

Planning & Development Report to
Calgary Planning Commission
2021 April 22

ISC: UNRESTRICTED
CPC2021-0421
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**Policy Amendment and Land Use Amendment in Beltline (Ward 8) at 1422 – 17
Avenue SW, LOC2019-0100**

RECOMMENDATION(S):

That Calgary Planning Commission recommends that Council:

1. Refuse the proposed bylaw for the amendments to the Beltline Area Redevelopment Plan, and abandon the proposed Bylaw (Attachment 3).
2. Refuse the proposed bylaw for the redesignation of 0.22 hectares ± (0.55 acres ±) located at 1422 – 17 Avenue SW (Plan A1, Block 116, Lots 3 to 8) from Centre City Commercial Corridor District (CC-COR) to DC Direct Control District to accommodate the additional use of Drive Through, and abandon the proposed Bylaw (Attachment 4).

RECOMMENDATION OF THE CALGARY PLANNING COMMISSION, 2021 APRIL 22:

That Council hold a Public Hearing; and

1. Refuse **Proposed Bylaw 24P2021** for the amendments to the Beltline Area Redevelopment Plan, and abandon the proposed Bylaw (Attachment 3).
2. Refuse **Proposed Bylaw 80D2021** for the redesignation of 0.22 hectares ± (0.55 acres ±) located at 1422 – 17 Avenue SW (Plan A1, Block 116, Lots 3 to 8) from Centre City Commercial Corridor District (CC-COR) to DC Direct Control District to accommodate the additional use of Drive Through, and abandon the proposed Bylaw (Attachment 4).

Opposition to Recommendations:

Against: Commissioner Scott, Commissioner Pollen, Councillor Gondek, and Councillor Woolley.

Excerpt from the Minutes of the 2021 April 22 Regular Meeting of the Calgary Planning Commission:

“Moved by Councillor Woolley

That with respect to Report CPC2021-0421, the following be approved:

That Calgary Planning Commission accept the letters of support for the Corporate Record and forward on with the report and attachments to Council

MOTION CARRIED

Moved by Councillor Woolley

That with respect to Report CPC2021-0421, the following be approved:

That Calgary Planning Commission recommend that Council:

1. Give three readings to the proposed bylaw for the amendments to the Beltline Area Redevelopment Plan (Attachment 3); and
2. Give three readings to the proposed bylaw for the redesignation of 0.22 hectares ± (0.55 acres ±) located at 1422 – 17 Avenue SW (Plan A1, Block 116, Lots 3 to

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8) from Centre City Commercial Corridor District (CC-COR) to DC Direct Control District to accommodate the additional use of Drive Through (Attachment 4).

ROLL CALL VOTE:

- For: (4) Commissioner Scott, Commissioner Pollen, Councillor Gondek, and Councillor Woolley
- Against: (5) Commissioner Landry, Commissioner Mortezaee, Commissioner Sonogo, Director Tita, and Director Vanderputten

MOTION DEFEATED

Pursuant to Section 134(a) of Procedure Bylaw 35M2017 Councillor Woolley requested that the Lost Motion be forwarded to the 2021 May 31 Combined Meeting of Council.”

HIGHLIGHTS

- This application was presented to Calgary Planning Commission (CPC) on 2021 February 04. At that meeting CPC referred the application back to Administration to provide additional guidance, in the form of DC District rules and amendments to the *Beltline Area Redevelopment Plan (ARP)*, for the development of a drive through on this site.
- Administration is still recommending refusal of the proposed ARP amendments and land use amendments as the proposal does not align with the direction to support the development of a pedestrian-oriented Main Street along 17 Avenue SW.
- What does this mean to Calgarians? Refusal of this proposal would protect the pedestrian-oriented mixed-use environment of 17 Avenue SW Main Street. Pedestrian safety and comfort along 17 Avenue SW are a priority to realize a vibrant 17 Avenue Main Street.
- Why does this matter? The proposed policy amendments to the *Beltline ARP*, and DC District were reviewed and revised with minor changes as supported by the applicant. The proposal does not support a pedestrian-oriented environment or reflect the approximately \$46 million investment already made by The City to implement the 17 Avenue SW Construction Project. Though drive throughs may be supported elsewhere in the city, the use is not appropriate in this location.
- There is no previous Council direction regarding this proposal.
- Strategic Alignment to Council’s Citizen Priorities: A city of safe and inspiring neighbourhoods.

DISCUSSION

This policy and land use amendment, in Beltline, was submitted by IBI Group on 2019 June 25 on behalf of the landowners, McDonalds Restaurants of Canada Limited. The 0.22 hectare site is located mid-block on the north side of 17 Avenue SW, just east of 14 Street SW.

On 2021 February 04, a proposed policy and land use amendment for a DC District were brought forward to CPC with a recommendation of Refusal from Administration. The application was referred back to Administration by CPC, to provide detailed guidance for development of a

Approval: S. Lockwood concurs with this report. Author: K. Bahl
City Clerks: A. Degrood

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Drive Through, should CPC and Council choose to approve the policy and land use amendment application. In general, the referral motion (Attachment 9) directs Administration to prepare a DC District and policy amendments to the *Beltline ARP*, to address developing a new drive through on the site.

Administration has worked with the applicant to develop additional policies and regulations that would be appropriate for this site. As the applicant was explicit in their intention to maintain the 17 Avenue SW vehicle access as proposed in their development concept, the proposed policy amendments and minor additions to the DC District reflect this discussion.

The proposed amendments to the *Beltline ARP* (Attachment 3) have been revised to include additional policies that:

- direct the building to be oriented towards 17 Avenue SW and have a high degree of transparency;
- minimize driveway widths to reduce pedestrian and mobility conflict;
- require varied textures and high-quality building materials to improve the pedestrian experience;
- support the provision of a generous, continuous, unobstructed sidewalk supported by high quality landscaping;
- enhance the interface between the building and the public realm;
- increase site security through design strategies such as greater permeability between public and private space, lighting, urban plaza and patio placement; and,
- require a Crime Prevention Through Environmental Design Assessment (CPTED) and Transportation Impact Assessment (TIA) at the time of development permit application, to identify site safety and access concerns. Any identified concerns are to be addressed to the satisfaction of the Development Authority.

The proposed DC District (Attachment 4) has been revised to include the following rules to optimize the active building frontage along the sidewalk:

- the length of the building façade that faces 17 Avenue SW must be a minimum of 60 per cent of the property line; and
- unobscured glass must occupy a minimum of 65 per cent of the façade adjacent to 17 Avenue SW allowing for views into and out of the building.

Transportation

Following the CPC referral motion, Transportation Planning refocused their attention on the referral item 1.c. and re-evaluated the access and egress options to make recommendations in consideration of pedestrian safety and traffic flow (Attachment 2). A Transportation Impact Assessment was submitted to Administration on 2021 March 16, that reviewed two access scenarios. The first was to permit a right-in right-out access at 17 Avenue SW and an all-turns access at 16 Avenue SW. The second scenario was to permit an all-turns access at 16 Avenue SW only. Administration recommends access and egress to the site be provided at 16 Avenue SW only, as per the second scenario as this follows the City's policy direction. The applicant did not support 16 Avenue SW access only, which is reflected in the proposed policy and DC District. While this is not an ideal outcome, one technical option for egress could be a directional "right-out only" at 17 Avenue SW. This would be a possible option to reduce conflict and risk to

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pedestrians and active mode users along 17 Avenue SW. All turns access to 17 Avenue SW is not supported.

Although some changes have been made to the proposed policy amendments and the DC District, these changes will not mitigate the long term impacts of a drive through intersecting with 17 Avenue SW, which is a neighbourhood Main Street. Administration continues to recommend refusal for the reasons outlined in the previous report to CPC (CPC2021-0055, Attachment 1).

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- Outreach was undertaken by the Applicant
- Public/Stakeholders were informed by Administration

Applicant-Led Outreach

In addition to the original community outreach, as outlined in Attachment 1, a web portal was set up with information about the proposal by the applicant, and an online virtual engagement was held on 2021 March 11. The updated Applicant Outreach Summary can be found in Attachment 8.

Through the web portal, the applicant received four responses against and two responses in favour of the application. The concerns raised with the proposal were:

- The existing drive through access from 17 Avenue SW causes vehicle/pedestrian conflicts and the only way to mitigate this is to remove access from 17 Avenue SW.
- The building concept does not do enough to activate the pedestrian realm.
- Drive through is not an appropriate use in this location and sets a dangerous precedent for other developments on 17 Avenue SW.

The responses in support of the application stated:

- Satisfaction that the site would improve from its current.
- Restricting access would negatively impact the property value.
- An anchor business should be supported at the west end of 17 Avenue SW Main Street.

City-Led Outreach

The original outreach by Administration is outlined in Attachment 1, in keeping with Administration's practices. For this referral, Administration ensured that previously engaged stakeholders were aware of the online virtual engagement event hosted by the applicant and encouraged stakeholders to submit comments both to the applicant and Administration. Administration also attended the virtual engagement event to answer process questions from participants.

The Beltline Neighbourhood Association provided a new letter in opposition of the proposal on 2021 April 06. Several concerns are identified within their response (Attachment 5) including, but not limited to, the following:

- Inappropriateness of Drive Through use in urban setting.
- Pedestrian safety concerns.

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- Urban format has not been considered in the development concept.
- Updated proposal does not address CPC's referral and expectation that this application is evaluated for its merits.

The Sunalta Community Association provided a new letter in opposition of the proposal on 2021 April 05. Several concerns are identified within their response (Attachment 6) including, but not limited to, the following:

- Auto-centric proposal is contrary to the policy and desires of increasing the mixed-use, walkable and urban fabric of the area.
- Insufficient pedestrian realm interface.
- Changes do not meaningfully address the conflicts between modes of transport currently experienced with the driveway crossing the sidewalk.

Due to the CPC referral motion, Administration also returned to the Urban Design Review Panel (UDRP) on 2021 March 03 for further discussion on this application. UDRP maintains their position of not supporting this application as there have been no proposed site changes since the original submission. UDRP provided an updated assessment based on the revisions made to the proposed policy and DC District (Attachment 7).

IMPLICATIONS

Social

The proposed application does not meet the vision of the *Beltline ARP* to provide a pedestrian-oriented Main Street for the community.

Environmental

This application does not include any features that specifically address objectives of the [Climate Resilience Strategy](#). The proposed land use enables development that would be contrary to active transportation objectives, which can deliver climate and GHG reduction benefits through low or zero emission transportation modes.

Economic

This application seeks to allow for the development of a drive through on the subject site which is not supported by existing Council policy. Allowing for an auto-oriented use would be a less efficient use of infrastructure and services than a more intensive redevelopment of this site with a pedestrian-oriented frontage.

Service and Financial Implications

No anticipated financial impact

RISK

There are no known risks associated with this proposal.

ATTACHMENT(S)

1. CPC2021-0055 Report
2. Transportation Evaluation

Item #

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3. **Proposed Bylaw 24P2021**
4. **Proposed Bylaw 80D2021**
5. Neighbourhood Association Response
6. Community Association Response
7. Urban Design Review Panel Comments
8. Applicant Outreach Summary
9. Calgary Planning Commission's Referral Motion
10. **Letters of Support**

Department Circulation

General Manager	Department	Approve/Consult/Inform

Report from February 4, 2021 CPC Meeting

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Policy Amendment and Land Use Amendment in Beltline (Ward 8) at 1422 – 17 Avenue SW, LOC2019-0100

RECOMMENDATION(S):

That Calgary Planning Commission recommends that Council:

1. Refuse the proposed bylaw for the amendments to the Beltline Area Redevelopment Plan (Attachment 2).
2. Refuse the adoption of the proposed bylaw for the redesignation of 0.22 hectares ± (0.55 acres ±) located at 1422 – 17 Avenue SW (Plan A1, Block 116, Lots 3 to 8) from Centre City Commercial Corridor District (CC-COR) to DC Direct Control District to accommodate the additional use of Drive Through, and abandon the proposed Bylaw (Attachment 3).

HIGHLIGHTS

- This application seeks to redesignate the subject property to a DC Direct Control District to formally recognize the existing drive through on site and accommodate future redevelopment with the additional use of Drive Through.
- The existing drive through is a legal non-conforming use, as Drive Through is not a listed use in the existing CC-COR District. The CC-COR District is intended to be characterized by storefronts along a continuous block face and is supported by existing policy.
- Administration is recommending the refusal of the proposed DC Direct Control District, and associated policy amendment required to allow for a drive through at this location, as the proposal is in contravention of the *Land Use Bylaw 1P2007, Beltline Area Redevelopment Plan (ARP)*, the *Centre City Plan (CCP)* and the *Municipal Development Plan (MDP)*.
- What does this mean to Calgarians? Refusal of this proposal is consistent with the previous direction provided by Council for Main Streets and development of pedestrian-oriented mixed-use areas in the Beltline. The integrity of the Main Street should be upheld to create a walkable, pedestrian focused retail and residential experience. Drive Through facilities are not encouraged on Main Streets in Calgary nor are they typically encouraged within high density neighbourhoods across Canada and North America.
- Why does this matter? The proposal does not support a pedestrian-oriented environment, or reflect the approximately \$46 million investment already made by The City to implement the 17 Avenue SW Streetscape Master Plan. Though a drive through may be supported elsewhere in the city, it is not appropriate in this location. Calgary Police Services have noted, through a Crime Prevention Through Environmental Design (CPTED) review, that a drive through has crime, nuisance and safety related issues connected to its operations and location within the Beltline.
- Administration advises both CPC and Council that should a new drive through be supported, a referral back to Administration is required to determine and draft land use bylaw regulations as well as an amendment to the *Beltline ARP*, to address at a minimum:
 - the impacts of a drive through on 16 and 17 Avenues SW;
 - noise impacts on adjacent residences;

Approval: **S. Lockwood** concurs with this report. Author: **K. Bahl**

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- the width, design, and number of driveway crossings to limit impact on the pedestrian environment, and optimize pedestrian safety;
- design and location of surface parking; and
- ensure that redevelopment of this site contributes to the pedestrian-oriented character of the street.
- There is no previous Council direction regarding this proposal.
- Strategic Alignment to Council's Citizen Priorities: A city of safe and inspiring neighbourhoods

DISCUSSION

This land use amendment in the Beltline community was submitted by IBI Group on 2019 June 25, on behalf of the landowners, McDonald's Restaurants of Canada Limited. The 0.22 hectare site is located mid-block on the north side of 17 Avenue SW, just east of 14 Street SW.

The proposed DC Direct Control District is based on the CC-COR District with the additional discretionary use of Drive Through. The existing site is developed with a one-storey stand-alone building operating as a Restaurant Food Service Only with a non-conforming drive through. The drive through was approved in 1984 as a drive-in facility when the land use district of C-3 from Bylaw 2P80 included this use. The *Beltline ARP* was adopted in 2006 with a policy specifically to not permit drive through uses in Urban Mixed-Use Areas, including this site. With the adoption of the 1P2007 Land Use Bylaw, the parcel was redesignated CC-COR District in alignment with the *Beltline ARP*, and the drive through became a legally existing non-conforming use. The *Municipal Government Act* states that a non-conforming use may continue, but if it is discontinued for more than 6 months or the site is significantly redeveloped, the use of the land or building must conform with the Land Use Bylaw.

Administration's recommendation for refusal is based on the following:

1. Support for a drive through use along a Neighbourhood Main Street contradicts the City's current policies. The proposal does not comply with the applicable rules and policies of the Land Use Bylaw, MDP, CCP or the *Beltline ARP*. The proposed application would severely limit the site's potential to achieve a walkable, pedestrian focused retail and residential experience through redevelopment of the site if a drive through should be redeveloped on the site. The proposed application is in contravention of the following:
 - *Beltline ARP*, Policy 4.3.2.i, states that no new drive through facilities are permitted in Urban Mixed-Use Areas;
 - CCP, Policy 4.2.12, recognizes the impact that noise has on residential liveability and consider measures to minimize the impact;
 - MDP, Policy 3.4.3.g, states that auto-oriented uses and designs that generate high volumes of traffic, consume large amounts of land in a low-density form, require extensive surface parking, drive throughs or create negative impacts for pedestrian travel and access should be discouraged; and
 - Land Use Bylaw, the proposed base district of CC-COR is intended to have storefronts along a continuous block face.

Approval: S. Lockwood concurs with this report. Author: K. Bahl

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2. The proposal does not meet the intent of the base district (CC-COR District) which is characterized by storefronts along a continuous block face and a drive through on this site may require significant relaxations due to its proximity to a multi-residential district.
3. The subject site is located on 17 Avenue SW, one of Calgary's Neighbourhood Main streets, and proposed developments should complement the pedestrian realm.

No development permit application has been submitted at this time. However, the applicant has prepared a development concept for a Restaurant Food Service Only - Medium with Drive Through that has been shared with Administration and the community (Attachment 4). This concept is subject to change.

A detailed planning evaluation of the application, including location maps and site context, is provided in Attachment 1, Background and Planning Evaluation.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- Outreach was undertaken by the Applicant
- Public/Stakeholders were informed by Administration

Applicant-Led Outreach

As part of the review of the proposed land use amendment application, the applicant was encouraged to use the [Applicant Outreach Toolkit](#) to assess which level of outreach with public stakeholders and the Neighbourhood Association was appropriate. The Applicant Outreach Summary can be found in Attachment 7.

City-Led Outreach

In keeping with Administration's practices, this application was circulated to stakeholders, notice posted on-site and published [online](#), and notification letters were sent to adjacent landowners.

The Beltline Neighbourhood Association provided letters in opposition on 2020 June 10 and 2021 January 18 (Attachment 5) identifying the following concerns:

- the *Beltline ARP* prohibits new drive through facilities as they do not fit with the pedestrian-focused vision for 17 Avenue SW or the Beltline;
- the CC-COR District specifically does not include drive through as the district is intended to be characterized by storefronts along a continuous block face;
- the location of the drive through speaker would be in close proximity to residential uses;
- concerns with the double order boards and queuing overflowing onto adjacent streets; and
- vehicular access across the pedestrian realm on 17 Avenue SW causes a dangerous disruption to pedestrian movements, particularly near 14 Street SW.

Administration has considered the relevant planning issues specific to the application and has determined the proposal to be inappropriate.

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Following Calgary Planning Commission, notifications for Public Hearing of Council will be posted on-site and mailed to adjacent landowners. In addition, Commission's recommendation and the date of the Public Hearing will be advertised.

IMPLICATIONS

Social

The proposed application does not meet the vision of the *Beltline ARP* to provide a pedestrian-oriented Main Street for the community. The development concept has been reviewed for Crime Prevention Through Environmental Design (CPTED) principles by Calgary Police Service at the pre-application and land use stage, who have raised concerns that the location and operations of a drive through creates crime, noise and safety impacts for adjacent residents.

Environmental

This application does not include any features that specifically address objectives of the [Climate Resilience Strategy](#). The proposed land use enables development that would be contrary to active transportation objectives, which can deliver climate and GHG reduction benefits through low or zero emission transportation modes.

Economic

This application seeks to allow for the development of a drive through on the subject site which is not supported by existing Council policy. Allowing for an auto-oriented use would be a less efficient use of infrastructure and services than a more intensive redevelopment of this site with a pedestrian-oriented frontage.

Service and Financial Implications

No anticipated financial impact

RISK

There are no known risks associated with this proposal.

