Where the parcel shares a side property line with: (a) an LRT corridor or rail corridor, the side setback area must have a max. depth of 3.0 m; 	Plans indicate the building as being setback 2.95m (-0.05m) from the North property line. Administration considers the building has an appropriate relationship to the CPR tracks, and the footprint of this tower is due to the partial construction of the previous office podium. Administration supportive of relaxation	
1146 Projections into Setback Areas	(5) Eaves may project a maximum of 0.6m,	Plans indicate the South canopy as projecting 0.73m (+0.13m) into the setback area. Administration is satisfied the canopy projection to 10 th Avenue is acceptable and contributes positively to the building design and public realm. Administration supportive of relaxation	
1172 Floor Plate Restrictions	 (1) When located within the area bounded by the CPR tracks, Macleod Trail SE, 12 Avenue and 8 St SW, each floor of a building located partially or wholly above 	Plans indicate the floorplates above 36m as having an area of 998.16m ² (+68.16m ²).	

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	 36.0 metres above grade, and containing Dwelling Units, Hotel suites or Live Work Units, has a maximum: (a) floor plate area of 930.0 square metres; and 	tower separation, does not shadow the public realm, and the design of the tower contributes to the Calgary skyline. There is no adverse impact to visual or residential amenity. Administration supportive of relaxation	
	 (1) When located within the area bounded by the CPR tracks, Macleod Trail SE, 12 Avenue and 8 St SW, 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: (b) horizontal dimension of 44.0 metres. 	Plans indicate the floorplates above 36m as having a horizontal dimension of 46.20m (+2.20m).	
1148 Planting Requirements	(3) Deciduous trees min. caliper of 50 mm, 50.0% of the provided trees must have min. caliper of 75 mm.	Plans indicate a total of 0 (-2) large deciduous trees provided. A Prior to Release condition is attached to address this bylaw deficiency	
Parking (Min)	A total of 14 commercial parking stalls are required.	 Plans indicate a total of 10 (-4) commercial parking stalls provided. Administration supportive of relaxation Note: 3 non-compliant stalls were not counted towards the total provided. 	
	A total of 304 residential parking stalls are required.	 Plans indicate a total of 218 (-86) residential parking stalls provided. Administration supportive of relaxation Note: 10 non-compliant stalls were not counted towards the total provided. 	
	A total of 41 visitor stalls are required.	Plans indicate a total of 7 (-34) visitor stalls provided. Administration supportive of relaxation <i>Note: 1 non-compliant stall was not counted</i> <i>towards the total provided.</i>	

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Bicycle Parking (Min)	A total of 50 Bicycle Stalls – Class 2 are required.	 Plans indicate a total of 20 (-30) Bicycle Stalls – Class 2 are provided. Administration supportive of relaxation Administration is supportive of parking reductions, on the basis of the centre city location of the site, proximity to public transit as well as nearby parking supply (such as the multi-level CPA parkade immediately east of this site). A parking study was submitted and reviewed and these relaxations are in alignment with Council Direction in the Calgary Parking Policies and Downtown Parking Strategy.
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Regulation	Standard	Provided
	Where the parcel shares a property line with a street, the front setback	Plans indicate a portion of the building as being located 15.05m (+9.05m) from 10 Av SW and 15.44m (+12.44m) from 4 th St SW.
1169 Front Setback Area	area must have minimum and maximum depth as noted. (1)(a) 4 th Street SW Min 1.5 Max 3.0 (2)(c) 10 Av SW Min 1.5 Max 6.0	Administration considers the building has ar appropriate relationship to the street, as a generous setback dimension adjacent to 4 th Street provides a good interface for the pedestrian entrance, and retail, and further, will also contribute to bonus plaza space Administration supportive of relaxation
1171 Side Setback Area (min.)	 (2) Where the parcel shares a side property line with: (a) an LRT corridor or rail corridor, the side setback area must have a max. depth of 3.0 m; 	Plans indicate the building as being setback 2.95m (-0.05m) from the North property line Administration considers the building has ar appropriate relationship to the CPR tracks to the north and suitable noise mitigation will be provided by Planning conditions. Administration supportive of relaxation
1146 Projections into Setback Areas	(5) Eaves may project a maximum of 0.6m,	Plans indicate the South canopy as projecting 0.74m (+0.14m) into the setback area. Administration is satisfied the canopy projection to 10 th Avenue is acceptable and

