

Background and Planning Evaluation

Background and Site Context

The proposed development site is located in the southwest community of Glendale, west of Glenmount Drive SW and south of 17 Avenue SW. The development area is approximately 0.18 hectares (0.43 acres) in size with approximately 58 metres of frontage along 17 Avenue SW and 30 metres Glenmount Drive SW.

The surrounding development to the south, east, and west is comprised of single detached dwellings, and directly to the north is a police station and fire hall. The 45 Street LRT Station is located to the northwest and is approximately 140 metres (two-minute walking distance) from the subject site.

In 2019 October 17, the associated land use amendment (LOC2019-0076) was heard at Calgary Planning Commission (CPC) with the recommendation from Administration for refusal, based on the vehicular-oriented use of drive through in proximity to the 45 Street LRT Station. CPC overturned the Administration's recommendation and instead supported an approval of the land use.

Community Peak Population Table

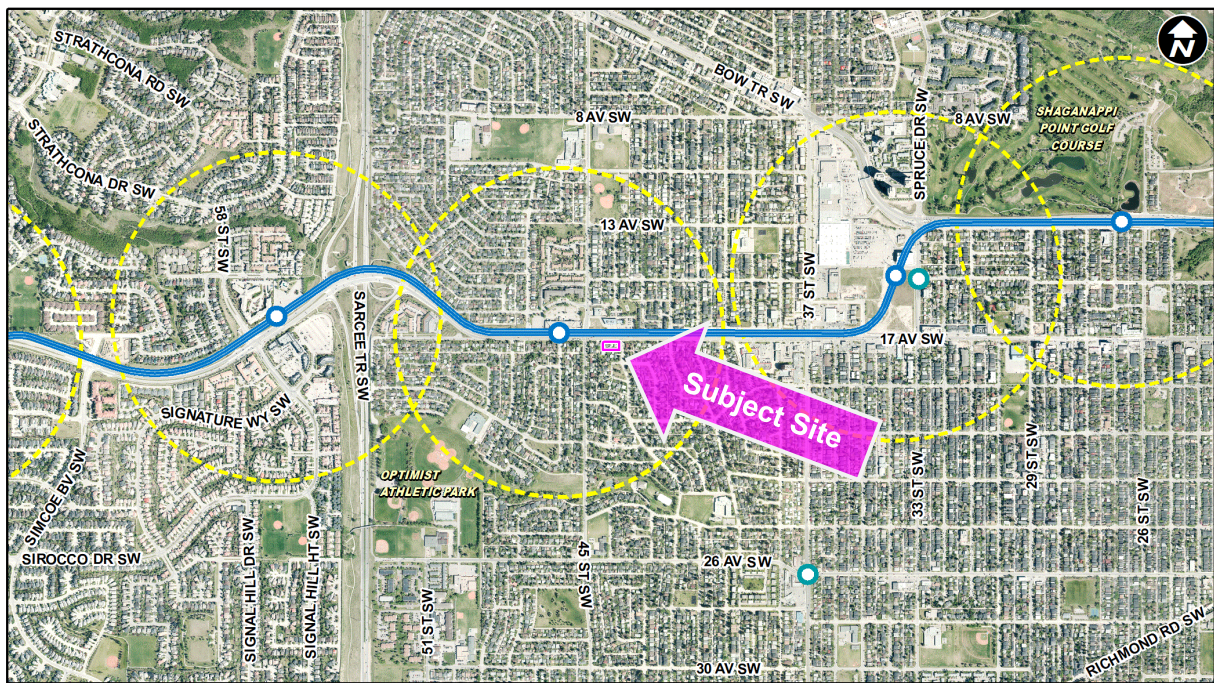
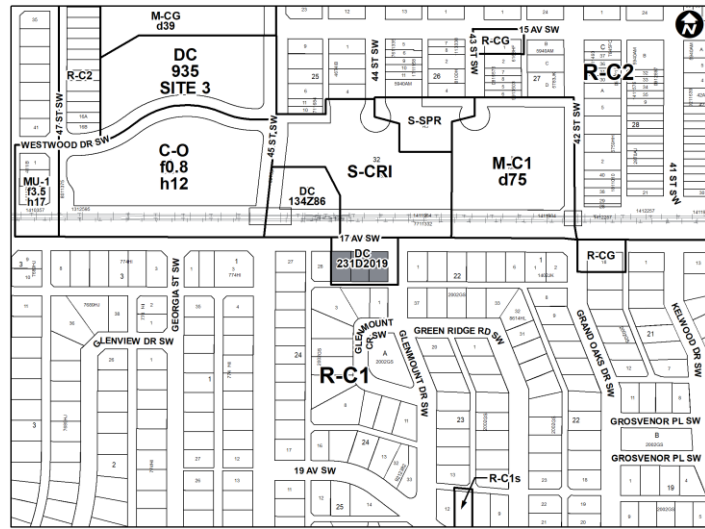
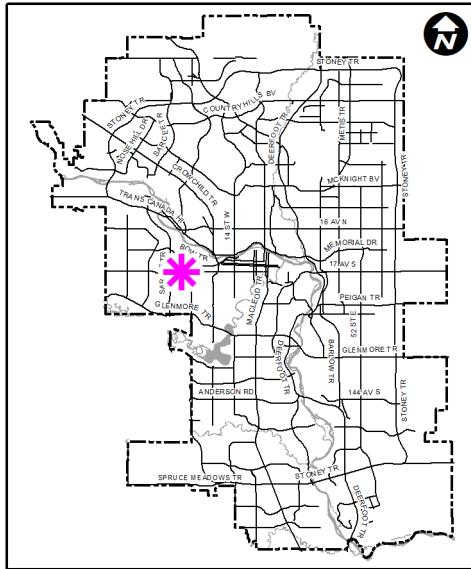
As identified below, the community of Glendale reached its peak population in 1969.