ATTACHMENT(S)

1. Background and Planning Evaluation
2. Proposed Amendment to the Beltline Area Redevelopment Plan
3. Proposed DC Direct Control District
4. Applicant Submission
5. Neighbourhood Association Letter
6. Urban Design Review Panel Comments
7. Applicant Outreach Summary

Department Circulation

General Manager (Name)	Department	Approve/Consult/Inform

Approval: S. Lockwood concurs with this report. Author: K. Bahl

Background and Planning Evaluation

Background and Site Context

Situated along 17 Avenue SW and east of 14 Street SW, the site is centrally located along one of Calgary's active Neighbourhood Main Streets where there has been tremendous amounts of effort and investment in the implementation of the 17 Avenue Streetscape Master Plan to improve the pedestrian realm. The site is approximately 0.22 hectares in size and is approximately 40 metres wide by 54 metres long. The site fronts onto both 16 and 17 Avenues SW. Surrounding development is characterized by a mix of commercial developments to the south, east and west, with multi-residential development to the north.

The site is ideally located to accommodate mixed-use or commercial development that fronts onto 17 Avenue SW to complement a number of existing amenities in close proximity in the Greater Downtown.

Community Peak Population Table

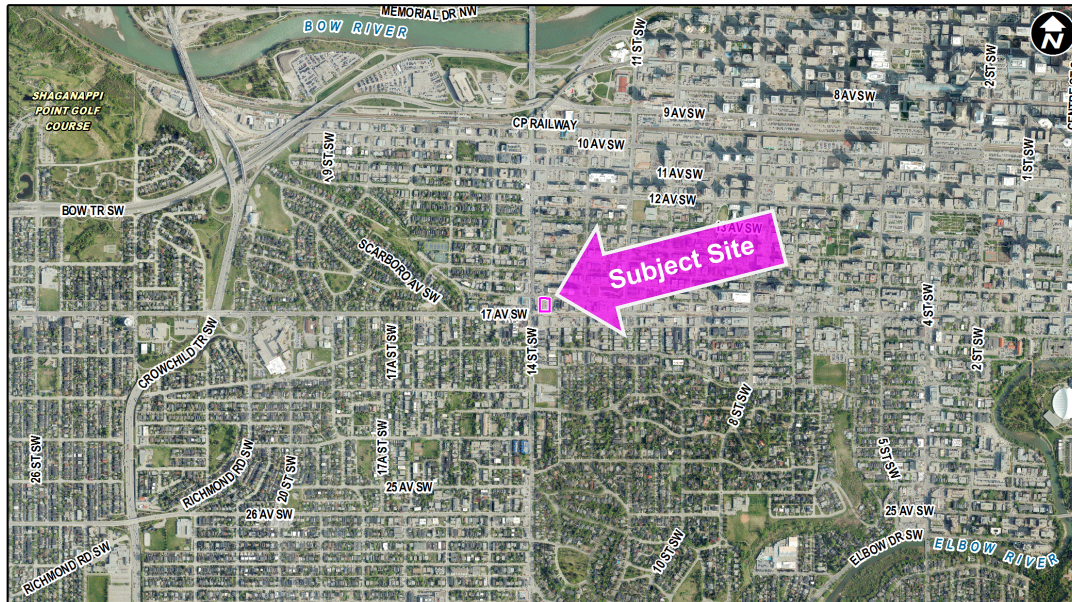
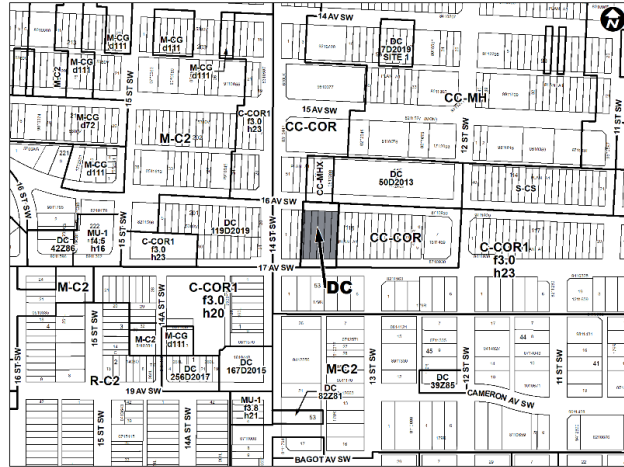
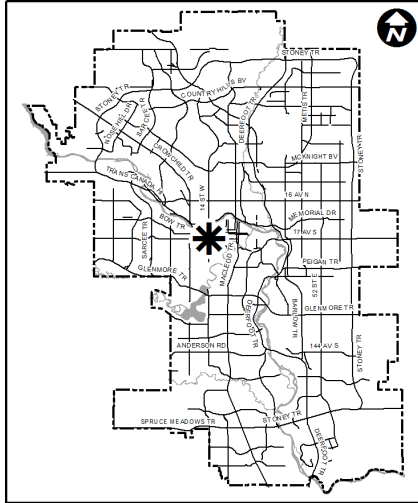
As identified below, the community of Beltline reached its peak population in 2019, and the population has remained the same.

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 online through the [Beltline Community Profile](#).

Location Maps





Previous Council Direction

None.

Planning Evaluation

Land Use

The existing CC-COR District accommodates commercial developments on both sides of the street, storefronts along a continuous block face and opportunity for commercial uses on the ground floor of buildings and residential and office uses on the upper floors. CC-COR allows for a maximum of between 3.0 and 7.0 floor area ratio (FAR), depending on the uses proposed and whether density bonusing is pursued. There is no maximum height in CC-COR District.

The proposed DC Direct Control District is based on the CC-COR District with the additional use of Drive Through. The current owners and applicant had formal pre-application meetings with Administration in December 2016, and again in April 2018, where they received preliminary feedback based on their proposal to amend the *Beltline ARP* and redesignate the site to allow for a drive through. Since 2016, clear direction was provided by Administration that the proposal would not be supported as it did not meet the Main Street goals of the MDP, *Beltline ARP* or the intent of the CC-COR District in the Land Use Bylaw. The parcel is subject to the regulations for the entirety of the parcel, including both 17 and 16 Avenue SW frontages. With 17 Avenue SW being the focus of the MDP, Administration suggested that limiting vehicle access to 16 Avenue SW would allow for either a continuous building face or for a publicly accessible patio amenity on 17 Avenue SW, which Administration was willing to consider with supporting regulations and policy. Since the proposal was submitted, the applicant has not brought forward any changes to the DC Direct Control District or policy amendment to the *Beltline ARP* to reflect these discussions or address the concerns raised by Administration. The development concept in

included in the Applicant Submission (Attachment 4) has also not been revised since these discussions.

The proposed application is not supported by Administration as drive throughs are specifically not permitted through a policy in the *Beltline ARP* and not supported by Main Streets policy in the MDP. A drive through may require a substantial Land Use Bylaw relaxation as outdoor speakers cannot be located within 23.0 metres of a property line of a parcel that is designated a residential district (a multi-residential district is located directly north across 16 Avenue SW from this property). The proposal also represents a significant underbuilding of the site that does not enable efficient use of land or infrastructure.

Development and Site Design

This is a proposal for a land use redesignation and does not include a concurrent development permit application. If the proposed DC Direct Control District were to be approved, a development permit would need to be submitted. The development application would then be evaluated against the applicable land use policies, the rules of the proposed DC District, and feedback from the Urban Design Review Panel (UDRP). The application would need to address considerations such as building height, massing, landscaping, access, and parking. Additional items to be considered through the development permit process include, but are not limited to:

- ensuring building and site design allow for future expansion;
- mitigation of future drive through and parking lot design;
- ensuring active building frontages that prioritize pedestrian connections from public sidewalks;
- extensive site landscaping with the retention of the existing mature vegetation, where possible; and
- how the proposed development addresses green building, climate resiliency and adaptation considerations.

The design of the site is critical due to a multi-residential development directly north of the subject site. Locating a drive through and speakers at the north end of the site as shown in the Applicant Submission (Attachment 4) may have negative impacts on the adjacent residents such as noise, and air pollution, particularly in the evening during the summer months.

Crime Prevention Through Environmental Design (CPTED)

The development concept has been reviewed for Crime Prevention Through Environmental Design (CPTED) principles by the Calgary Police Service (CPS) at the pre-application and land use stage. While a number of concerns have been raised, the review of the application before Committee and Council can only focus on whether the use is appropriate for the site and whether the appropriate site design regulations have been incorporated into the proposed DC District or in the policy amendment as conditions for a development permit cannot be applied through a land use application. The CPTED review concurs with Administration's recommendation that the drive through use is not appropriate in this location.

The following items can only be addressed through the development permit and cannot be conditioned through the land use process. The CPTED review raised concerns that the location and operations of the drive through will create crime, noise and safety impacts for adjacent residents. Auto-oriented site design in high density areas tend to provide opportunities for vehicles to congregate at night, causing noise impacts on the surrounding residents. The development concept shows the location of the order board speakers potentially being within

23 metres of a residential district that is not separated by a building, which would require a Land Use Bylaw relaxation. There are also a number of operational challenges which can only be addressed through appropriate site design and internal layout of the building at the development permit stage. CPS has noted with the current development concept (Attachment 4), there is a higher risk for loiterers due to the internal layout and location of seating within the building and social disorder challenges with limited lighting, limited surveillance and uncontrolled access at the side of the building. While these issues were raised in the CPTED review, the applicant has yet to provide a revised development concept to address the issues raised in the report.

Urban Design Review Panel (UDRP)

This land use amendment application was presented to the UDRP on 2020 September 30 as a drive through has significant design impacts on pedestrian-oriented areas, particularly on Main Streets that have already received substantial investment. Development context and street type (Main Street) should be considered in site design and building form to enhance the pedestrian experience and reinforce the character of the street. The UDRP contends a drive through facility on this site does not achieve this goal, regardless of the efforts to diminish the created negative urban design impacts. The proposed DC Direct Control District would allow for the site to remain an auto-oriented use for the 20 to 30-year lifespan of the new building. Allowing this development in its current proposal to proceed would be a major failure that diminishes the ambitions of the Main Streets initiative.

UDRP recommends further review at the time of development permit application.

The complete list of UDRP comments are included in Attachment 6. The applicant has responded to UDRP's comments in their Applicant Submission (Attachment 4).

Transportation

Pedestrian access to the site is available from existing sidewalks along 16 and 17 Avenues SW. Vehicle access is also provided from 16 and 17 Avenues SW. On-street parking is available on both 16 and 17 Avenues SW. The design of the site, including future access points and on-site parking requirements, would be considered at the development permit stage.

Administration does not support drive through access off 17 Avenue SW as it is in contradiction to the policies in the *Beltline ARP*. Seventeen Avenue SW is a heavily used pedestrian corridor that the City has invested a considerable amount of funds into redeveloping based on the [17 Avenue Streetscape Master Plan](#) and maintaining a vehicle/pedestrian conflict point here is not advisable.

Environmental Site Considerations

An Environmental Site Assessment was not required as part of this application. There are no known environmental concerns associated with the site or this proposal at this time.

Utilities and Servicing

Water, sanitary and storm sewer mains are available and can accommodate potential redevelopment of the subject site without the need for off-site improvements at this time. Individual servicing connections, as well as appropriate stormwater management, will be considered and reviewed as part of a development permit.

Legislation and Policy

South Saskatchewan Regional Plan (2014)

The recommendation by Administration in this report has considered and is aligned with the policy direction of the [South Saskatchewan Regional Plan](#) which directs population growth in the region to Cities and Towns and promotes the efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the Calgary Metropolitan Region Board's [Interim Growth Plan](#) (IGP). The proposed land use amendment and policy amendment does not build on the principles of the IGP by means of promoting efficient use of land, regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (Statutory – 2009)

The proposal conflicts with multiple policies in the [Municipal Development Plan](#) (MDP).

Section 2.2 Shaping a More Compact Urban Form of the MDP provides direction for fostering efficient use of land, complete communities, greater mobility choices, and transit-supportive land use. The design emphasis around the proposed drive through does not comply with many of the key directions, including:

- promoting walkability;
- mixing (and providing a variety of) land uses including higher density residential; and
- creating a strong pedestrian environment.

The subject land is located on 17 Avenue SW, a Neighbourhood Main Street, which is also classified as a Neighbourhood Boulevard. Pedestrians are given the highest priority on these streets, which are fully integrated with adjacent land uses and provide the highest level of connectivity of all street types. High quality urban design and green infrastructure strategies are incorporated into Neighbourhood Boulevards.

Section 3.4.3 Neighbourhood Main Streets provides direction for development. The proposed drive through use is in direct contravention with many key policies, including:

- moderate levels of intensification of both jobs and population over time;
- appropriate transition of building scale between developments which are sensitive to the scale, form and character of the surrounding building and uses; and
- auto-oriented uses and designs that generate high volumes of traffic, consume large amounts of land in a low-density form, require extensive surface parking, a drive through or create negative impacts for pedestrian travel and access should be discouraged.

To reach their full potential, Calgary's Main Streets need both public and private investment. The Main Streets program is a continuum that goes from changes to land use that will support development opportunities to a streetscape master plan that is designed to support these changes and can be constructed in a coordinated fashion. The City has developed the [17 Avenue Streetscape Master Plan](#), based on citizen and stakeholder feedback, technical analysis, and financial considerations. Construction is largely complete in this area of 17 Avenue SW that enhances pedestrian safety and comfort, improve mobility options, and support 17 Avenue SW as a destination that will support new and existing local businesses. It is

expected that any new development should complement and support the approximately \$46 million investment that has already been made.

The *Centre City Guidebook* (CCG) and *Developed Areas Guidebook* (DAG) are not applicable to this site. The CCG is Volume 2, Part 2 of the MDP. It provides implementation policy for the Centre City and must be read in conjunction with the MDP, Volume 1 and the Local Area Plan in order to apply. Guidebooks provide common goals, building blocks and implementation policies that provide a starting point for new or significantly amended local area plans. In this case, the *Beltline ARP Part 1* has not yet been amended to implement the CCG.

Climate Resilience Strategy (2018)

This application does not include any features that specifically address objectives of the [Climate Resilience Strategy](#). Other sections of this report have discussed how features of the proposed development are contrary to active transportation objectives, which can deliver climate and GHG reduction benefits through low or zero emission transportation modes.

Centre City Plan (Non-Statutory – 2007)

The [Centre City Plan \(CCP\)](#) applies to this site and this application conflicts with policy in *Section 4.2 Urban Structure Neighbourhoods*. Policy 4.2.12 recognizes the impact that noise has on residential liveability and consider measures to minimize the impact.

Beltline Area Redevelopment Plan (Statutory – 2006)

Several policies in the [Beltline Area Redevelopment Plan \(ARP\)](#) apply to this proposal. The drive through use, as proposed, contravenes with the following objectives and policies.

Section 4.3 Urban Mixed-Use Areas allow for a range and mix of uses in many possible configurations within buildings and the local context resulting in vibrant, pedestrian streets. Some uses may be restricted or prohibited where they are adjacent or in close proximity to Primarily Residential areas to ensure compatibility of adjacent uses within and among buildings and properties.

Section 4.3.2 General Urban Mixed-Use policies, Subsection i, states that “No new drive-thru facilities are permitted.” Due to this particular policy, an amendment to the *Beltline ARP* is required to allow for a drive through to be located on this specific site (Attachment 2).

Proposed Amendment to the Beltline Area Redevelopment Plan

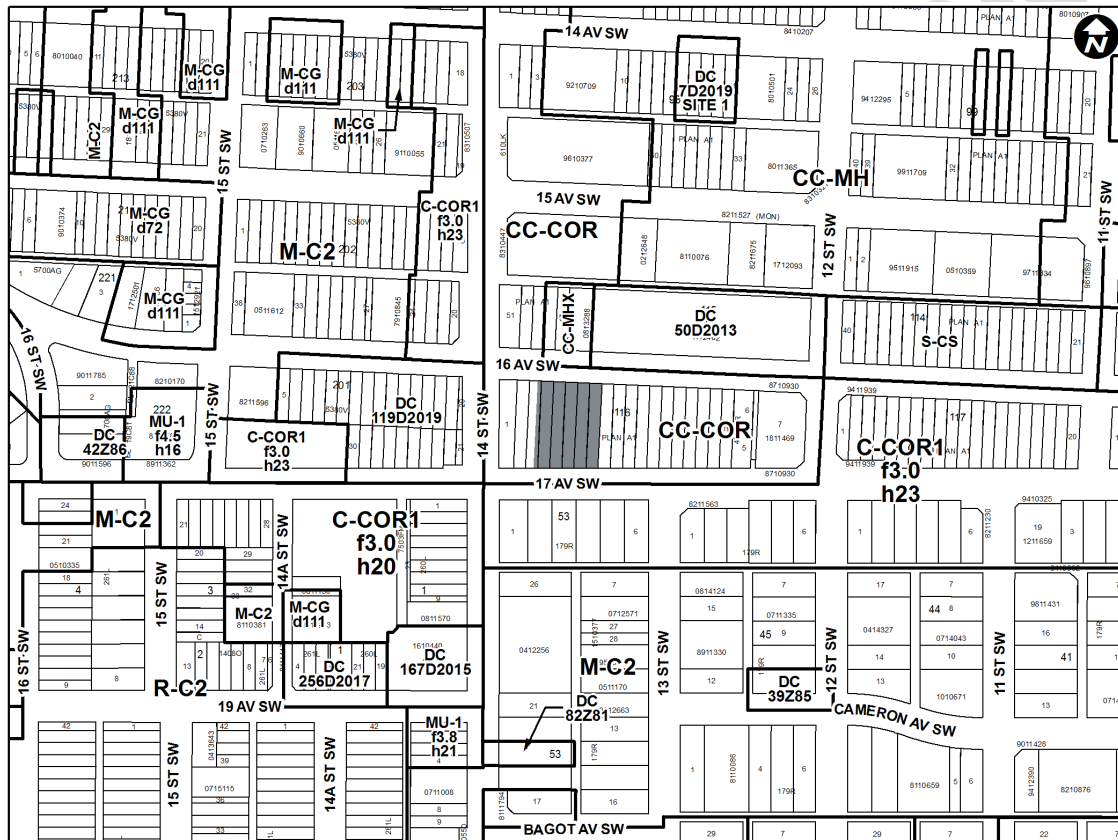
1. The Beltline Area Redevelopment Plan attached to and forming part of Bylaw 2P2006, as amended, is hereby further amended as follows:
 - (a) In Part 1, section 4.3.2 entitled "General Urban Mixed-Use Area policies", add the following text to the end of the sentence at policy i:
" , with the exception of development located at 1422 - 17 Avenue SW".