Approval(s): S. Lockwood concurs with this report. Author: G. Webster

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		contributes positively to the building design and public realm.	
		Administration supportive of relaxation	
	(1) When located within the area bounded by the CPR tracks,	Plans indicate the floorplates above 36m as having an area of 998.16m ² (+68.16m ²).	
1172 Floor Plate Restrictions	Macleod Trail SE, 12 Avenue and 8 St SW, 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 930.0 square metres; and	Administration is satisfied that the floor plate of this residential tower maintains adequate tower separation, does not shadow the public realm and the design of the tower contributes to the Calgary skyline. There is no adverse impact to visual or residential amenity (including overlooking). Administration supportive of relaxation	
	(1) When located within the area bounded by the CPR tracks, Macleod Trail SE, 12 Avenue and 8	Plans indicate the floorplates above 36m as having a horizontal dimension of 46.20m (+2.20m).	
	St SW, 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: (b) horizontal dimension of 44.0 metres.	Administration is satisfied that the floor plate of this residential tower maintains adequate tower separation, does not shadow the public realm and the design of the tower contributes to the Calgary skyline. There is no adverse impact to visual or residential amenity.	
		Administration supportive of relaxation	
1148 Planting	(3) Deciduous trees min. caliper of 50 mm, 50.0% of the provided	Plans indicate a total of 0 (-2) large deciduous trees provided.	
Requirements	trees must have min. caliper of 75 mm.	A Prior to Release condition is attached to address this bylaw deficiency	
Parking (Min)		Plans indicate a total of 17 (-3) commercial parking stalls provided.	
	A total of 20 commercial parking stalls are required.	Administration supportive of relaxation Note: 1 non-compliant stalls was not counted towards the total provided.	
	A total of 346 residential parking stalls are required.	Plans indicate a total of 211 (-135) residential parking stalls provided.	
		Administration supportive of relaxation	

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	A total of 47 visitor stalls are required.	 Plans indicate a total of 4 (-43) visitor stalls provided. Administration supportive of relaxation Note: 1 non-compliant stalls was not counted towards the total provided. 	
Bicycle Parking (Min)	A total of 50 Bicycle Stalls – Class 2 are required.	 Plans indicate a total of 20 (-30) Bicycle Stalls – Class 2 are provided. Administration supportive of relaxation Administration is supportive of parking reductions, on the basis of the centre city location of the site, proximity to public transit as well as nearby parking supply (such as the multi-level CPA parkade immediately east of this site). A parking study was submitted and reviewed and these relaxations are in alignment with Council Direction in the Calgary Parking Policies and Downtown Parking Strategy. 	

Density bonusing

The Centre City Mixed Use (CC-X) District is a base district for both subject parcels. In the (CC-X) District, the base density of 5.0 floor area ratio (FAR) can be increased to 8.0 FAR for a mixed use project, and can be further increased from 8.0 to 12.0 FAR with bonus density incentives.

- DP2019-5667 proposes 9.21 FAR;
- DP2019-5668 proposes 10.9 FAR.

Both towers will be mixed use buildings and will provide a publicly accessible private open space / plaza adjacent to 4 and 5 Streets, with the remaining FAR addressed through a credit of the previously provided Beltline Community Investment Fund (BCIF) contribution from the previously approved eastern office tower application.

The publicly accessible private open space / plazas will be provided at grade to the east and west of the residential towers and will contain an area for residents and members of the public. In line with planning policy, the costs of construction of the publicly accessible private open space were verified by a third-party cost consultant and are acceptable to Administration.

Administration considers it appropriate to credit the BCIF payment from the previous office tower to both residential towers as:

- The original 14 storey office tower development was not fully realised (as only a partially built podium is visible);
- The BCIF payment relates to the similar development, by the same landowner, developer and applicant team; and
- The BCIF payment combined with the provision of the publicly accessible private open space will address all required bonusing for these development permits.

Site, Building and Landscaping Design

The proposed towers add a residential population to this area of the Beltline. This residential population when combined with ancillary retail uses at grade will add vibrancy to the local area and complement the underpasses on 4 and 5 Streets. The development will provide publicly accessible open spaces and landscaping which will contribute to the public realm along the nearby Streets and Avenue and the design of the towers will provide a positive contribution to the Calgary skyline.

The subject development permits propose multi-residential developments providing a total of 861 units in two high rise towers, with commercial uses in the podium of the towers.

Tower material palette

The towers are faced with charcoal coloured metal panels and white metal panels, accentuated with wood effect metal panels on the side elevations.

White metal panels and wood effect metal panels provide material finishes at the tops of the towers (with roof features on both towers illuminated at night).

The glazing in the towers is a combination of tinted vision glass and light grey painted glass.

Projecting balconies are proposed, with recessed balconies on the side elevations of both towers.

Podium material palette

The podium will be faced with grey textured brick, with columns faced with grey stone cladding, canopies project to the front and side elevations and are treated with wood effect metal panels on their underside.

The podium is glazed with clear, white and light grey glazing, with individual entrances to retail units.

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Dwelling unit mix

The bedroom count in the development permits is summarised as follows:

Bedrooms	East tower (DP2019-5667) 31 Storeys	West tower (DP2019-5668) 35 Storeys	Totals (both towers)
One	290	330	620
Тwo	115	131	246
	Total tower 1: 405	Total tower 2: 461	866

Amenity space

Amenity space for residents is provided at grade (also serving as publicly accessible private open spaces), with an outdoor / roof top private amenity space on the third floor (accessible via the elevator cores from both residential towers) finished with artificial turf, seating and barbeques.

The west tower has an additional roof top amenity space and dog amenity area on the third floor (accessible via the elevator core and through the indoor amenity space).

Private amenity space is provided with balconies to each residential unit, and private terraces serving select units on levels three and four of the towers.

Landscaping

The east tower (DP2019-5667) provides 26 trees and 54 shrubs at grade. Green ash trees front 10 Avenue SW, with ornamental shrubs and grasses set behind retaining walls on 4 Street SW. Shrubs are planted rear of the site, adjacent to the CPR tracks.

The west tower (DP2019-5668) provides 29 trees and 35 shrubs at grade. Green ash trees front 10 Avenue SW, with trembling aspen and white spruce trees facing 5 Street SW. Shrubs are planted rear of this site, adjacent to the CPR tracks.

Environmental

There are no environmental concerns associated with these development permits.

Utilities and Servicing

Water, sanitary and storm water mains are available to service the development. A development site servicing plan will be required prior to release of this development permit.

Transportation

Site access and traffic

The location of the vehicular access replicates the access from the previously approved office towers, with a mid-block point of access on 10 Avenue SW leading to a turning area, with 2 loading stalls and waste and recycling providing at grade to the side elevation of the podium of each tower.

Vehicle and bicycle Parking

A four level parkade (accessed from the turning area) is provided for each tower, with visitor residential stalls and commercial stalls on level 1, with residential stalls for the residential units on levels 2 to 4.

Bicycle parking is provided at grade within the podium of each tower. On the east tower the bike storage room is located to the rear of the floor plan (behind the elevator core, with bike access either to the rear of the floor plan to the parkade ramp or west through corridors to a residential access point). On the west tower bike parking is on the south eastern corner of the tower, (with access to grade through internal doors to the south). A parking study was supplied by the applicant, and the findings approved by Transportation Planning.

Application Review

Administration considers that the proposed multi-residential towers will provide increased vibrancy and vitality to this area of the Beltline, and the design of the towers creates a positive contribution to the centre city. Minor refinements were made to the original submission to provide further differentiation between vehicles and pedestrians in the turning area (through the use of a rolled curb, bollards and subtle differences in the material palette).

City Wide Urban Design

The proposed development was reviewed by the City Wide Urban Design team through the CPAG review process. City Wide Urban Design provided comments on the application as part of the review and is supportive of the responsiveness of the applicant on urban design elements and the overall design outcome.

Urban Design Review Panel (UDRP)

A circulation to and comments from the UDRP was not required as the multi-residential DPs have retained a similar quality to the previously approved office DPs. Therefore, the subject DPs were solely circulated to City Wide Urban Design.

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Stakeholder Engagement, Research and Communication

In keeping with Administrations standard practices, both applications were circulated to relevant stakeholders, with notices posted on site and advertised online.

The final decision of 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 of a land use bylaw rule, or any of the conditions of approval.

Beltline Neighbourhood Association had no comments on either application.

One letter of objection was received with respect to DP2019-5667, raising concerns about lack of demand for high rise residential development and increases to density in this area of the Beltline, combined with a perceived lack of investment by City Council in this community.

Administration notes the concerns raised, however high density residential development is intended within this area of the Beltline, Council's priorities for investment are set as part of budget deliberations and seek to balance investment across communities city wide.

Strategic Alignment

Administration considered the proposal against relevant planning policies listed below and found the proposal to be acceptable.

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 the efficient use of land.

Interim Growth Plan (2018)

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

Municipal Development Plan (Statutory – 2009)

The subject site is situated in the Centre City area as shown on <u>Map 1: Urban Structure</u> of the <u>Municipal Development Plan</u>.