TEXT FOR DISCUSSION

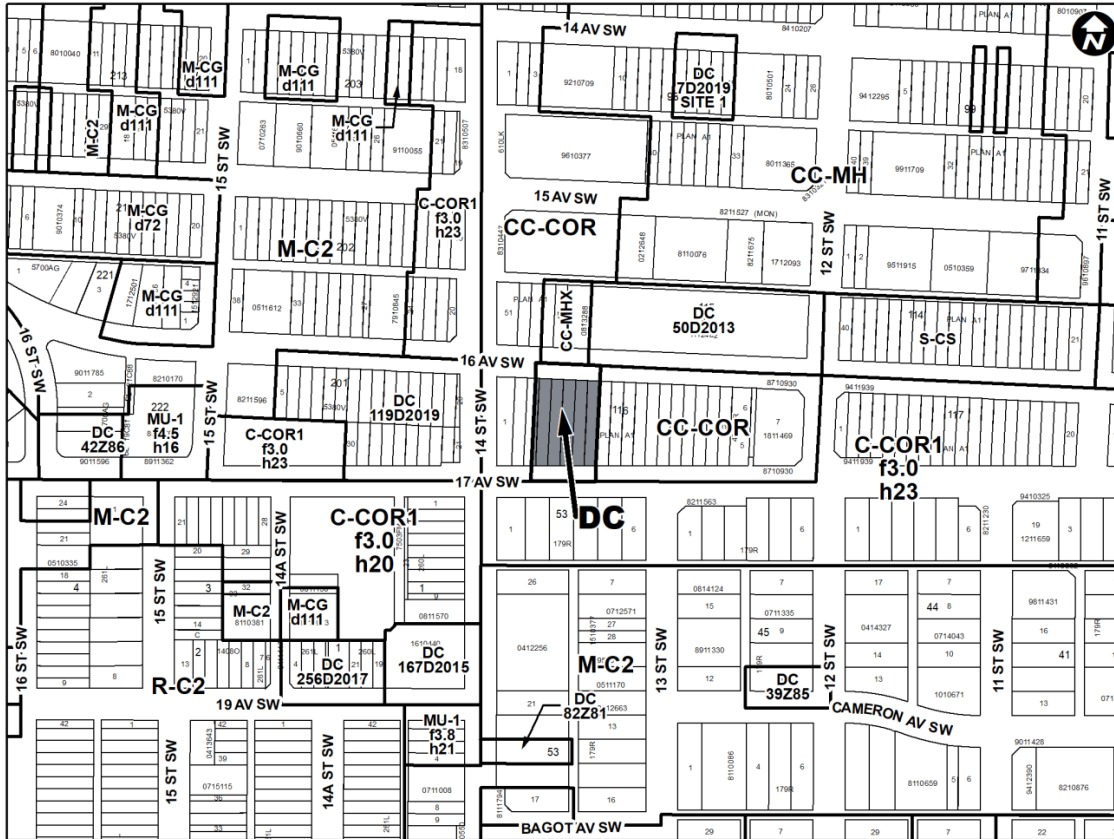
Proposed DC Direct Control District

1. The Land Use Bylaw, being Bylaw 1P2007 of the City of Calgary, is hereby amended by deleting that portion of the Land Use District Map shown as shaded on Schedule "A" to this Bylaw and replacing it with that portion of the Land Use District Map shown as shaded on Schedule "B" to this Bylaw, including any land use designation, or specific land uses and development guidelines contained in the said Schedule "B".

SCHEDULE A



SCHEDULE B



DIRECT CONTROL DISTRICT

Purpose

- 1 This Direct Control District Bylaw is intended to allow for the additional use of drive through.

Compliance with Bylaw 1P2007

- 2 Unless otherwise specified, the rules and provisions of Parts 1, 2, 3 and 4 of Bylaw 1P2007 apply to this Direct Control District Bylaw.

Reference to Bylaw 1P2007

- 3 Within this Direct Control District Bylaw, a reference to a section of Bylaw 1P2007 is deemed to be a reference to the section as amended from time to time.

Permitted Uses

- 4 The *permitted uses* of the Centre City Commercial Corridor District (CC-COR) of Bylaw 1P2007 are the *permitted uses* in this Direct Control District.

Discretionary Uses

5 The ***discretionary uses*** of the Centre City Commercial Corridor District (CC-COR) of Bylaw 1P2007 are the ***discretionary uses*** in this Direct Control District with the addition of:

- (a) **Drive Through.**

Bylaw 1P2007 District Rules

6 Unless otherwise specified, the rules of the Centre City Commercial Corridor District (CC-COR) of Bylaw 1P2007 apply in this Direct Control District.

Relaxations

7 The ***Development Authority*** may relax the rules contained in Section 6 of this Direct Control District Bylaw in accordance with Sections 31 and 36 of Bylaw 1P2007.

TEXT FOR DISCUSSION

Applicant Submission

January 25, 2021



IBI GROUP
3rd Floor, 227 – 11th Avenue SW
Calgary AB T2R 1R9 Canada
tel 403 270 5600 fax 403 270 5610

Kaitlin Bahl, Centre West, Community Planning

January 2021

Kaitlin Bahl
Centre West, Community Planning
Planning and Development, The City of Calgary
5th Floor, 800 Macleod Trail SE
P.O. Box 2100, Station M,
Calgary, AB T2P 2M5

Dear Mrs. Bahl:

**PROPOSED LAND USE AMENDMENT, AND BELTLINE ARP POLICY
AMENDMENT FOR MCDONALD'S RESTAURANT
LOCATED AT 1422 - 17TH AVNEUE SW (PLAN A1, BLOCK 116, PORTION OF
LOT 3, AND LOT 4 - 8)**

APPLICANT:

IBI GROUP
3rd Floor, 227 11 Avenue SW
Calgary, Ab, T2R1R9
P: 403.270.5600
E: ekarpovich@ibigroup.com, rob.cioffi@ibigroup.com

COMPANY REPRESENTED:

McDONALD'S RESTAURANTS OF CANADA LTD.

SITE:

The site is located within the Beltline Community at 1422 17th Avenue SW (Plan A1, Block 116, Portion of Lot 3, Lots 4 TO 8), located along 17th Avenue SW. The parcel is +/- 0.22 ha in total area and is currently zoned CC-COR – Centre City Commercial Corridor District and situated within a band of CC-COR along the north side of 17th Avenue SW.

The site is owned by McDonald's Restaurants of Canada Ltd. and currently operates as a Single Lane Drive Through restaurant with an existing right in and right out off of 17th Avenue SW. The building and restaurant have been in operation for approximately 35 years and displays obvious signs of wear and use. McDonald's Canada has indicated an interest in updating this location to their latest design standards and would like to introduce a contemporary new build on site with a dual lane drive through to replace the dated restaurant and site configuration which currently exists on site.

IBI Group Professional Services (Canada) Inc. is a member of the IBI Group of companies



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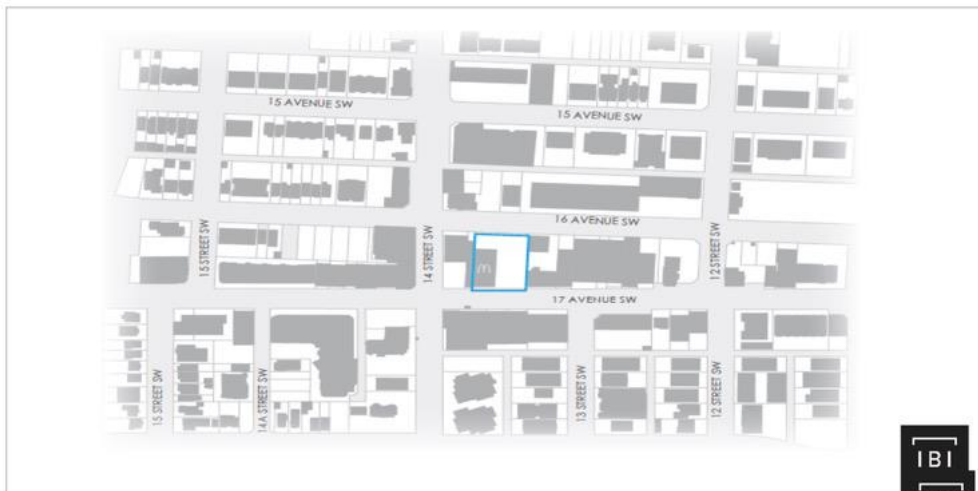
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The proposal for the amendments to the LUB, and Beltline ARP are to ensure that McDonalds can continue operating out of this location with a project that will be greatly improved from a service and security standpoint, from a pedestrian, vehicular and adjacent property standpoint.



SITE LOCATION



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EXISTING LAND USE CONTEXT



EXISTING POLICY CONTEXT





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LAND USE AMENDMENT FROM CC-COR TO DIRECT CONTROL DISTRICT (CC-COR AS BASE)

For a new build with a drive through to be included, both a Land Use Amendment as well as a Policy Amendment would be required. The existing Land Use District (CC-COR Centre City Commercial Corridor District) would be required to be re-zoned to a Direct Control Land Use District using a base CC-COR and including two specific changes; one would include the addition for a "Drive-Through" listed as a Discretionary Use, the second would be to remove the policy requiring "length of the building façade that faces the commercial street to be a minimum of 80.0 per cent of the length of the property line it faces";.

SITE SPECIFIC AMENDMENT TO THE BELTLINE AREA REDEVELOPMENT PLAN

A site-specific amendment to the Beltline Area Redevelopment Plan would also be required and would allow for the site to include a "Drive-Through Facility" as a Discretionary Use as well as removing the provision for "Business Fronts must be Greater than 30m in Width".

CONCLUSION

The proposed Land Use Re-designation and Beltline ARP Site Specific Policy Amendment will allow for the development of a new McDonald's restaurant with a dual lane drive through which will augment and heighten a vital and prominent corridor within the City and allow it to be modernized and reinvigorated, to replace the existing drive through restaurant that has operated in this location for over 35 years.

The site design encourages livability and vitality and maintains the continuity and the vision for 17th Avenue as an urban and activated public realm and modern corridor within the City as set out by the City of Calgary, City of Calgary Complete Streets Policy Design guidelines as well as the 17 Avenue SW Urban Design Strategy and 17th Avenue SW Streetscape Masterplan.

McDonald's has engaged with the City of Calgary, Beltline and Lower Mount Royal Community Associations, City of Calgary Main Street project team, and City of Calgary Transportation in order to facilitate a comprehensive flagship McDonald's restaurant that will undoubtedly enhance, augment, and facilitate the City's future vision for a dynamic and activated 17th Avenue corridor and create a more visually dynamic, modern, and amplified 14 Street intersection.

LAND USE AMENDMENT/ SITE SPECIFIC BELTLINE AREA REDEVELOPMENT AMENDMENT RATIONALE

McDonald's has adopted many of the guiding policies included in the Municipal Development Plan and the Beltline Area Redevelopment Plan to offer a new and contextually appropriate proposal for the site. We believe that through the integration of these policies, the site now allows for a more local and broader population base, creates a streetscape which responds to the existing context and the City's future vision, ensures compatibility of uses, and promotes safety and building forms appropriate to the local context and is driven by the City's vision for a dynamic 17th Avenue corridor and animated 17th Avenue/14 Street intersection.



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The existing McDonald's is located on a prominent intersection along the 17th Avenue boulevard yet remains largely in its original state and does not currently conform to current McDonald's design standards as no physical improvements have been initiated to date. One option is for the old building to remain in its existing condition as is, however, given the status and present improvements the City has introduced for this proposed intersection, boulevard, and future upgrades along 17th Avenue SW, McDonald's has chosen to support the City's intended vision and decided to invest in a new 2-storey structure on the site which would not only substantially enhance both the streetscape and the safety within the area, but also allow for the old deteriorating structure to be replaced by a new contemporary flagship restaurant unlike any in the City and enhance the permeability and illumination of this historically troublesome corridor.

Following the Beltline ARP guidelines, the proposed new site layout would include new landscaping enhancements which would augment the intended vision along 17th Avenue SW and would supplement this vision by offering a more stimulating pedestrian experience. The proposed new 2-storey building structure also increases the safety of the area by including a 2 Storey glass permeable and transparent urban edge as well as helps to define a more animated boulevard with the addition of a more contemporary structure along the street. Additionally, the inclusion of a second floor patio along the exposed west side of the site would allow for more continuity and physical connection to pedestrians along the street in addition to keeping both the site and avenue activated and animated. A proposed dual lane drive through would eliminate queuing and congestion along 17th Avenue and allows for more intuitive and natural vehicular/pedestrian traffic flow movement on the site and creates a more distinct separation between all modes of travel. Additionally, the dual lane drive through has been strategically located behind the building structure and screened from the pedestrian flow along 17th Avenue to allow for continuity of building façade and offer a more cohesive experience for pedestrians. Signage would be further scaled down to more appropriate pedestrian proportions and scale, and the community could be engaged via the Beltline Urban Mural Project team to include a wall mural along the adjacent wall which would not only create visual continuity for the site, but also enhances the overall pedestrian experience, can be viewed off the second level patio, and introduces a public art interface which enhances the character of this location along 17th Avenue SW.

McDonald's has also responded directly to the MDP's Crime Prevention through Environmental Design (CPTED) component through its revised site design and site layout which includes a two-tiered permeable façade facing 17th Avenue as well as the addition of an outdoor patio which faces both 17th Avenue and which opens up towards 14 Street SW. Many innovative lighting elements have also been included to augment the safety within the site, as well as the inclusion of effective illumination levels, integrated design elements (such as the patio placement) which allow for direct sightlines, as well as the introduction of private CCTV surveillance of streets and parking areas, in order to increase the sense of safety and security of this often problematic intersection and location.

17th AVENUE POLICY AND GUIDELINES

The proposed site plan design follows the City of Calgary Complete Streets Policy Design guidelines as well as the 17 Avenue SW Urban Design Strategy and 17th Avenue SW Streetscape Masterplan which provide the guidelines for the interaction and relationship between buildings, landscape, and public spaces in order to encourage livability and vitality. The proposed site design has followed these guidelines by providing a site which will augment the



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City's vision for building character, clearly defining urban edges, including an activated building interface, utilizing proper building massing and scale, as well as increasing the quality of the public realm.

PRE-APPLICATION MEETING - PE2018-02004

A Pre-Application meeting was held on October 23, 2018 (PE2018-02004), where the proposed building design was presented to members of the CPAG team, in addition to an updated landscape concept/site plan which coincides with the approved 17th Avenue SW Urban Design Strategy Guidelines and more closely aligns with the 17th Avenue SW Streetscape Masterplan.

COMMUNITY ENGAGEMENT

Both Beltline Community Association and Councillor Evan Woolley were contacted, and design updates have been presented and included. Additionally, a series of meetings were held with City Planning, Beltline Community Association, and City of Calgary Main Streets Project Team in order to discuss design features for the site which have now been incorporated into this proposed new design layout.

Specifically, outreach included the following:

1. Adjacent Businesses – Personal meetings with adjacent business owners and McDonald's representative to discuss the new commercial development which was intended to replace the old existing commercial development. The strategy was to consult adjacent businesses in person to discuss existing issues as they pertained to local business units and discuss specific issues as the site exists currently and how a new design could improve logistics, modernize aesthetics, reorganize flow, and enhance safety.
2. City of Calgary Police - Personal meeting with Calgary Police and McDonald's representative to discuss the inherent safety concerns as well as historical concerns reported on the existing site and detail how CPTED initiatives could be incorporated into the proposed design to enhance safety measures on site.
3. City of Calgary Staff - Personal meetings with City of Calgary staff and McDonald's representative to discuss existing traffic concerns on site and how new drive through location and new access design could mitigate existing traffic concerns
4. 17th Avenue Business Improvement Association (BIA) – Personal Meetings were conducted with BIA and McDonald's representative to discuss the new flagship commercial McDonald's proposed on site and the intended economic benefits this could bring to both the corridor in terms of commercial feasibility, walking traffic, as well as advantages of a rehabilitated site to include a modernized flagship location within the City.
5. Beltline Community Association March 26, 2019 – Personal Meeting with two members of the Beltline Community Association, Peter Oliver and Tyson Bolduc, one McDonald's representative, and two employees from IBI Group to present and discuss site plan/renderings.
6. City of Calgary Urban Development Review Panel Meeting (Fall 2020) - A formal meeting was held with members of the UDRP panel (six participants and distribution to eight additional members), one McDonald's representative, and two employees from IBI Group to present the proposed design as well as the revised urban strategy for the development



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The main issues raised by participants during the outreach process included the following:

- Consensus of existing pedestrian safety concerns on site (loitering, lack of lighting, nefarious activities in and around the site)
- Consensus of existing traffic safety concerns on site (queuing of traffic for drive through would interrupt 17th Ave boulevard and often cause backlog of vehicles onto 17th Ave SW and blocking north lane)
- Consensus that the existing site was old, worn-out and damaged and in need of an upgrade
- Consensus that the site required remodel to help improve existing conditions and new proposed development could be a very positive initiative within the community (in terms of commerce, increasing pedestrian volume, and overall enhanced safety measures provided to community)
- Positive feedback about proposed enhanced CPTED and safety features to be implemented on site to promote pedestrian safety
- Consensus that the inclusion of a Drive Through would require an amendment to the Beltline Area Redevelopment Plan

Subsequently, these concerns were resolved by McDonald's by including the following operational/design adaptations:

Consensus of existing pedestrian safety concerns on site (loitering, lack of lighting, nefarious activities in and around the site)

- McDonald's has also responded directly to the Crime Prevention through Environmental Design (CPTED) component through its revised site design and site layout which includes a two-tiered permeable facade facing 17th Avenue as well as the addition of an outdoor patio which faces both 17th Avenue and which opens towards 14 Street SW. Many innovative lighting elements have also been included to augment the safety within the site, as well as the inclusion of effective illumination levels, integrated design elements (such as the patio placement) which allow for direct sight-lines, as well as the introduction of private CCTV surveillance of streets and parking areas, to increase the sense of safety and security of this often-problematic intersection and location.

Recently, McDonald's has agreed to allow for specific operational changes to be adopted only within this location to help with future safety concerns:

- Limiting accessibility and operations on the second-floor level during off-hours to reduce loitering
- Amending operational guidelines including limiting off-hours drink re-fills to limit loitering
- Limited Wi-Fi accessibility during off-hours and measures in both the construction of the building and installation of the Wi-Fi routers to prevent non-occupants from using the free Wi-Fi (inclusive of standard password protection)
- Door less washrooms to prevent nefarious activities

Additionally, McDonald's had made changes to the patio (which was originally to be located along the eastern edge) and has now been moved to the west edge of the building to allow for maximum exposure to pedestrians below and to allow for maximum visibility into and through the 14th Street intersection.

Consensus of existing traffic safety concerns on site (queuing of traffic for drive through would interrupt 17th Ave boulevard and often cause backlog of vehicles onto 17th Ave SW and blocking north lane)

- A proposed dual lane drive through would eliminate queuing and congestion along 17th Avenue and allows for more intuitive and natural vehicular/pedestrian traffic flow



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movement on the site and creates a more distinct separation between all modes of travel. Additionally, the dual lane drive through has been strategically located behind the building structure and screened from the pedestrian flow along 17th Avenue to allow for continuity of building facade and offer a more cohesive experience for pedestrians

Consensus that the existing site was old, worn-out, damaged and in need of an upgrade

- The proposed building structure includes a 2-storey glass permeable and transparent urban edge as well as helps to define a more animated boulevard with the addition of a more contemporary structure (a flagship McDonald's location within the City) along this 17th Avenue corridor. Additionally, upgrades would be made to landscaping (benches, planters, integrated paving stones and additional vegetation) as well as allow the site to be more accessible, flexible, resilient, and sustainable.

Consensus that the inclusion of a Drive Through would require an amendment to the Beltline Area Redevelopment Plan

- The existing site plan has incorporated a flexible and resilient design solution which accommodates all forms of traffic flow into and out from the site. An amendment to the Beltline ARP has been submitted along with the Land Use Amendment submission to continue to allow for the restaurant to operate as exists today.