Beltline Area Redevelopment Plan (Statutory - 2006)

Design direction

Design direction in the <u>Beltline Area Redevelopment Plan</u> (ARP) seeks to provide differentiation between the base (podium), body (tower) and top of high rise towers. Administration considers there is sufficient variation in the material palate, use of canopies, use of colour (particularly in the side elevations) and variation in the form at the top of the tower, as well as the illumination of the top of the tower to ensure both residential towers comply with this design direction.

Floor plate, tower separation and shadowing

The floor plates of both residential towers will be approximately 998 square metres. This has necessitated a minor amendment (increase) from 930 to 1,000 square metres, to the *Beltline ARP*. Administration considers this to be an acceptable increase as it has no undue impact within the site, or on adjacent sites, as outlined in the following paragraphs of this section.

The *Beltline ARP* seeks to provide adequate tower separation between residential towers by providing 24 metres between residential towers above 36 metres of height. These development permits comply with tower separation requirements by providing 49 metres between the east and west residential towers.

The shadow study provided by the applicant demonstrates these residential towers will not cast shadows on any protected City parks or public spaces. As such, the proposals will have no adverse shadow impacts and comply with the *Beltline ARP* shadowing requirements.

Wind study

The wind study provided by the applicant demonstrated the proposed residential towers (individually and cumulatively) will create no adverse wind impacts for pedestrians at grade along adjacent streets and avenues, users of the publicly accessible private open space or residents using the amenity space on the rooftop of the podium. As such these development permits comply with the *Beltline ARP* policies on wind impacts.

Centre City Plan (Non-Statutory – 2007)

The <u>Centre City Plan</u> contains design direction for tall buildings, seeking to promote a positive impact on the Calgary skyline.

By virtue of their height, the residential towers will largely be screened by other high-rise buildings from the north, west and south. However, the residential towers will be visible from certain viewpoints, in particular, from the west. Due to differentiation in materials at the tops of the towers (with white and wood effect metal panels), combined with variation in form and illumination of the tower tops, Administration considers these development permits complement

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the Calgary skyline and surrounding tall buildings – in compliance with design direction in the *Centre City Plan*.

Development Next to Freight Rail Corridors Policy (Non-Statutory)

The subject parcels are adjacent to the CPR tracks (immediately north of the residential towers) and were reviewed against the <u>Development Next to Freight Rail Corridors Planning Policy</u>. By virtue of the size of the parcels, and as the two towers will be structurally independent, no site specific risk assessment was required and no rail safety mitigation measures are required by these development permits.

As per the policy, Administration requested a noise study be provided by the applicant to ensure future residents of the residential towers would not be adversely affected by noise associated with the railway north of the sites. The applicant provided a noise study which noted that noise levels to living spaces (specifically bedrooms and lounge areas) would exceed the acceptable noise levels noted in the planning policy. As such noise mitigation is recommended and is included as a prior to release conditions on both development permits.

+15 Policy (Non-Statutory -1984) - specific to the east tower (DP2019-5667)

The subject parcels lie within the +15 boundary as identified in the <u>+15 Policy</u>. As the subject parcels are a DC Direct Control District based on the CC-X land use district, the residential towers were not eligible to receive a density bonus with provision of a +15 bridge (unlike other land use districts such as CR20). However, as part of the previous office development Centron proposed a +15 bridge from the eastern extent of the previous office building over 4 Street SW to the adjacent parkade. This +15 bridge forms a separate development permit, which remains active as of the date of writing this report. The internal arrangement of the east residential tower (DP2019-5667) has considered the previous approval of the +15 bridge and is configured to receive/propose a +15 bridge at a future date, should this be beneficial to the owner/developer, however the +15 bridge does not form part of the subject (east site) DP2019-5667.

Social, Environmental, Economic (External)

None relevant to these development permits.

Financial Capacity

Current and Future Operating Budget

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

Current and Future Capital Budget

These development permits do not trigger any capital infrastructure investments and therefore there are no growth management concerns.

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Risk Assessment

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

REASONS FOR RECOMMENDATIONS:

The proposed towers add a residential population to this area of the beltline. This residential population when combined with ancillary retail uses at grade will add vibrancy to the local area and complement the underpasses on 4 and 5 Streets. The development will provide publicly accessible open spaces and landscaping which will complement the public realm on nearby Streets and Avenues and the design of the towers will provide a positive contribution to the Calgary skyline.

The development permits align with statutory and non-statutory planning policy contained in in the *Beltline Area Redevelopment Plan (ARP)*, *Centre City Plan, Development next to Freight Rail Corridors Policy* and +15 Policy.

ATTACHMENT(S)

- 1. DP2019-5667 Conditions of Approval
- 2. DP2019-5668 Conditions of Approval
- 3. Applicant's Submission and Development Permit Plans