DESCRIPTION OF PROPOSED REDEVELOPMENT OF THE MCDONALDS RESTAURANT

The proposal calls for the redevelopment and reconstruction of the current Restaurant: Food Service Only - Medium and Drive Through use. The proposed development will remove the existing McDonald's building and reconfigure the site so that the building is reconstructed on the East side of the site, a right-in right out access from 17th Avenue would be constructed and the drive through, drive aisles and parking would be reconfigured to allow for access from both 17th Avenue and 16th Avenue SW. The reconfiguration would see all the queuing and the parking located towards the rear of the new building and the installation of a dual lane drive through. The new McDonald's Restaurant building will be two storeys in height and contain an outdoor patio on the second level facing 17th Avenue. The proposal adheres to both the City of Calgary Municipal Development Plan guidelines as a neighbourhood Main Street (in terms of scale, form, and character), as well as the Beltline Area Redevelopment Plan (in terms of street presence, offering a high degree of permeability through the use of transparent windows and doors, pedestrian scale, façade treatment and street front elevations). McDonald's is proposing a large scale community-driven art exhibit mural including an outdoor patio fronting 17th Avenue SW with generous landscaped frontage which will accentuate the 14 Street/17 Avenue intersection which aligns with the city's future vision for 17th Ave SW.

We understand that the development permit will require working closely with the various departments within the City of Calgary to ensure the project is completed with all considerations, the following exhibits are not final but an illustration of what could be achieved both from a architectural, functional and safety perspective.



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PROPOSED SITE RENDERINGS





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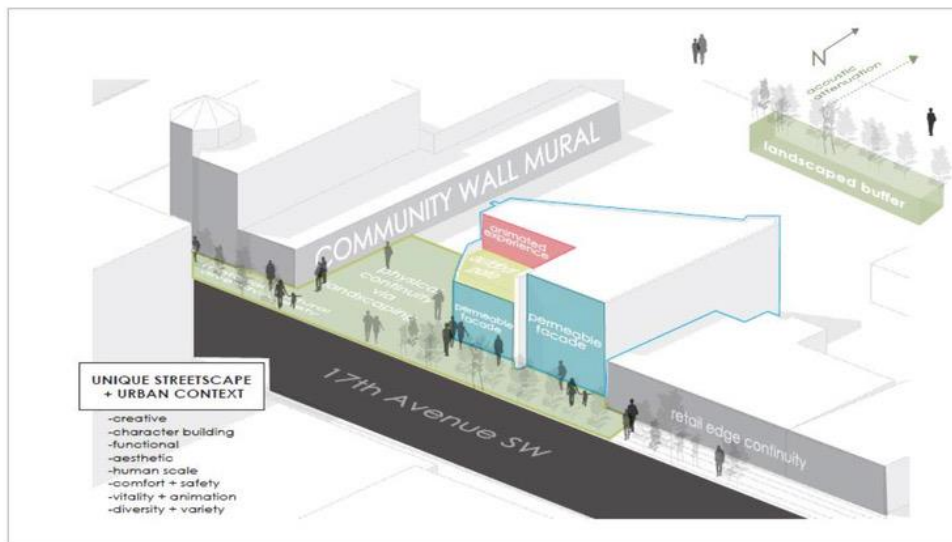
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PROPOSED DESIGN CONTEXT DIAGRAM

The site has included future improvements along 17th Avenue which allow for a wider pedestrian boulevard along 17th Avenue and a more integrated and accessible public realm which includes trees and banners and is more clearly defined through the use of materials and color as indicated in the 17th Avenue SW Urban Design Strategy. Additionally, planters and trees have been included to supplement the boulevard and add natural elements to the overall pedestrian experience which add depth and interest to the restaurant edge making the overall experience more inviting.



SITE PLAN

The proposed site has integrated similar patterning and coloring conforming to the 17 Avenue SW Urban Design Strategy policy in order to harmoniously integrate both the private and public space along this section of 17th Avenue. An assortment of paving stones/colors have been introduced which help to identify both the drive aisle and the sidewalk for pedestrians and automobiles and this design has been extended well into the middle of the site so as to allow for a continuity of materials, space, and an integration between the building and existing landscaping.

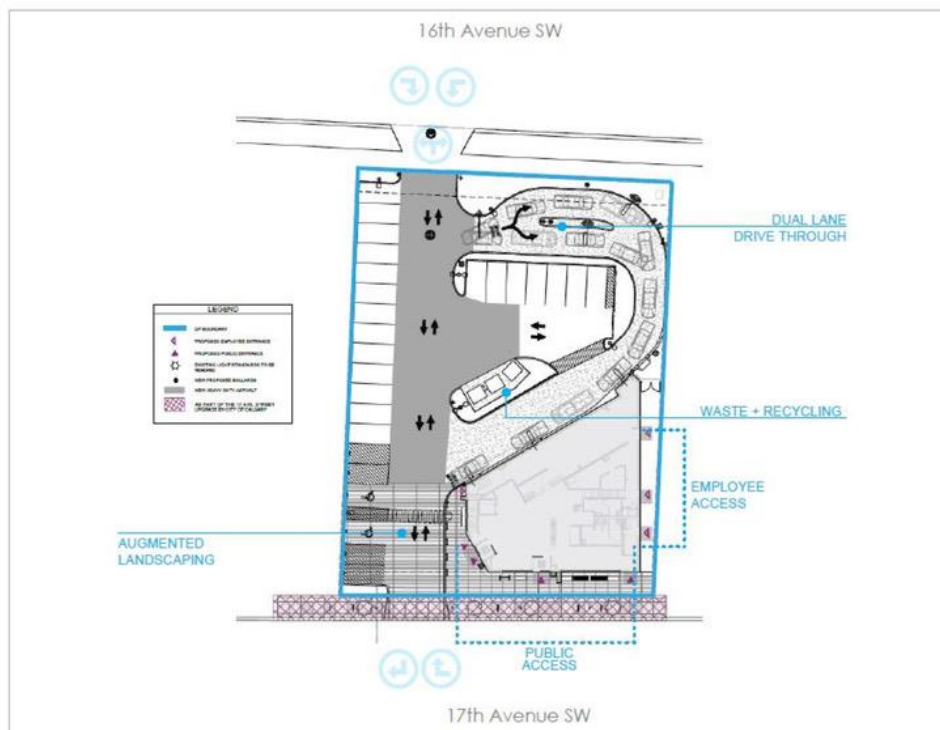
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The assortment of paving materials/colors has reinforced both the location of the main entrances to the restaurant as well as allowed for a delineation of the access for vehicles off 17th Avenue as well as created visual cues for pedestrians walking along the boulevard. Planters and benches have also been included along the restaurant front as per the 17th Avenue Urban Design Strategy policy to enhance this component of the public realm corridor.

An additional small landscaped area has been included along the SW edge of the site to provide a semi-transparent screen from the parking in behind, reinforce the wall mural, and visually tie the building form from the east side to the west side of the site enhancing the connectivity and cohesion of the overall site design.

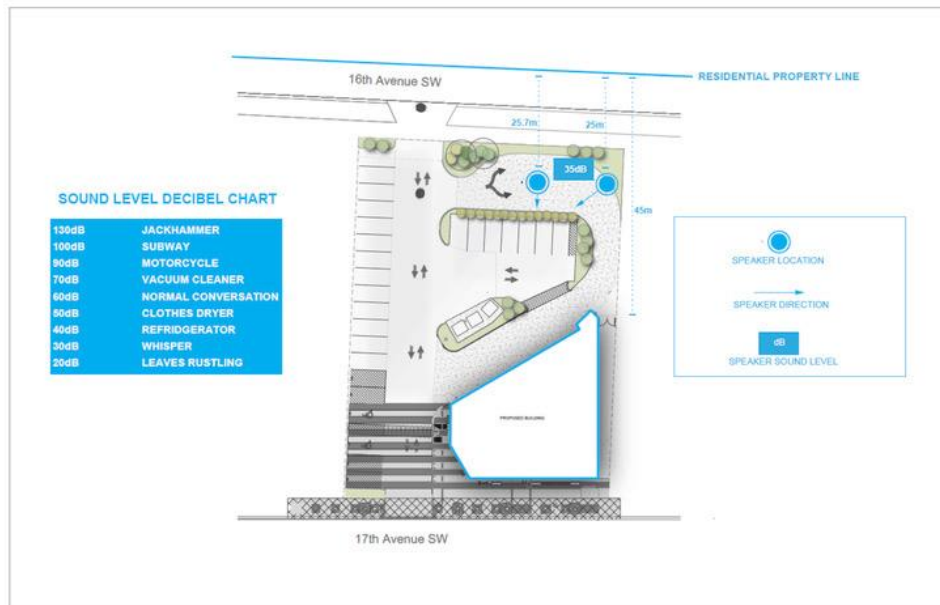


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SOUND ATTENUATION

McDonald's has also incorporated new technology which includes automatic volume control (AVC) into many of their recent speaker systems. AVC will adjust the outbound volume based on the outdoor, ambient noise level. When ambient noise levels naturally decrease at night, AVC will reduce the outbound volume on the systems. At 16 feet from the speaker system (approximately 5 meters away), noise output with AVC report sound levels at 35dB (comparable to the sound output of a whisper). This, along with a landscaped northern edge will help to alleviate any noise concerns for near-by residents.



LANDSCAPING CONCEPT

An outdoor patio has been included into the new building design located on the second level fronting 17th Ave and exposed to 14 Street SW. The patio is also positioned so as to open up to the community-driven art mural which is proposed along the adjacent wall. Shadow studies concluded that this location allowed for maximum sun exposure as well as aided in connectivity between pedestrians and patrons and encouraged a more vibrant and animated public realm space. Given the patio location and with the amount of sun exposure currently proposed for the



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patio location, it has the potential to also be utilized in the winter months and help with the ability for 17th Avenue to remain active and stimulated during the winter season.

The existing Landscaping Plan has been envisioned to allow for an integration of paving materials/colors to reinforce the 17th Avenue Urban Design Strategy policy, as well as created visual cues for pedestrians walking along the boulevard which mimics the Flagship McDonald's located in Chicago. An additional small landscaped area has been included along the SW edge of the site to provide a semi-transparent screen from the parking in behind, reinforce the wall mural, and visually tie the building form from the east side to the west side of the site enhancing the connectivity and cohesion of the overall site design. All vegetation introduced within the landscaping will be native species and drought-tolerant given the high degree of sun exposure along 17th Avenue south.



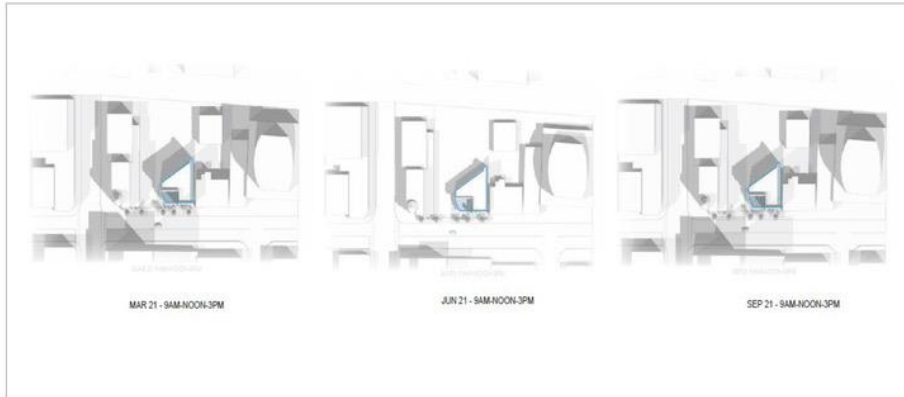
SHADOW STUDIES

The site proposes to include an upper-story patio that is unimpeded, fronts 17th Avenue SW, and adds to the overall 17th Avenue patio experience. Shadow studies confirm that this location/design allows for maximum sun exposure as well as aid in connectivity between



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pedestrians and patrons and encourages a more vibrant and animated public realm space and creates for more inviting and attractive landscaped public spaces.

ACCESS + PARKING

The proposed McDonald's restaurant will replace the existing access off 17th Avenue located on the east side of the site and re-align a new access along the west side. The new access continues to allow the City block between 12th St SW and 14 St SW to have the lowest percentage of accesses off 17th Avenue within a three block span.

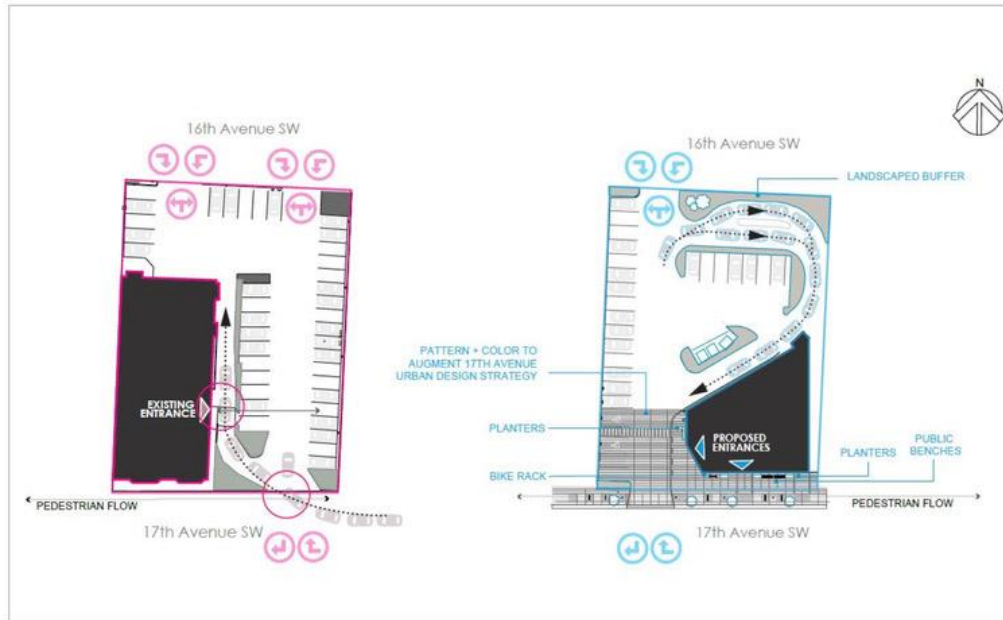
The proposed development, while only required to include a total of 6 parking spaces according to the CC-COR Land Use Bylaw, has included a total of 24 parking spaces on the site. Similarly, while the Land Use Bylaw identifies a maximum of 1 bicycle parking space, the site has provided a total of 8 bicycle parking spaces on the site. The inclusion of adding greater numbers of site parking is advantageous to the site location as it has the potential to allow for any temporary overflow from 16th/17th Avenue traffic and aide in the ability to manage intermittent congestion from either side of the site.

A TIA (Traffic Impact Assessment) was completed on the site by IBI Group Inc. in the spring of 2019 which concluded that the existing site condition is troublesome and causes many disruptions with congestion in its existing configuration. One essential problem with the existing site as it operates currently has to do with the queuing of vehicles and the location of the Drive-Through window which forces drive through traffic to queue into 17th Avenue SW. This results in a congestion of vehicles which inevitably leads to having queued vehicles situated within 17th Avenue and creates a series of concerns for traffic flow, pedestrian continuity, and general safety concerns along 17th Avenue SW.

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Kaitlin Bahl, Centre West, Community Planning



The proposed site plan has now integrated all the queuing vehicles within the site proper and has eliminated both the safety issues, continuity of pedestrian flow along 17th Avenue, as well as allows for 17th Avenue to flow freely without any impeding interruptions. Additionally, the Drive-Through window and menu boards have been located farthest away from pedestrian flow, obscured by the proposed new building structure, and away from any interruption and screened from pedestrian and traffic flow along 17th Avenue SW which allows for an improvement in continuity and in the overall pedestrian experience. The TIA concluded that the proposed site design layout improves the existing congestion and difficulties experienced currently on the site.

EVOLUTIONARY DESIGN PRINCIPLES

The proposed site design has included a Right-In/Right-Out access off 17th Avenue SW. This access will aide in providing the necessary flow of traffic off 17th Avenue SW into the site as well as aide in the ability to exit back on to a major street and minimize travel times for customers. The site must be suitable for traffic to enter and exit as easily as possible and with minimal inconvenience as dictated by vehicles on the road today.

As prominent global brand, McDonald's priority is to continue to evolve and emerge utilizing both cultural as well as technological trends in order to enhance and foster its image within the gl

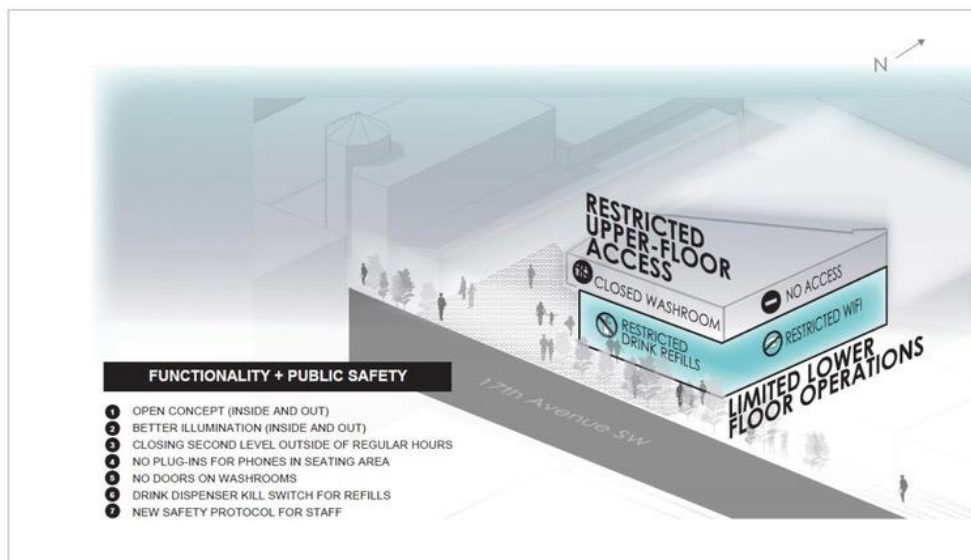


market. As such, while the site has been designed to accommodate traffic flow into and out of the restaurant as it exists today, emerging trends have identified technologies such as autonomous vehicles, as well as 5G which could potentially change the logistics of the site in the future and thus, may alter the principles dictating how convenience food will be accessed in the future. Therefore, the proposed site design and layout has included an augmented landscaped area which not only allows for visual connectivity and continuity, but also provides the flexibility for the space to be utilized differently at a future date if and when those trends emerge as a priority for McDonald's and for its customer base. The allowance to include this landscaped flexible area into the site plan results in a resilient site plan design which has the potential to be flexible and adjusted and utilized as needed when/if the time and/or technology dictates it as such.

OPERATIONAL ADJUSTMENTS

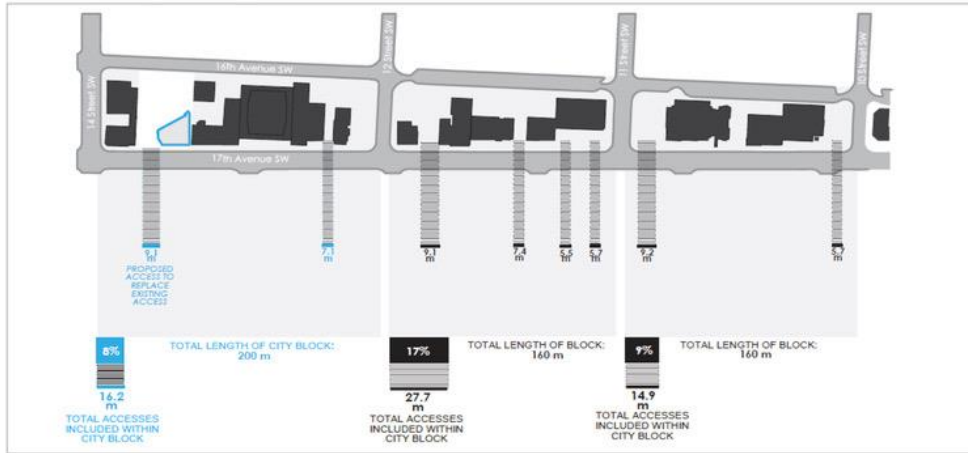
In an effort to curb loitering on site, McDonald's has proposed a series changes to the internal operations such that there is limited accessibility and operations on the second-floor level during off-hours reducing loitering. Some of these changes have included:

1. Second floor washrooms will be access controlled during non-peak periods;
2. During off-hours drink re-fills will be limited to prevent loitering, by disabling the self-serve machine and allowing customers to obtain refills only by request at the front counter;
3. During off-hours Wi-Fi will be limited to prevent loitering and measures in both the construction of the building and installation of the W-Fi routers will be taken which prevents will prevent non-occupants from using the free Wi-Fi, and password protection enabling will be available to discourage loitering during off-hours.



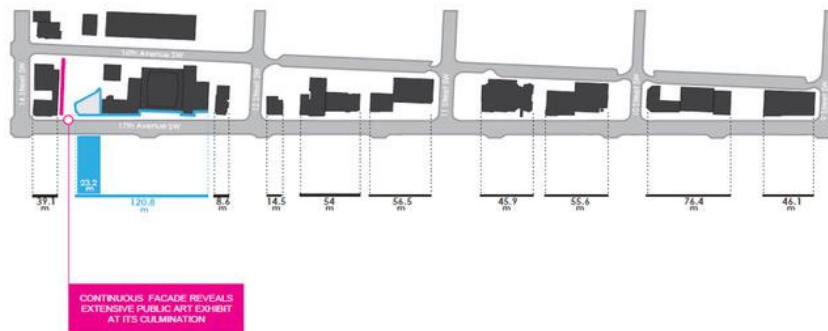
COMMERCIAL EDGE

The proposed new site plan layout will allow for the restaurant to be located along the east side of the site situated next to the building on the site's immediate east. This will have the advantage of creating a continuous building façade along 17th Avenue of 120.8 metres in length which is not only the longest stretch of continuous building frontage along 17th Avenue from 9 Street to 14 Street, but also enhances the pedestrian experience with the addition of a public art display located at 14 Street which creates a unique and community-driven visual experience at its culmination which adds vitality, character, and an aesthetically and creative augmentation of the 14 Street intersection.



BLOCK ACCESS

McDonald's proposed new development will replace an existing access onto 17th Avenue and will introduce a new alignment on the west side of the site. The existing City block will continue to have the lowest ratio of accesses directly off 17th Avenue to City block length between 14 Street and 10 Street SW.



Neighbourhood Association Letter



Kait Bahl - File Manager
Circulation Control Planning and Development
P.O. Box 2100 Station M
Calgary, AB IMC 8201
cpag_circ@calgary.ca

RE: LOC2019-0100 (Redevelopment of 17th Avenue SW McDonald's)

Dear Kait,

I am writing this letter on behalf of the Beltline Neighbourhoods Association (BNA) in response to the above-noted land-use amendment to accommodate a Drive Through for a redeveloped McDonald's site located at 1418-1422 17th Avenue SE.

Our Beltline Urban Development Committee (BUDC) has taken time to review the proposed land-use amendment and while we are happy to see the site be redeveloped, we are disappointed with the proposed inclusion of a Drive Through on the site and as such do not support the application as is.

We have previously expressed concern over the inclusion of a Drive Through and its access across the busy 17th Avenue pedestrian realm in discussions and correspondence with the applicant. Our concerns with the application are as follows:

- New Drive-throughs are prohibited by section 4.3.2(i) of the Beltline Area Redevelopment Plan (ARP), as they do not fit within the pedestrian focussed vision for 17th Avenue or the Beltline.
- Per the City of Calgary Land-Use Bylaw 1P2007:
 - The site designation CC-COR is tailored to not include Drive Throughs as approved or discretionary uses. CC-COR is "intended to be characterized by storefronts along a continuous block face". Breaking the continuous block face for a subordinate use that is not permitted in the district is not something that we would support.
 - Under the use definition for "Drive Through" it notes that a speaker located at a drive through must be 23m from the property line of a residential district and separated from such district by a building. There are residential buildings on sites designated CC-MHX (City Centre Multi-Residential High Rise Support Commercial) across 16th Avenue from the proposed drive through, with no building in between.
- Right-In/Right-Out access to and from the Drive Through and parking facilities directly from 17 Ave SW is unacceptable. Today's condition is problematic and creates traffic and pedestrian back-ups (as noted in the application) due to the location of the drive through on the site being near 17th Avenue. That being said, the current site access is designed as a Right-In only. The proposed would see two way traffic access along 17th Avenue, and as such an increase in volume across the 17th avenue pedestrian realm (at a location even closer to the busy 17th Avenue/14th Street intersection).

- The proposed drive through is a two-lane system - the applicant proposes that this will help mitigate the congestion. We do not feel that this is enough. The use definition of a drive through notes that there should be enough space for 5 vehicles to stack behind the order board, whereas only 3 are accommodated behind each order board on the site. We expect this will create a new type of congestion in the parking lot and subsequently surrounding roadways.
- The application notes that the continuity of the building facade over more of the 17th avenue edge offers "a more cohesive experience for pedestrians"; However, allowing a break for vehicular access across this sidewalk creates a dangerous disruption to this cohesion for pedestrians and has a detrimental impact on the quality of public realm. Our preference would be to see a building frontage that extends across the entire site width on the 17 Ave SW face of the parcel as the CC-COR designation aspires to, with parking in the back accessed from 16th Avenue.
- The application indicates "physical continuity via landscaping" in the location of the proposed driveway crossing the 17th Avenue sidewalk. It appears that the intention is to pave the driveway entrance to blend into the sidewalk. We feel that this poses a potential safety concern for pedestrians that may be surprised to see two-way traffic crossing the sidewalk.
- As noted in the application - this McDonald's location is intended to be "a new contemporary flagship restaurant unlike any in the City". This statement looks to the future and implies something new and different. We encourage the applicant to truly do that in ways that adhere to the future looking policy documents that guide development in the area. This significant site has great potential to serve as an example for how a restaurant like McDonald's can adapt to unique communities and achieve success while adhering to important policies.
- Finally, a suburban styled drive through in this location is not the right solution for the Beltline - it does not meet with the vision for the Beltline as described in the ARP or Land-Use Bylaw.

In summary, the BNA is strongly opposed to the inclusion of a drive through and strongly opposed to the provision of vehicular access from 17th Avenue. These features are not in keeping with the vision for the community that has been established by the City, and will be a detriment to the public realm (in terms of both experience and safety). We do not believe that the land-use application, as proposed, presents the best value for the community, and we would implore the applicant to consider a more progressive approach.

We appreciate the opportunity to provide feedback. Please feel free to reach out to me should you have any additional questions or concerns.

Sincerely,



Tyson Bolduc
Director of Planning and Urban Development, Beltline Neighbourhoods Association



January 18, 2021

The City of Calgary
700 Macleod Trail S.E.
Calgary, AB T2G 2M3

Dear Members of Council,

On behalf of the Beltline Neighbourhoods Association (BNA), we are reaching out to you today regarding Land Use Amendment LOC2019-0100 (Redevelopment of 17th Avenue SW McDonald's).

The BNA does not support a new drive-through on its premier destination Main Street. Contrary to the Applicant's statement, this proposal does not respond to the existing context or City and community's shared vision for the Beltline. There is no existing policy foundation or emerging policy direction that justifies or rationalizes the regressive features of McDonald's proposal, nor is there a grandfathered entitlement. At its core, the amendment seeks to circumvent good City policy for mixed-use, walkable, urban redevelopment and runs counter to the millions of public dollars invested along the 17 Avenue SW corridor in recent years.

Across the Established Areas, the City is regularly challenged with incentivizing and approving higher density redevelopment proposals due to a context of community opposition. Beltline has historically supported new redevelopment with some of the highest residential densities in the city – embracing a growing neighbourhood and the benefits of walkable urbanism that comes with more intense, street-oriented, and mixed-use buildings. McDonald's proposal, located on a City-identified Main Street and growth corridor, does not deliver on the opportunities presented. The Direct Control land use the applicant is seeking would in fact guarantee this prominent site remains an auto-oriented use for at least the next 20 years.

Good planning and urban design policy is in place to protect this from happening.

17 Avenue SW is the beating heart of the Beltline, arguably one of the most successful Main Streets in Calgary. Incremental redevelopment has served to advance the goals of an even more walkable, pedestrian friendly Main Street. The 17 Avenue A&W and the recent urban-format Canadian Tire are examples of chain businesses that have put forward a more context appropriate model in the Beltline. Neither of these businesses have drive-throughs or large surface parking lots; it is reasonable to assume McDonalds can achieve the same or better while operating a successful business. Furthermore, with the introduction of third party food delivery services and McDonald's own online ordering platform with pick-up options, a drive-thru facility is likely to provide little benefit to customers, if any, above and beyond a pickup window, which is permitted within this land use.

The applicant has chosen to proceed to Council despite a recommendation for refusal by City Planners and reasonable community opposition. They have failed to address community, City, and professional design concerns. The BNA appeals to Members of Council to not support this application that will demonstrably unravel community building efforts in a community that embraces development and compact-urbanism.

Thank you for your time and consideration.

A handwritten signature in black ink, appearing to read 'Peter Oliver'.

Peter Oliver
President

A handwritten signature in black ink, appearing to read 'Tyson Bolduc'.

Tyson Bolduc
Director of Planning & Development

Urban Design Review Panel Comments

Date	September 30, 2020	
Time	2:00	
Panel Members	Present Chad Russill (Chair) Terry Klassen Colin Friesen Ben Bailey Glen Pardoe	Distribution Chris Hardwicke (Co-Chair) Gary Mundy Beverly Sandalack Ryan Agrey Jack Vanstone Noorullah Hussain Zada Jeff Lyness Michael Sydenham
Advisor	David Down, Chief Urban Designer	
Application number	LOC2019-0100	
Municipal address	1422 17 Av SW	
Community	Beltline	
Project description	Land Use to accommodate Drive Thru (McDonald's)	
Review	first	
File Manager	Kait Bahl	
City Wide Urban Design	Xia Zhang	
Applicant	IBI Group	

*Based on the applicant's response to the Panel's comments, the Chief Urban Designer will determine if further review will include the Panel or be completed internally only by City Wide Urban Design.

Summary

Following a presentation and review of this application, the Panel finds this Land Use Redesignation to accommodate a new McDonald's drive-thru with access from 17 AV SW to be highly problematic. The proposal does not respond to the existing and evolving Main Street context or The City's/community's shared vision for the Beltline. The Panel appreciates that the existing restaurant is in poor state of repair with functional and security challenges, however the current vision that includes a full demolition and reconstruction of both the McDonald's building and drive-thru fails to deliver a high-quality urban design outcome based on the net opportunity presented. Development context and street type (i.e. Main Street) should be considered in site design and building form to enhance the pedestrian experience and reinforce the character of the street. The Panel contends a prototypical drive-thru facility on this site does not achieve this goal, regardless of the efforts to diminish the created negative urban design impacts.

The Panel does not support the applicant's position that the proposed Land Use would augment the intended vision along the 17th AV SW Main Street by offering a more stimulating pedestrian experience. Further, for the purposes of this review, the panel corrects the applicant's reference to City policy that implies a 'grandfathered' entitlement. The subject site is not identified by the *City of Calgary Guidebook for Great Communities* as a *Neighborhood Commercial Major Urban Form*, nor does the site include a *Vehicle-Oriented Policy Modifier*.

Foreseeably, the proposed Direct Control District would ensure the site remains an auto-oriented use for the next 20-30-year lifespan of the new building. Allowing this development in its current proposal to proceed is a major failure that diminishes the ambitions of the Main Streets initiative. Primary concerns are summarized below:

- Due to the site's location on one of Calgary's premier destination Main Streets, it is necessary the current two-storey single use development model be reconsidered. A revised concept with increased density and a continuous street frontage should be explored.

- While the proposed reconfiguration would alleviate vehicle cueing onto 17 AV SE, the current site redevelopment strategy including building layout, drive-thru, and parking accesses conflicts with the vision for a pedestrian focused Main Street environment. A logical solution would see the 17th AV SW vehicle access removed.

Urban Design Element	
Creativity <i>Encourage innovation; model best practices</i>	
<ul style="list-style-type: none"> • Overall project approach as it relates to original ideas or innovation 	
UDRP Commentary	The application surpasses what can be described as McDonald's typical standards for architectural quality, however The Panel contends it is not proportionally adequate to offset the negative impacts created by accommodating the proposed 17 th Avenue SW drive thru access.
Applicant Response	As prominent global brand, McDonald's priority is to continue to evolve and emerge utilizing both cultural as well as technological trends to enhance and foster its image within the global market. As such, while the site has been designed to accommodate traffic flow into and out of the restaurant as it exists today, emerging trends have identified future technologies which could potentially change the logistics of the site in the future and thus, may alter the principles dictating how convenience food can and will be accessed. Therefore, the proposed site design and layout has included an augmented landscaped area which not only allows for visual connectivity and continuity, but also provides the flexibility for the space to be utilized differently at a future date if those trends emerge as a priority for McDonald's and for its customer base. The allowance to include this landscaped area into the site plan utilizing vehicles today results in a resilient site plan design which has the potential to be adjusted and utilized as needed when/if the time and/or technology dictates it as such.
Context <i>Optimize built form with respect to mass and spacing of buildings, placement on site, response to adjacent uses, heights and densities</i>	
<ul style="list-style-type: none"> • Massing relationship to context, distribution on site, and orientation to street edges • Shade impact on public realm and adjacent sites 	
UDRP Commentary	The proposed built form and placement on site disregards the existing and future Main Street context, prioritizing vehicles at the expense of the public realm.
Applicant Response	The proposed site plan design follows the 17 Avenue SW Urban Design Strategy and 17th Avenue SW Streetscape Master Plan which provide the guidelines for the interaction and relationship between buildings, landscape, and public spaces to encourage livability and vitality. The proposed site design has followed these guidelines by providing a site which will augment the building character, clearly define urban edge, and include an activated building interface, utilize proper building massing and scale, as well as increase the quality of the public realm. The site responds to existing conditions and integrates both vehicular and pedestrian traffic flow by thoughtfully relocating the drive through to the rear of the building off the street front.

<p>Human Scale <i>Defines street edges, ensures height and mass respect context; pay attention to scale</i></p> <ul style="list-style-type: none"> • Massing contribution to public realm at grade 	
UDRP Commentary	The building massing creates a street wall that only extends approximately 50% of the site. The proposed public art feature on the adjacent private property (under separate ownership) does little to alleviate this loss of street interface/retail edge.
Applicant Response	Building design along with signage both integrate pedestrian proportions and scale, along with a proposed art project has the potential to create visual continuity for the site, but also enhance the overall pedestrian experience. The site has included future improvements along 17th Avenue which allow for a wider pedestrian boulevard along 17th Avenue and a more integrated and accessible public realm which includes trees and banners and is more clearly defined through the use of materials and color as indicated in the 17th Avenue SW Urban Design Strategy. Additionally, planters, trees and benches have been included to supplement the boulevard and add natural elements to the overall pedestrian experience which add depth and interest to the restaurant edge making the overall experience more inviting.
<p>Integration <i>The conjunction of land-use, built form, landscaping and public realm design</i></p> <ul style="list-style-type: none"> • Parking entrances and at-grade parking areas are concealed • Weather protection at entrances and solar exposure for outdoor public areas • Winter city response 	
UDRP Commentary	The applicant has demonstrated a consideration of the site's integration, incorporating landscaped buffers to screen the drive-through and soften the street edge, however the 17 th Avenue SW vehicle access and drive-thru use internal to the site are not supported by the Panel.
Applicant Response	A proposed dual lane drive through would eliminate queuing and congestion along 17th Avenue and allows for more intuitive and natural vehicular/pedestrian traffic flow movement on the site and creates a more distinct separation between all modes of travel. Additionally, the dual lane drive through has been strategically located behind the building structure and screened from the pedestrian flow along 17th Avenue to allow for continuity of building facade and offer a more cohesive experience for pedestrians. An outdoor patio has been included into the new building design located on the second level fronting 17th Ave. Shadow studies concluded that this location allowed for maximum sun exposure as well as aided in connectivity between pedestrians and patrons and encouraged a more vibrant and animated public realm space
<p>Connectivity <i>Achieve visual and functional connections between buildings and places; ensure connection to existing and future networks.</i></p> <ul style="list-style-type: none"> • Pedestrian first design, walkability, pathways through site • Connections to LRT stations, regional pathways and cycle paths • Pedestrian pathway materials extend across driveways and lanes 	
UDRP Commentary	The Panel acknowledges some efforts have been made to augment the pedestrian realm through landscaped paving treatments, however greater negative impact is created by accommodating the drive-thru use.
Applicant Response	The proposed building structure increases the connectivity and safety within the area by including a 2-storey glass permeable and transparent urban edge as well as helps to define a more animated boulevard with the addition of a more contemporary structure along the street. The proposed new site plan layout will allow for the restaurant to be

	<p>located along the east side of the site situated next to the building on the site's immediate east. This will have the advantage of creating a continuous building</p> <p>facade along 17th Avenue of 120.8 metres in length. The proposed design has enhanced the 17th Avenue Urban Design strategy by including additional landscaping elements to enhance the pedestrian experience.</p>
<p>Animation <i>Incorporate active uses; pay attention to details; add colour, wit and fun</i></p> <ul style="list-style-type: none"> • Building form contributes to an active pedestrian realm • Residential units provided at-grade • Elevations are interesting and enhance the streetscape 	
UDRP Commentary	<p>The building design incorporates generous glazing and second floor patio along the south façade. A continuation of this street wall would contribute to a more an enhanced streetscape and active pedestrian realm.</p> <p>While well-intentioned, The Panel notes the proposed community wall mural on the adjacent private property would be obstructed by parked cars, undermining it's ability to activate the street interface.</p>
Applicant Response	<p>The proposed new 2-storey building structure includes a 2 Storey glass permeable and transparent urban edge which helps to define a more animated boulevard with the addition of a more contemporary structure along the street. Additionally, the inclusion of a second-floor patio along the exposed west side of the site would allow for more continuity and physical connection to pedestrians along the street in addition to keeping both the site and avenue activated and animated.</p>
<p>Accessibility <i>Ensure clear and simple access for all types of users</i></p> <ul style="list-style-type: none"> • Barrier free design • Entry definition, legibility, and natural wayfinding 	
UDRP Commentary	<p>Relatively good accessibility is provided from 17 Avenue SW to the primary building entrance.</p>
Applicant Response	<p>With the addition of the enhanced and augmented landscaping feature along the south side of the restaurant as well as into the site proper, there is a clear and consistent material and color palette reference which essentially expands the 17th Avenue boulevard into the property to all its entrances. The design has also been thoughtfully color-referenced along the apron to delineate the vehicle access along with bollards and lighting/banners which help identify modes of travel throughout the site. Three entrances are located along the south side (two off 17th Avenue) and another one within the augmented plaza area. Benches have also been included within each of these areas to aide with mobility and maneuverability.</p>
<p>Diversity <i>Promote designs accommodating a broad range of users and uses</i></p> <ul style="list-style-type: none"> • Retail street variety, at-grade areas, transparency into spaces • Corner treatments and project porosity 	
UDRP Commentary	<p>A single use-auto oriented business does not meet expectations for accommodating a broad range of users and uses.</p>
Applicant Response	<p>McDonald's is a restaurant-oriented business which focusses on sit down patrons as well as walk-up and take-out services.</p>

Flexibility <i>Develop planning and building concepts which allow adaptation to future uses, new technologies</i>	
<ul style="list-style-type: none"> • Project approach relating to market and/or context changes 	
UDRP Commentary	The current building design and corresponding Land Use fails to capitalize on the site's walkable urban location and recent City investment in the 17 th Avenue SW streetscape. It is clear to the Panel McDonalds is driving design factors based solely from an existing business-model, and future redevelopment interest will accordingly suffer.
Applicant Response	As prominent global brand, McDonald's priority is to continue to evolve and emerge utilizing both cultural as well as technological trends to enhance and foster its image within the global market. While the site has been designed to accommodate traffic flow into and out of the restaurant as it exists today, emerging trends have identified technologies such as autonomous vehicles, as well as 5G which could potentially change the logistics of the site in the future and thus, may alter the principles dictating how convenience food will be accessed in the future. The proposed site design and layout has included an augmented landscaped area which not only allows for visual connectivity and continuity, but also provides the flexibility for the space to be utilized differently at a future date if and when those trends emerge as a priority for McDonald's and for its customer base. .
Safety <i>Achieve a sense of comfort and create places that provide security at all times</i>	
<ul style="list-style-type: none"> • Safety and security • Night time design 	
UDRP Commentary	The Panel acknowledges significant efforts to increase site security including greater building porosity, lighting, and patio placement.
Applicant Response	Considerable thought was put into increasing the site's security and safety. McDonald's will continue to work with the local police and BRZ as it relates to safety and security.
Orientation <i>Provide clear and consistent directional clues for urban navigation</i>	
<ul style="list-style-type: none"> • Enhance natural views and vistas 	
UDRP Commentary	See related Urban Design Elements such as Context and Integration for a consistent Panel commentary.
Applicant Response	Noted.
Sustainability <i>Be aware of lifecycle costs; incorporate sustainable practices and materials</i>	
<ul style="list-style-type: none"> • Site/solar orientation and passive heating/cooling • Material selection and sustainable products 	
UDRP Commentary	No Sustainability aspects were discussed as part of the application.
Applicant Response	The assortment of paving materials/colors has reinforced both the location of the main entrances to the restaurant as well as allowed for a delineation of the access for vehicles off 17th Avenue as well as created visual cues for pedestrians walking along the boulevard. Planters and benches have also been included along the restaurant front as per the 17th Avenue Urban Design Strategy policy to enhance this component of the public realm corridor. An additional small landscaped area has been included along the SW edge of the site to provide a semi-transparent screen from the parking in behind, reinforce the wall mural, and visually tie the building form from the east side to the west side of the site enhancing the connectivity and cohesion of the overall site design. All

	vegetation introduced within the landscaping will be native species and drought-tolerant given the high degree of sun exposure along 17th Avenue south.
<i>Durability</i> Incorporate long-lasting materials and details that will provide a legacy rather than a liability	
<ul style="list-style-type: none"> • Use of low maintenance materials and/or sustainable products • Project detailed to avoid maintenance issues 	
UDRP Commentary	While building materials are generally meet expectations, some site treatments present greater long-term maintenance issues. Based on far more critical aspects related to the overall site layout as articulated in this document, commentary to this level of detail are not relevant at this time.
Applicant Response	Noted. We agree that this is a Development Permit comment.

Applicant Outreach Summary



Community Outreach on Planning & Development Applicant-led Outreach Summary

Please complete this form and include with your application submission.

Project name: LOC2019-0100 - Land Use Amendment - McDonald's 1422 17 AV SW

Did you conduct community outreach on your application? YES or NO

If no, please provide your rationale for why you did not conduct outreach.

Outreach Strategy

Provide an overview of your outreach strategy, summary of tactics and techniques you undertook (Include dates, locations, # of participants and any other relevant details)

The outreach included correspondence and meetings with existing businesses adjacent to the property, as well as City of Calgary Police, City of Calgary Staff, 17th Avenue Business Improvement Association (BRZ), and the Beltline Community Association.

1. Adjacent Businesses – Personal meetings with adjacent business owners and McDonald's representative to discuss the new commercial development which was intended to replace the old existing commercial development. The strategy was to consult adjacent businesses in person to discuss existing issues as they pertained to local business units and discuss specific issues as the site exists currently and how a new design could improve logistics, modernize aesthetics, reorganize flow, and enhance safety.
2. City of Calgary Police - Personal meeting with Calgary Police and McDonald's representative to discuss the inherent safety concerns as well as historical concerns reported on the existing site and detail how CPTED initiatives could be incorporated into the proposed design to enhance safety measures on site.
3. City of Calgary Staff - Personal meetings with City of Calgary staff and McDonald's representative to discuss existing traffic concerns on site and how new drive through location and new access design could mitigate existing traffic concerns
4. 17th Avenue Business Improvement Association (BIA) – Personal Meetings were conducted with BIA and McDonald's representative to discuss the new flagship commercial McDonald's proposed on site and the intended economic benefits this could bring to both the corridor in terms of commercial feasibility, walking traffic, as well as advantages of a rehabilitated site to include a modernized flagship location within the City.
5. Beltline Community Association March 26, 2019 – Personal Meeting with two members of the Beltline Community Association, Peter Oliver and Tyson Bolduc, one McDonald's representative, and two employees from IBI Group to present and discuss site plan/renderings.
6. City of Calgary Urban Development Review Panel Meeting (Fall 2020) - A formal meeting was held with members of the UDRP panel (six participants and distribution to eight additional members), one McDonald's representative, and two employees from IBI Group to present the proposed design as well as the revised urban strategy for the development.

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Community Outreach on Planning & Development Applicant-led Outreach Summary

Stakeholders

Who did you connect with in your outreach program? List all stakeholder groups you connected with. (Please do not include individual names)

1. Adjacent Businesses:
 - Bar 1410 (Group 933 Hospitality) – Business Owner & Business Owner of Jamison Pubs – Wanted an update and offered assistance to get to approval stage.
 - Bar 1410 (Group 933 Hospitality) – Business Owner Met with McDonalds Representative Sept 11th – Very eager to see a new development on-site.
 - Melrose (Spring 2018) – Manager of Trolley Five – Endorses the McDonalds proposed new Build
 - Atlas Development Corporation (Spring 2018 and Fall of 2019) – Owner of 6 buildings along 17th Ave – Highly endorses new development.
2. City of Calgary Police:
 - October 9th, 2018 - Met with Sargent, two Constables on site to review our proposed Rebuild and review existing issue. All of them endorsed the Security merits of a New Restaurant and placed further input on what to include in the new site. In turn reviewed the Crime Prevention Through Environmental Design Assessment Report for 17th Ave as it relates to the proposed New Build. Spoke on the phone various times after to discuss both current security strategy and future.
 - Representatives from National Loss Prevention for McDonalds (Sept 2018) – Worked with both and strategized to create a positive change security guidelines for new measures to be created, which includes Ext Lighting, Ext/Int garbage, Ext Security, CCTV, Washrooms, Upper Lobby, front counter, Int Lobby & SSBS. for new measures to be created
 - Vice Police Chiefs Office (Female Vice Chief) – Was eager to hear our new plans and police meeting to date. Endorse the project due to all the improved security measures.
3. City of Calgary Councillors and Staff:
 - Meeting with Councillors and/or Assistants at City Hall
 - Councillor Ward 4 – Feb 2019
 - Councillor Ward 8 – Spring 2017 & October 2019
 - Councillor Ward 10 – Spring 2019
 - Councillor Ward 6 – Jan 29th, 2019
 - Ward 11 Asst (Councillor Ward 11)
 - Councillor Ward 9 – July 2020
 - Mayor's Office – Senior Strategist – Jan 30th, 2019
 - Met with – Traffic Manger & Engineer – April 24th, 2019
 - Met with Coordinator Transportation Development Services & Approvals Coordinator Planning on Sept 15th at City Hall
 - Met with Transportation Planning & Approvals Coordinator, Senior planner with community planning /Beltline ARP amendment Project lead, Senior Planner with Community Planning/ Main Streets Project, City's Sr. Transportation Engineer. In April 2018.
4. 17th Avenue Business Improvement Association:
 - Met with 17th Ave Business Improvement Assoc. in Spring 2018 with an extremely favorable we as a board do not understand why this refusal is still an issue given the economics of Calgary" The board is in the process of providing

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Community Outreach on Planning & Development Applicant-led Outreach Summary

us with a letter of endorsement.

5. Beltline Community Association
 - Met (Fall 2018) – As requested provided him with an efficiency study of our Drive Thru's and provided a noise study for the audible order speakers to show how noise protective they are
6. Urban Development Review Panel Meeting
 - Comments received from the UDRP were addressed and the responses were provided by the applicant to the Planning file manager at the City of Calgary.

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Community Outreach for Planning & Development Applicant-led Outreach Summary

What did you hear?

Provide a summary of main issues and ideas that were raised by participants in your outreach.

The main issues raised by participants included the following:

- Consensus of existing pedestrian safety concerns on site (loitering, lack of lighting, nefarious activities in and around the site)
- Consensus of existing traffic safety concerns on site (queuing of traffic for drive through would interrupt 17th Ave boulevard and often cause backlog of vehicles onto 17th Ave SW and blocking north lane)
- Consensus that the existing site was old, worn-out and damaged and in need of an upgrade
- Consensus that the site required remodel to help improve existing conditions and new proposed development could be a very positive initiative within the community (in terms of commerce, increasing pedestrian volume, and overall enhanced safety measures provided to community)
- Positive feedback about proposed enhanced CPTED and safety features to be implemented on site to promote pedestrian safety
- Consensus that the inclusion of a Drive Through would require an amendment to the Beltline Area Redevelopment Plan

How did stakeholder input influence decisions?

Provide a summary of how the issues and ideas summarized above influenced project decisions. If they did not, provide a response for why.

Consensus of existing pedestrian safety concerns on site (loitering, lack of lighting, nefarious activities in and around the site)

McDonald's has also responded directly to the Crime Prevention through Environmental Design (CPTED) component through its revised site design and site layout which includes a two-tiered permeable facade facing 17th Avenue as well as the addition of an outdoor patio which faces both 17th Avenue and which opens towards 14 Street SW. Many innovative lighting elements have also been included to augment the safety within the site, as well as the inclusion of effective illumination levels, integrated design elements (such as the patio placement) which allow for direct sight-lines, as well as the introduction of private CCTV surveillance of streets and parking areas, to increase the sense of safety and security of this often-problematic intersection and location.

Recently, McDonald's has agreed to allow for specific operational changes to be adopted only within this location to help with future safety concerns:

- Limiting accessibility and operations on the second-floor level during off-hours to reduce loitering
- Amending operational guidelines including limiting off-hours drink re-fills to limit loitering

calgary.ca/planning



Community Outreach for Planning & Development Applicant-led Outreach Summary

- Limited wifi accessibility during off-hours and measures in both the construction of the building and installation of the wifi routers to prevent non-occupants from using the free wifi (inclusive of standard password protection)
- Doorless washrooms to prevent nefarious activities

Additionally, McDonald's had made changes to the patio (which was originally to be located along the eastern edge) and has now been moved to the west edge of the building to allow for maximum exposure to pedestrians below and to allow for maximum visibility into and through the 14th Street intersection.

Consensus of existing traffic safety concerns on site (queuing of traffic for drive through would interrupt 17th Ave boulevard and often cause backlog of vehicles onto 17th Ave SW and blocking north lane

A proposed dual lane drive through would eliminate queuing and congestion along 17th Avenue and allows for more intuitive and natural vehicular/pedestrian traffic flow movement on the site and creates a more distinct separation between all modes of travel. Additionally, the dual lane drive through has been strategically located behind the building structure and screened from the pedestrian flow along 17th Avenue to allow for continuity of building facade and offer a more cohesive experience for pedestrians.

Consensus that the existing site was old, worn-out, damaged and in need of an upgrade

The proposed building structure includes a 2-storey glass permeable and transparent urban edge as well as helps to define a more animated boulevard with the addition of a more contemporary structure (a flagship McDonald's location within the City) along this 17th Avenue corridor. Additionally, upgrades would be made to landscaping (benches, planters, integrated paving stones and additional vegetation) as well as allow the site to be more accessible, flexible, resilient, and sustainable.

Consensus that the inclusion of a Drive Through would require an amendment to the Beltline Area Redevelopment Plan

The existing site plan has incorporated a flexible and resilient design solution which accommodates all forms of traffic flow into and out from the site. An amendment to the Beltline ARP has been submitted along with the Land Use Amendment submission to continue to allow for the restaurant to operate as exists today.

How did you close the loop with stakeholders?

Provide a summary of how you shared outreach outcomes and final project decisions with the stakeholders that participated in your outreach. (Please include any reports or supplementary materials as attachments)

After meeting with various parties, McDonald's Management and IBI Group met together to discuss concerns brought to light through the consultation and outreach process. Adaptations have been integrated through both innovative site design as well as through operational adjustments which enhance public safety and functionality within the site.

calgary.ca/planning

Transportation Evaluation

A draft Transportation Impact Assessment (TIA) was submitted to the City on 2021 March 16, that reviewed two access scenarios: the first was permitting right-in right-out access to 17 Avenue SW and all-turns access at 16 Avenue SW; and the second was permitting an all-turns access to 16 Avenue SW only.

Several challenges were identified with the access to the site at 17 Avenue SW. Among the challenges, the driveway access from 17 Avenue SW:

- impacts the public realm;
- impedes pedestrian and active modes mobility; and
- lessens the opportunity to complete the vision of 17 Avenue SW as an accessible, people-focused space.

As an example, analysis provided in the TIA confirms that vehicles accessing the site from 17 Avenue SW physically disrupts (blocks) the pedestrian sidewalk (public realm) during the AM periods. The configuration of the site accommodates space for three vehicles to queue, whereas observations note seven vehicle queue length at the driveway access for longer periods of time. It is noted that during the AM peak, a queue greater than 3 vehicles was observed over 75 percent of the time based on the February 2021 traffic data. To address queuing concerns, a conceptual site plan provided with the application proposes to relocate the drive through entrance to the north of the site. This appears to lessen potential queuing impacts to the public realm along 17 Avenue SW by no longer blocking the sidewalk on 17 Avenue SW, however access and egress at 17 Avenue SW increases the amount of vehicles crossing the public realm, increasing potential conflict between pedestrian, active modes, and vehicles.

The second scenario, permitting access and egress from 16 Avenue SW only, appears to provide a balanced solution to the challenges of access at 17 Avenue SW. Impacts to the 17 Avenue SW public realm impacts are eliminated, allowing for continuous, uninterrupted public space for the length of the block. This also leverages the full benefit of the public and private investments made along 17 Avenue SW to improve public realm and experience along 17 Avenue SW. From a technical perspective, the TIA suggests that pedestrian and active mode volumes are also substantially less along 16 Avenue SW, reducing potential vehicle/active mode conflicts. In addition, together with the proposed site layout allows for increased vehicle queueing or stacking within the site itself. If the queue extends onto 16 Avenue SW, it is a better place for queueing to occur when compared to 17 Avenue SW.

Based on the technical review, combined with a review of preferred outcomes for 17 Avenue SW, Administration recommends access and egress to the site be provided at 16 Avenue SW only. The one technical option for egress onto 17 Avenue SW could be a directional right-out only at 17 Avenue SW. This is not an ideal outcome, but from a technical perspective it is a possible option with reduced conflict risk to pedestrians and active mode users along 17 Avenue SW. With a right-out only drivers leaving the site must stop before entering the public right-of-way, and will have improved sightlines to observe pedestrians along 17 Avenue SW compared with the inbound movement. All turns access to 17 Avenue SW is not supported.

PROPOSED

**CPC2021-0421
ATTACHMENT 3**

BYLAW NUMBER 24P2021

**BEING A BYLAW OF THE CITY OF CALGARY
TO AMEND THE BELTLINE AREA
REDEVELOPMENT PLAN BYLAW 2P2006
(LOC2019-0100/CPC2021-0421)**

WHEREAS it is desirable to amend the Beltline Area Redevelopment Plan Bylaw 2P2006, as amended;

AND WHEREAS Council has held a public hearing as required by Section 692 of the Municipal Government Act, R.S.A. 2000, c.M-26, as amended:

NOW, THEREFORE, THE COUNCIL OF THE CITY OF CALGARY ENACTS AS FOLLOWS:

1. The Beltline Area Redevelopment Plan attached to and forming part of Bylaw 2P2006, as amended, is hereby further amended as follows:
 - (a) In Part 1, section 4.3.2 entitled “General Urban Mixed-Use Area policies”, add the following text to the end of the sentence at policy i:

“, with the exception of the site located at 1422 - 17 Avenue SW, where the development meets the following policies:

 - i. Where a drive through is included as part of a development, the development should demonstrate exemplary architecture and urban design.
 - ii. Buildings should be sited close to and oriented towards 17 Avenue SW.
 - iii. Development should provide windows and entrances with transparent, unobstructed glazing to promote natural surveillance of the street and public realm.
 - iv. Buildings should be designed to improve the pedestrian experience using varied articulation, textures, and high quality building materials and finishes.
 - v. Site security should be prioritized through design strategies such as greater building porosity, lighting, plaza and patio placement and public art.
 - vi. The public realm along 17 Avenue SW should provide for a continuous 3 metre unobstructed pedestrian walking zone.
 - vii. Landscaped areas should be located to enhance and complement the interface between the building and the public realm, specifically along the 16 Avenue SW frontage.
 - viii. Design and siting of the drive through should consider the following:
 - minimizing vehicle stacking from the site onto 16 and 17 Avenues SW;
 - minimizing driveway widths along 16 and 17 Avenues SW; and,
 - reducing pedestrian, transit and bicycle conflicts through pedestrian and vehicle safety controls.

PROPOSED

BYLAW NUMBER 24P2021

- ix. Upon submission of a Development Permit application, a Crime Prevention Through Environmental Design (CPTED) Assessment and a Transportation Impact Assessment will be required by the Development Authority to identify potential issues arising from a drive through in this location.”

2. This Bylaw comes into force on the date it is passed.

READ A FIRST TIME ON _____

READ A SECOND TIME ON _____

READ A THIRD TIME ON _____

MAYOR

SIGNED ON _____

CITY CLERK

SIGNED ON _____

PROPOSED

**CPC2021-0421
ATTACHMENT 4**

BYLAW NUMBER 80D2021

**BEING A BYLAW OF THE CITY OF CALGARY
TO AMEND THE LAND USE BYLAW 1P2007
(LAND USE AMENDMENT
LOC2019-0100/CPC2021-0421)**

WHEREAS it is desirable to amend the Land Use Bylaw Number 1P2007 to change the land use designation of certain lands within the City of Calgary;

AND WHEREAS Council has held a public hearing as required by Section 692 of the Municipal Government Act, R.S.A. 2000, c.M-26 as amended;

NOW, THEREFORE, THE COUNCIL OF THE CITY OF CALGARY ENACTS AS FOLLOWS:

1. The Land Use Bylaw, being Bylaw 1P2007 of the City of Calgary, is hereby amended by deleting that portion of the Land Use District Map shown as shaded on Schedule "A" to this Bylaw and replacing it with that portion of the Land Use District Map shown as shaded on Schedule "B" to this Bylaw, including any land use designation, or specific land uses and development guidelines contained in the said Schedule "B".
2. This Bylaw comes into force on the date it is passed.

READ A FIRST TIME ON _____

READ A SECOND TIME ON _____

READ A THIRD TIME ON _____

MAYOR

SIGNED ON _____

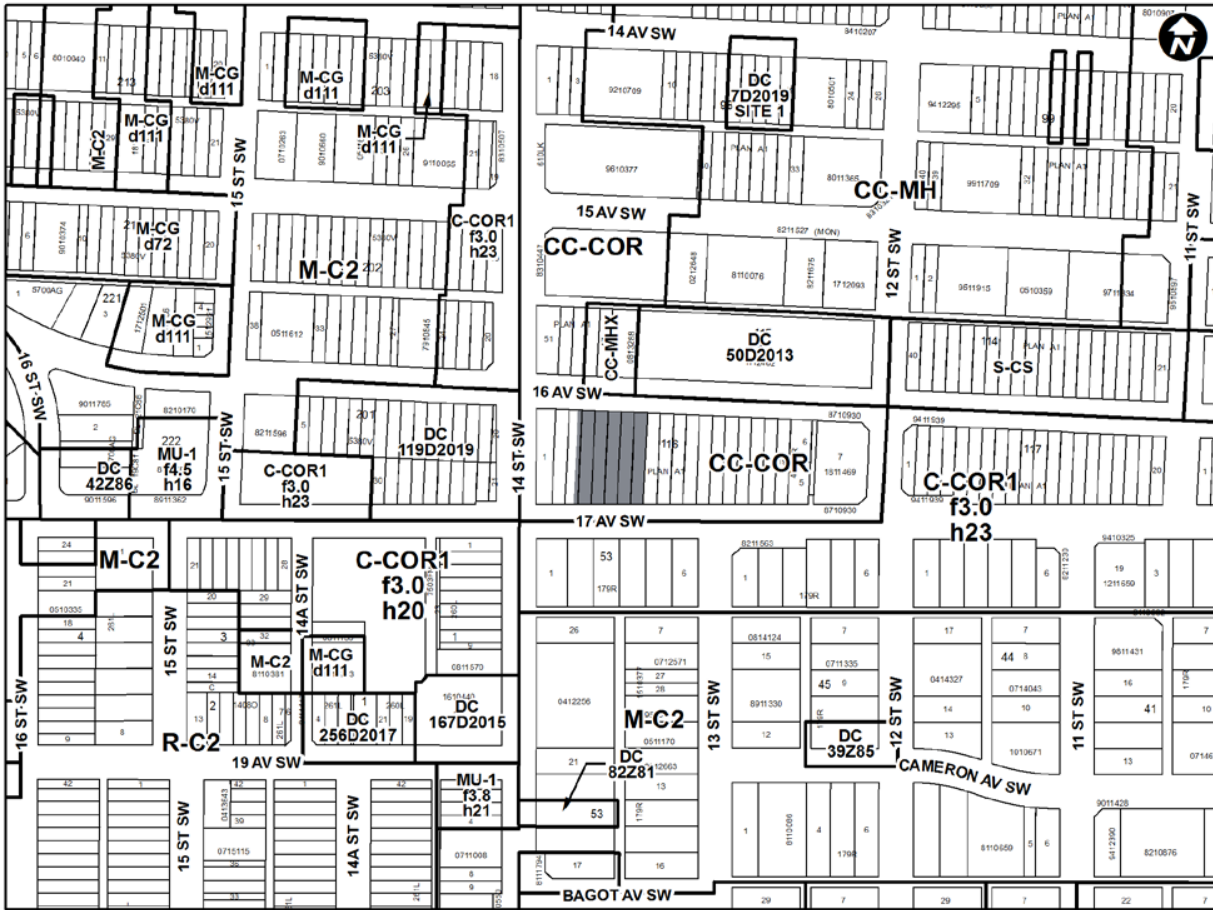
CITY CLERK

SIGNED ON _____

PROPOSED

AMENDMENT LOC2019-0100/CPC2021-0421
BYLAW NUMBER 80D2021

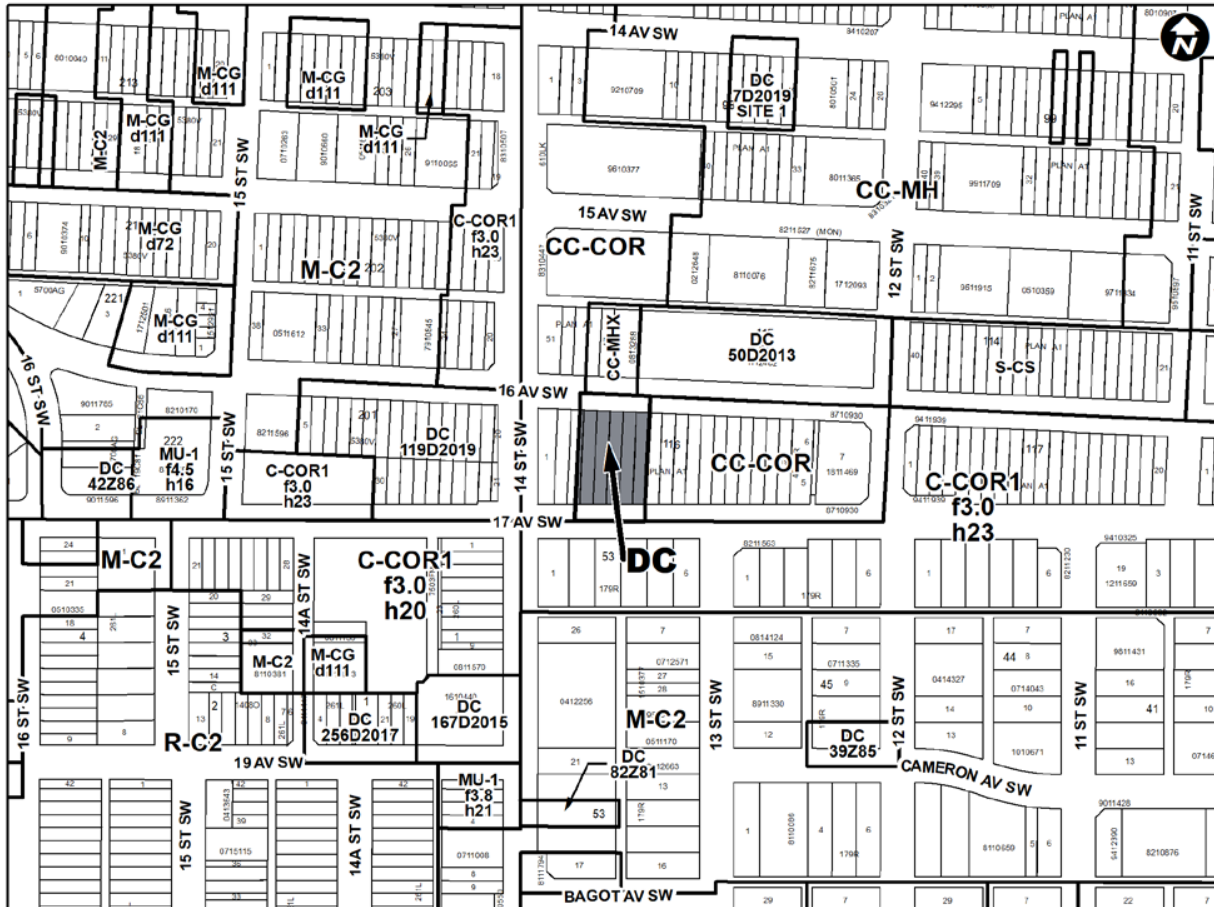
SCHEDULE A



PROPOSED

AMENDMENT LOC2019-0100/CPC2021-0421 BYLAW NUMBER 80D2021

SCHEDULE B



DIRECT CONTROL DISTRICT

Purpose

- 1 This Direct Control District Bylaw is intended to allow for the additional use of drive through.

Compliance with Bylaw 1P2007

- 2 Unless otherwise specified, the rules and provisions of Parts 1, 2, 3 and 4 of Bylaw 1P2007 apply to this Direct Control District Bylaw.

Reference to Bylaw 1P2007

- 3 Within this Direct Control District Bylaw, a reference to a section of Bylaw 1P2007 is deemed to be a reference to the section as amended from time to time.

Permitted Uses

- 4 The **permitted uses** of the Centre City Commercial Corridor District (CC-COR) of Bylaw 1P2007 are the **permitted uses** in this Direct Control District.

PROPOSED

AMENDMENT LOC2019-0100/CPC2021-0421 BYLAW NUMBER 80D2021

Discretionary Uses

5 The **discretionary uses** of the Centre City Commercial Corridor District (CC-COR) of Bylaw 1P2007 are the **discretionary uses** in this Direct Control District with the addition of:

- (a) **Drive Through.**

Bylaw 1P2007 District Rules

6 Unless otherwise specified, the rules of the Centre City Commercial Corridor District (CC-COR) of Bylaw 1P2007 apply in this Direct Control District.

Building Façade

7 The length of the **building** façade that faces 17 Avenue SW must be a minimum of 60.0 per cent of the length of the **property line** it faces.

Rules for Commercial Uses Facing a Street

8 The façade of a **building** located on the floor closest to **grade** and facing 17 Avenue SW must include unobstructed windows with transparent glass that occupy a minimum of 65.0 per cent of the façade between a height of 0.6 metres and 2.4 metres.

Relaxations

9 The **Development Authority** may relax the rules contained in Sections 6, 7 and 8 of this Direct Control District Bylaw in accordance with Sections 31 and 36 of Bylaw 1P2007.

Neighbourhood Association Response



April 6, 2021

The City of Calgary
700 Macleod Trail S.E.
Calgary, AB T2G 2M3

Dear Members of the Calgary Planning Commission,

On behalf of the Board of Directors of the Beltline Neighbourhoods Association (BNA), we are reaching out to you regarding Land Use Amendment LOC2019-0100 (Redevelopment of the McDonald's at 1422 17 Avenue SW).

This is the BNA's third letter to the City regarding this application, and as noted in the previous two, we remain strongly opposed to this proposal. We do not support a new drive-through at this location, and do not believe that the applicant has adequately demonstrated a commitment to supporting the long term vision for the community. At its core, the amendment seeks to circumvent good City policy for mixed-use, walkable, urban redevelopment and is antithetical to the significant public and private investments that have been made along the 17 Avenue SW corridor in recent years.

Given the considerable volunteer hours we have spent bringing legitimate and reasonable concerns to the table on this file, we would also like to express our frustration at the apparent lack of willingness on the part of the applicant to consider a reasonable compromise. As noted, we have already submitted three letters: the first following the receipt of the land-use application circulation and following two in-person meetings with the applicant; the second leading up to the initial hearing at Calgary Planning Commission on February 4, 2021, after Administration's recommendation for refusal; and the third prior to the second CPC hearing scheduled for April 22. **We would note that following several rounds of review, the application has only received minor revisions and none of our three principal concerns have been satisfactorily addressed:**

New Drive-Through Uses: In accordance with the Land-Use Bylaw, 1P2007 and the Beltline Area Redevelopment Plan, new drive-throughs are not permitted in the Beltline. There is no existing policy foundation, emerging planning direction, nor grandfathered entitlement that can suitably rationalize the inclusion of this feature. We do not believe that a drive-through is in keeping with the 17 Avenue public realm aspiration and the planning frameworks that are in place to discourage automobile-oriented uses in the community. The drive-through also exasperates specific safety concerns around vehicular movements due to the quantity of cars exiting and entering the site and the proximity to the intersection of 17 Avenue and 14 Street SW (note that unlike the current situation, the access to and from 17 Avenue is now bi-directional, which arguably creates a more hazardous situation for pedestrians and other vehicles).

Pedestrian Safety: The existing drive-through already presents a safety concern for pedestrians utilizing the north sidewalk along 17 Avenue. The proposal further exacerbates this issue by creating amenity spaces on both sides of a poorly delineated two-way vehicle ramp. While we appreciate that the applicant has taken steps to create at-grade amenities, they are rendered functionally ineffective when they are bisected by vehicle access and serve only to draw attention to the fact that this feature is wholly incompatible with the 17 Avenue urban form and use patterns.

Urban Format: We can accept the reality that due to the size of the site and the fact that many customers will arrive by car, a parking area and pick-up window may be an appropriate use for the rear of the site, accessed from 16 Avenue SW. This feature, on its own, would not preclude the applicant from creating a continuous street wall along 17 Avenue. The 17 Avenue character is urban and pedestrian-centric. Given the continued evolution of the corridor and the many progressive, contextually sensitive developments that



BELTLINEYYC.CA



have been built over the past several years, we are disappointed that the applicant does not anticipate a more appropriate urban retail format. The 17 Avenue A&W at 4 Street and the recent urban-format Canadian Tire are examples of chain businesses that have put forward a more context appropriate model in the Beltline. Neither of these businesses have drive-throughs or large surface parking lots; it is reasonable to assume McDonald's can achieve the same or better while operating a successful business.

Further to the above, we would like to bring the following additional concerns to your attention, based on developments that have occurred since our last correspondence:

1. CPC referral and revised Direct Control wording:

On February 4, 2021, Calgary Planning Commission referred the application back to Administration with a direction to revise the wording of the proposed Direct Control district. The additional text included language supporting "urban design principles for street activation and continuity of the building edge", related improvements to the public realm along both the 17 Avenue and 16 Avenue interfaces, mitigation of safety hazards for all modes of transportation to and adjacent to the site, and further consideration of CPTED issues.

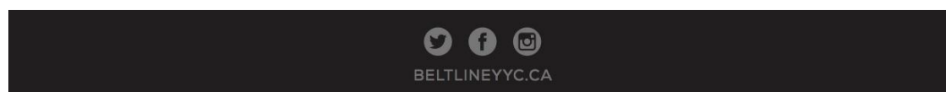
Dishearteningly, the revised site plan demonstrates that the applicant has failed to capitalize on these recommendations with **very few significant or meaningful changes from the previous iteration**. In particular, we cannot find evidence that effective compromises were made to address the continuity of the building frontage, substantial activation of the public realm, or improvements to pedestrian safety (which we believe can only be addressed through a rethinking of the drive-through access regime). **Despite numerous discussions where these concerns were expressed, Administration's recommendation for refusal, and a subsequent referral back to Administration to strengthen the DC wording, the application before us is largely unchanged from one that was originally circulated, especially with respect to the overall configuration of the site.**

2. Public engagement:

17 Avenue SW is the beating heart of the Beltline and arguably one of the most successful Main Streets in Calgary. Incremental redevelopment has served to advance the goals of an even more walkable, pedestrian friendly corridor. The applicant has elected to proceed with the application in spite of a recommendation for refusal by Administration and reasonable opposition by the BNA and neighbouring community associations in Sunalta and Mount Royal. **In fact, the only letter of support that was included with the February 4 CPC agenda came from the 17 Avenue BIA and was signed by a board member who acknowledged that he had a conflict of interest during a March 11, 2021 stakeholder engagement meeting.**

In response to the requirements set out in CPC's referral, additional public and stakeholder engagement was undertaken. In an attempt to satisfy this requirement, the applicant launched an online engagement portal. Upon visiting the portal, several of our committee and board members expressed concerns around what appeared to be leading questions that neglected important context. For instance, one of the questions asked respondents to comment on whether or not the site plan successfully addressed the requirements set out in the DC (a topic that members of the public without a planning background are hardly equipped to fairly evaluate without additional information), and originally made reference to a comparison with the previous iteration of the plan which was not published on the website (this portion of the question was subsequently removed, but only after the portal had been live for several days).

It does not appear that the engagement portal was widely advertised. The BNA did not find any references at the restaurant (apart from two City of Calgary land-use notices along 17 Avenue and 16 Avenue), and it was not possible to locate using logical web searches. We have appended two figures to this letter to demonstrate the concern. **Figure 1** is a compilation of photographs of the site taken on March 27, 2021 demonstrating the lack of





signage directing people to the engagement portal. **Figure 2** is a screen capture of a Google search that yielded to link to the site.

3. What happens if a drive through is not approved?

Over the course of our conversations with the applicant and as expressed at the February 4 CPC hearing, the applicant has maintained that, if the application is not approved, the site will continue to persist in its current form for years, and perhaps decades, to come (to paraphrase). Given the CPTED issues at the site, and the current state of the urban blight that exists there, we are being asked to accept that this untenable outcome can only be avoided by supporting the applicant's proposal for a new drive-through.

In our initial meeting with the applicant, they acknowledged that the current situation was "embarrassing," and the CPTED issues unacceptable. This location is owned and operated by McDonald's Canada. It is not a franchise.

While we cannot speak for McDonald's and their business decisions, we have considerable difficulty accepting the reality that a prudent corporate strategy would involve retaining an unacceptable condition that may be bad for their customers, their staff and their brand. We cannot anticipate what McDonald's will do in the event that they cannot build a new drive-through, but we would implore CPC to look past this rhetoric and evaluate the application on its merits.

Planning decisions -- especially those that directly impact the quality of the place we want to create -- should not be made out of a fear that a hypothetical alternative might be worse. **We are looking for the best possible outcomes for our community and our City. We should not simply settle for "less bad."**

Good planning and urban design policy is in place to protect this from happening.

Apart from a desire to maintain the status quo (wherein apparently over 60% of their customers use the drive through), we haven't been provided with a rationale for a land-use amendment that can be reasonably defended through the lens City of Calgary policy or the development trajectory of the community. It appears to us that McDonalds is simply not willing to adapt the business model of this location to address the reality of the current planning environment, policy, and the interests of a vibrant urban community that is increasingly becoming less auto-centric. **We would be more than happy to consider an application for an urban-style McDonald's that embraces the future of the community and looks to new and innovative approaches to drawing in customers that do not depend on a drive-through.** It should be noted that pick-up windows are a permitted use and are employed by many other successful fast food restaurants in the Beltline.

To put it succinctly, the stakeholders in this community have, through their support of the ARP, indicated that drive-throughs are not a desirable use and provide minimal direct benefit to the people who live and do business here.

Thank you for giving the BNA an opportunity to share our perspective.

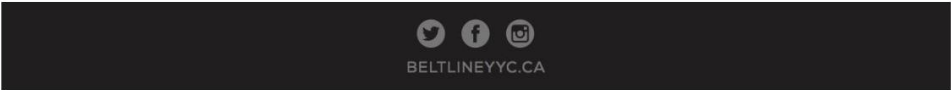
Peter Oliver
President

Tyson Bolduc
Director of Planning & Development





FIGURE 1: Collage of photographs of the exterior of the McDonald's site (taken March 27, 2021) demonstrating that only a minimal attempt was made to draw customers to the online engagement portal via the mandatory City of Calgary development notice signage.



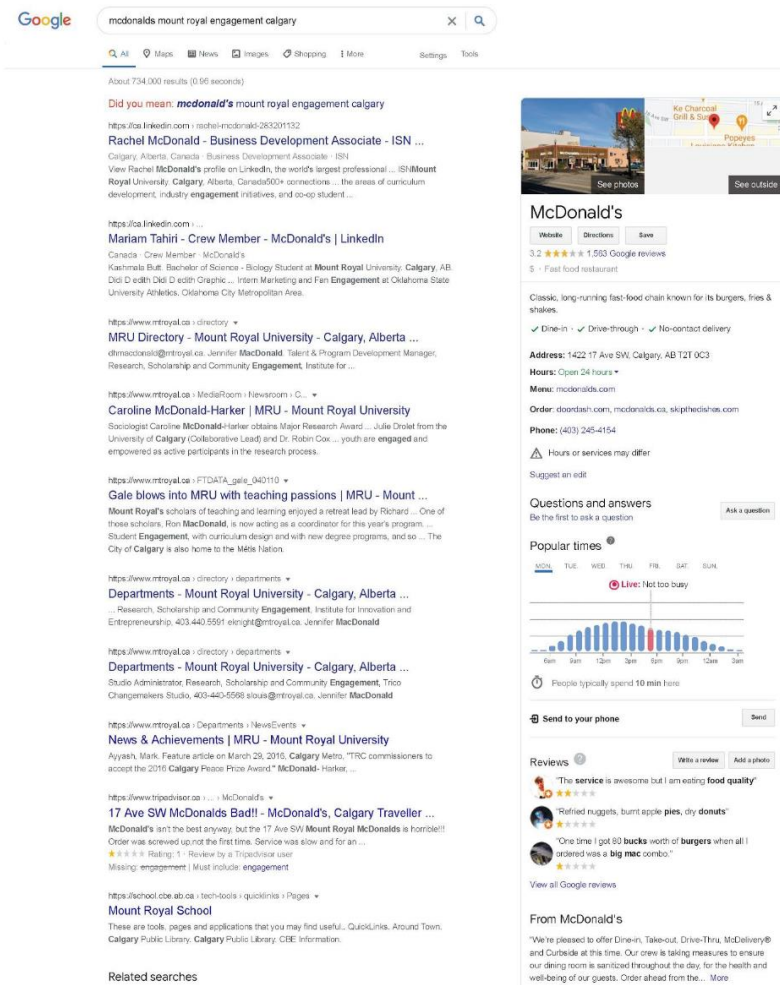


FIGURE 2: One of two attempts to locate the online engagement portal via Google search. Neither attempt appeared to yield a desired result (captured on March 29, 2021).



Community Association Response



Attn: Kait Bahl
RE: **LOC-2019-0100**

March 31, 2021

On behalf of the Sunalta Community Association and its development board, I am providing this letter in response to the the engagement and changes made to LOC-2019-0100 following direction from CPC in February.

IBI and the applicant did engage with us as well as others in a meeting on March 11th where they presented what appeared to be exactly the same plan. While they did confirm answers to questions, the results were of no material difference from what was originally planned. As such, our opposition and our reasoning for opposition is unchanged.

We continue echo the concerns and issues that the Beltline Neighbourhoods Association have put forward in their original and follow up letters. As the neighbouring community and currently actively involved in supporting the development of 17th Ave, 14th Street, and 10th Ave as Main Streets we oppose the proposed land use change.

An auto centric proposal of this scale is contrary with the policy and desires of increasing the mixed use, walkable and urban fabric of the area.

From the letter we sent in during the initial advertisement we are opposed on two main points:

- Insufficient Pedestrian Realm Interface

1627, 10 Avenue SW
Calgary, Alberta
T3C 0J8
(403) 244-2608
www.sunalta.net



The proposed change goes contrary to the Beltline ARP and the Beltline's vision for a focus on pedestrians. The changes do not meaningfully address the conflicts between modes of transport currently experienced with the driveway crossing the sidewalk.

The additional proposed space for pedestrians along 17th Avenue is welcomed but we disagree that the proposal is welcoming to activation or animation. The only patio space is shown to be an exposed second floor outdoor patio. We are concerned that the lack of ability for citizens to use the space will further diminish the vitality of this section of 17th Ave by continuing to make it feel uninviting.

While the permeability of the site is mostly retained, the proposal does little beyond newer lighting to address pedestrian traffic that uses the site to move between 16th and 17th Avenues. Other recent land use items that have been granted in the immediate area have made improving the pedestrian realm part of their proposals and design.

We are however appreciative of the steps taken in the proposal to look at opening the site up for public art use by opening space so the building to the west of the parcel could have a mural. However, the building such a mural would be on is not part of this proposal.

- Automobile Focused Use of Parcel

The proposal increases the focus of the parcel for automobile usage. Additional space used for the drive through along with the large amount of space devoted to parking is not in line with trying to encourage higher pedestrian usage of 17th Avenue. The reduction in parking spaces is welcome, but is offset by the higher impact of idling vehicles in the drive through.

neighbourly since 1912

www.sunalta.net



We are very concerned the automobile centric use of the parcel will further increase conflicts between other users in the area, instead of reducing conflicts through improved design.

Lastly, the move from a single drive through to two, like adding lanes to a roadway is unlikely to properly manage the amount of demand and cause further spill over of traffic onto 17th Avenue. This is further complicated by the right in, right out only focus and having less distance from the 14th Street and 17th Avenue intersection.

In short, this design feels best suited for an auto oriented power centre instead of an urban focused main street.

Thank you,

Micheal Jones
Director of Planning and Development

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www.sunalta.net

Urban Design Review Panel Comments

Urban Design Review Panel Memorandum

Date	March 3, 2021	
Time	Administrative item	
Panel Members	Present Chad Russill (Chair) Chris Hardwicke (Co-Chair) Gary Mundy Beverly Sandalack Jeff Lyness Michael Sydenham Ben Bailey Glen Pardoe	Distribution Noorullah Hussain Zada Anna Lawrence Katherine Robinson
Advisor	David Down, Chief Urban Designer	
Application number	LOC2019-0100	
Municipal address	1422 17 Av SW	
Community	Beltline	
Project description	Land Use to accommodate Drive Thru (McDonald's)	
Review	Second	
File Manager	Kait Bahl	
City Wide Urban Design	Xia Zhang	
Applicant	IBI Group	

Introduction and Background

This memorandum describes the Urban Design Review Panel's assessment of a draft proposed Direct Control District to facilitate the development of a new drive through use in the Beltline. This land use amendment application (with concept drawings) was first presented to the UDRP on September 30, 2020. With this review, the panel found the application to be highly problematic and at odds with several best-practice urban design principles and goals—namely, prioritizing vehicles at the expense of the public realm. A drive through use was not supported by the panel and this was summarized and reinforced in the Urban Design Review Panel comments.

On February 4, 2021, due to the Calgary Planning Commission referred this item back to Administration for further review, with the goal of preparing—together with the Applicant—additional Beltline Area Redevelopment Plan (ARP) Policy amendments and Direct Control District wording for the development of rules for a Drive-Through that would result in a better urban design outcome. The review of these new policy amendments and Direct Control wording agreed to by the Applicant formed the basis of UDRP's second review.

Assessment

It is the position of the Panel that no meaningful changes have been made since the September UDRP. The Applicant (IBI Group and McDonalds) appear unwilling to compromise or consider consequential improvements to their proposal. **The UDRP restates their position that allowing this development in its current form, with drive through access from 17 AV SW, to proceed is a major failure. It is a failure to achieve the ambitions of the Main Street Program, a failure to address the policies of the ARP and a failure to meet best practice in urban design.** The UDRP does not support the proposed policy amendments and direct control wording, supports Administration's recommendation of refusal, and implores the Applicant to reconsider their plans.

Applicant Outreach Summary



Community Outreach on Planning & Development Applicant-led Outreach Summary

Please complete this form and include with your application submission.

Project name: LOC2019-0100

Did you conduct community outreach on your application? YES or NO

If no, please provide your rationale for why you did not conduct outreach.

Outreach Strategy

Provide an overview of your outreach strategy, summary of tactics and techniques you undertook (Include dates, locations, # of participants and any other relevant details)

-creation and hosting of engagement web portal on February 21 and on-going (<http://ibiengage.com/mcdonalds>) which included information regarding the the application, the referral of the application being reviewed, he revised proposed application, as well as dates and timelines for the process of the application returning back to Calgary Planning Commission.

-engagement website linked to City of Calgary Development Map

-Virtual Stakeholder Engagement Meeting held on March 11 (18 participants)

Stakeholders

Who did you connect with in your outreach program? List all stakeholder groups you connected with. (Please do not include individual names)

- Beltline Neighbourhood Association
- Mount Royal Community Association
- BIA -17th Avenue Retail and Entertainment District BIA
- Sunalta Community Association
- Councilor Representation
- City of Calgary
- IBI Group

calgary.ca/planningoutreach



Community Outreach for Planning & Development Applicant-led Outreach Summary

What did you hear?

Provide a summary of main issues and ideas that were raised by participants in your outreach.

- definition of 'usable amenity space" discussed
- noise/sound analysis of vehicles discussed
- CPTED strategies in development discussed
- TIA and vehicle movement discussed (TIA was not available prior to meeting)
- discussion of RIRO along 17th Ave vs. limiting traffic to RI only
- discussion of operational adjustments to location to limit loitering
- discussion of access re-location further west along 17th Avenue
-

How did stakeholder input influence decisions?

Provide a summary of how the issues and ideas summarized above influenced project decisions. If they did not, provide a response for why.

- TIA (submitted March 16th./21) demonstrated that access along 17th Ave along with access on 16th Ave would both be required for optimal traffic flow through the site
- moving access west along 17th Avenue is being explored but as this is a Development Permit concern, could be vetted further in application process.
- noise analysis were completed and presented with no concerns for residential Land Use District along the north
- CPTED strategies have been integrated into all aspects of the development thus far and will include CCTV and lighting upgrades at the Development Permit stage
- McDonald's has expressed that operational adjustments could be included at this location including restricted upper level use, WIFI limitations, drink re-fill limits/etc.

How did you close the loop with stakeholders?

Provide a summary of how you shared outreach outcomes and final project decisions with the stakeholders that participated in your outreach. (Please include any reports or supplementary materials as attachments)

- engagement website has provided ongoing information and ability for dialogue/feedback on the application.
- as most comments related to DP i.e. site plan reconfiguration, building design and not the DC Bylaw, there have been no further amendments to the site plan until a DP is submitted for review. Discussion with McDonald's are ongoing about amending the site plan to reflect discussion points and posting on the website.

calgary.ca/planningoutreach

Calgary Planning Commission's Referral Motion

On 2021 February 04, LOC2019-0100 was referred back to Administration by Calgary Planning Commission, to provide detailed guidance for development of a Drive Through. The referral directs Administration to prepare (1) a DC District and (2) policy amendments to the *Beltline* ARP, to address the following with respect to developing a new drive through on the site:

- “1. Prepare additional Beltline Area Redevelopment Plan (ARP) Policy amendments and Direct Control District wording for development of rules for a Drive-Through, as follows:
 - a. 17 Ave. SW Frontage, including:
 - i. Urban Design Principles for street activation and continuity of building edge
 - ii. 17 Avenue SW site frontage urban design
 - iii. Pedestrian Character and Landscaping Amenity on 17 Avenue SW
 - iv. Building frontage width and placement on 17 Avenue SW
 - v. Building Façade Design including customer entrances, window area, and façade signage
 - vi. Transparent Glazing
 - b. 16 Ave. SW frontage interface/design with adjacent Multi-Residential to the north
 - c. Transportation Access and safety for all travel modes, including:
 - i. Site access and driveway design from 16 Avenue
 - ii. Safety of pedestrian sidewalk environment
 - iii. Site access impacts on Transit functions
 - d. Crime Prevention Through Environmental Design (CPTED) Assessment, including:
 - i. Noise impacts on adjacent residential developments
 - ii. Social disorder and crime
2. The applicant is to continue community engagement with adjacent stakeholders in coordination with Administration”

April ~~15~~ _____, 2021

City of Calgary
Development & Building Approvals
P.O. Box 2100, Stn M, #8073
Calgary, AB T2P 2M5

Attn: Kaitlin Bahl

RE: McDonald's Restaurants of Canada Limited – Policy Amendment and Land Use Amendment
1422 17th Ave SW, Calgary, AB

Dear Kaitlin:

We are writing to express our support for the upcoming application by McDonald's Restaurants of Canada Ltd.'s at the Calgary Planning Commission on April 22, 2021, relating to their restaurant located at 1422 17 Avenue SW. We understand that their application is to obtain (i) amendments to the Beltline ARP, and (ii) a Direct Control Bylaw, each of which would allow for the redevelopment of the McDonald's restaurant.

As community builders we have made significant investments in the Beltline community and elsewhere in the City of Calgary not only with our time and money, but with the goal of building a better community. This McDonald's restaurant has been operating for over 35 years and is poorly functioning. The proposed application will create jobs in our community, improve the pedestrian and vehicular corridors and allow for a newer and more appropriate built form.

The existing location is tired and creates traffic issues that reverberate throughout 17th Avenue SW. While we understand that the existing planning policies do not allow for development of new drive thru uses in the Beltline Community, we ask that common sense be applied. McDonald's has communicated that it is imperative to their business that drive thru access to and from 17 Avenue SW be maintained – this seems like a very minor accommodation to provide in order to achieve significant improvements to this site, particularly given the current use can continue indefinitely.

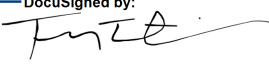
We recognize that planning policy is drafted to apply broadly to our communities – often times it is more art than science and it gives rise to acceptable exemptions where appropriate. In this instance we feel that the current planning policy should be amended to allow McDonald's to proceed towards their new and vibrant development.

We strongly support their application and would appreciate the opportunity to speak further to this matter should the opportunity be available.

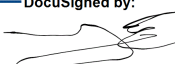
Regards,


Name: Gary Silbernagel
Company:
Title:

Name: Jeffrey D. Kohn
Company:
Title:

DocuSigned by:

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Name: Tony Trutina
Company: Truman
Title: COO

Name: W. Brett Wilson
Company:
Title:


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Name: Lee Dowd
Company: AnaCreek Capital
Title: President

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Name: Jim Mitchell
Company: Certus
Title: President

Name: Michael Evans
Company:
Title:

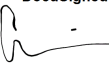
DocuSigned by:

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Name: Jeremy Thal
Company: Royop Development Corporation
Title: President

DocuSigned by:

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Name: Ryan Darragh
Company: Ronmor Developers Inc.
Title: VP, Leasing

Name: Shannon Darragh
Company:
Title:

Name: Frank Lonardelli
Company:
Title:

DocuSigned by:

2A1D5093443342E...
Name: Cole B. Harris
Company: Centron Group
Title: President

April 17th, 2021

City of Calgary
Development & Building Approvals
P.O. Box 2100, Stn M, #8073
Calgary, AB T2P 2M5

Attn: Kaitlin Bahl

RE: McDonald's Restaurants of Canada Limited – Policy Amendment and Land Use Amendment
1422 17th Ave SW, Calgary, AB

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We recognize that planning policy is drafted to apply broadly to our communities – often times it is more art than science and it gives rise to acceptable exemptions where appropriate. In this instance we feel that the current planning policy should be amended to allow McDonald's to proceed towards their new and vibrant development.

We strongly support their application and would appreciate the opportunity to speak further to this matter should the opportunity be available.

Regards,



Name: Mark Chen

Company:

Title:

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April 15, 2021

City of Calgary
Development & Building Approvals
P.O. Box 2100, Stn M, #8073
Calgary, AB T2P 2M5

Attn: Kaitlin Bahl

RE: McDonald's Restaurants of Canada Limited – Policy Amendment and Land Use Amendment
1422 17th Ave SW, Calgary, AB

Dear Kaitlin:

On behalf of Jamesons pubs 17 th ave LTD, this letter is provided in support of McDonald's proposed policy amendment (amendments to the Beltline Area Redevelopment Plan) and land use amendment (direct control bylaw) that will enable the construction of a new McDonald's on 17th Avenue SW with continued drive thru access to/from 17th Avenue SW.

We have reviewed preliminary plans and are of the opinion that the construction of a new McDonald's restaurant with high quality design will improve the 17th Avenue Streetscape and contribute to the community. Specifically, we anticipate the planned new development will:

- Eliminate car stacking and congestion on 17th Avenue SW;
- Improve the streetscape by introducing a new flagship McDonald's restaurant to the area;
- Improve the safety of the area; and
- Bring new customers to the area which we believe can have trickle down effects to the district

We recognize that the proposed continued drive thru use does not align with current policies but we believe the application must be balanced with the existing use.

This application is seen as a positive addition to the community and we wholeheartedly support the application.

Sincerely,

DocuSigned by:

Harry Dimitriadis

Name: Harry Dimitriadis

Company: Jamesons pubs 17 th ave LTD

Title: Owner

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April 20, 2021

City of Calgary
Development & Building Approvals
P.O. Box 2100, Stn M, #8073
Calgary, AB T2P 2M5

Attn: Kaitlin Bahl

RE: McDonald's Restaurants of Canada Limited – Policy Amendment and Land Use Amendment
1422 17th Ave SW, Calgary, AB

Dear Kaitlin:

On behalf of Calgary Jewellery, this letter is provided in support of McDonald's proposed policy amendment (amendments to the Beltline Area Redevelopment Plan) and land use amendment (direct control bylaw) that will enable the construction of a new McDonald's on 17th Avenue SW with continued drive thru access to/from 17th Avenue SW.

We have reviewed preliminary plans and are of the opinion that the construction of a new McDonald's restaurant with high quality design will improve the 17th Avenue Streetscape and contribute to the community. Specifically, we anticipate the planned new development will:

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We recognize that the proposed continued drive thru use does not align with current policies but we believe the application must be balanced with the existing use.

This application is seen as a positive addition to the community and we wholeheartedly support the application.

Sincerely,

DocuSigned by:



Name: Bernard Florence

Company: Calgary Jewellery

Title: President

DocuSign Envelope ID: 9EEA043E-A3C1-481B-8885-D65631808990

April 15th, 2021

City of Calgary
Development & Building Approvals
P.O. Box 2100, Stn M, #8073
Calgary, AB T2P 2M5

Attn: Kaitlin Bahl

RE: McDonald's Restaurants of Canada Limited – Policy Amendment and Land Use Amendment
1422 17th Ave SW, Calgary, AB

Dear Kaitlin:

On behalf of walls Alive Ltd., this letter is provided in support of McDonald's proposed policy amendment (amendments to the Beltline Area Redevelopment Plan) and land use amendment (direct control bylaw) that will enable the construction of a new McDonald's on 17th Avenue SW with continued drive thru access to/from 17th Avenue SW.

We have reviewed preliminary plans and are of the opinion that the construction of a new McDonald's restaurant with high quality design will improve the 17th Avenue Streetscape and contribute to the community. Specifically, we anticipate the planned new development will:

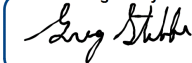
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We recognize that the proposed continued drive thru use does not align with current policies but we believe the application must be balanced with the existing use.

This application is seen as a positive addition to the community and we wholeheartedly support the application.

Sincerely,

DocuSigned by:



DocID:0062557E474

Name: Greg Stebbe

Company: walls Alive Ltd.

Title: Owner