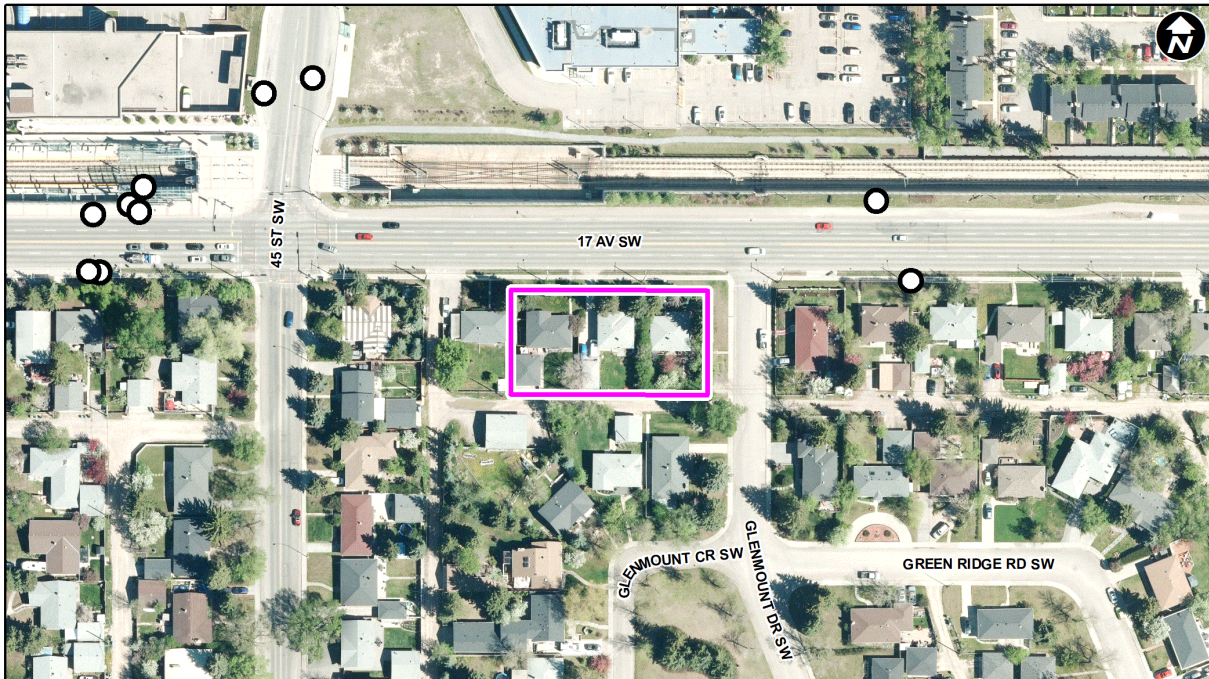
Glendale	
Peak Population Year	1969
Peak Population	3,924
2019 Current Population	2,765
Difference in Population (Number)	-1,185
Difference in Population (Percent)	-30.0%

Source: *The City of Calgary 2019 Civic Census*

Additional demographic and socio-economic information may be obtained online by accessing the [Glendale](#) Community Profile.

Location Maps





Previous Council Direction

On 2019 December 16 at the [Combined Meeting of Council](#), report CPC2019-1112 (Item 8.1.7) was presented for a proposed land use redesignation of lands from Residential – Contextual One Dwelling (R-C1) District to a DC District based on Mixed Use - General (M-U1) District along with the additional discretionary use of Drive Through. Council held a public hearing and gave three readings of Bylaw 231D2019 with the addition of the following motion as carried by council:

That Council:

1. Adopt, by bylaw, the proposed land use redesignation of 0.17 hectares \pm (0.43 acres \pm) located at 4503, 4507, and 4511 - 17 Avenue SW (Plan 2002GS, Block 24, Lots 29 to 31) from DC Direct Control District and Residential – Contextual One Dwelling (R-C1) District to DC Direct Control District to accommodate a small commercial centre with drive through, with guidelines (Attachment 5); and
2. Give three readings to Proposed Bylaw 231D2019.

And further, to have the Development Permit for this site be reviewed by Calgary Planning Commission for decision as the Development Authority.

The recommendation for the Development Permit to be reviewed by CPC was to ensure adequate oversight of future development on the site, including mitigation measures for the impacts of a drive through in such close proximity to an LRT station.

Planning Evaluation

Land Use

The subject site is designated as a DC District (Bylaw [231D2019](#)). The DC District is based on the MU-1 District and is intended to:

- accommodate a mix of residential commercial uses in the same building or in multiple buildings throughout the site;
- respond to local area context by establishing maximum floor area ratio, maximum building height, and minimum setback areas; and
- allow for a drive through and a public gathering space.

The rules of the MU-1 District provide guidance for the development of the site, along with the additional rules identified in the DC District. This includes the additional use of drive through, along with a height modifier of 11 metres and floor area ratio modifier of 2.5. The application aligns with the purpose of the land use district.

Development and Site Design

Site and Building Design

The application proposes two mixed-use buildings, one facing 17 Avenue SW and the other facing Glenmount Drive SW. The site contains a large outdoor public plaza on the north east corner that will function as a gathering space for the community. There is also a smaller secondary plaza that is located internal to site that could be used by either the residents on the second floor or the at-grade commercial in Building A. The vehicular entrance to the site is proposed from 17 Avenue SW, with the drive through exiting on Glenmount Drive SW. Parking for the site is provided at-grade and is intended to accommodate customers of the medical clinic or the restaurant. On the east side of the parcel, removable planters and seating have been added within the road right-of-way. The intent is to provide activity on the east side of the building, along with “softening” the edge of the development. The site has a drive through lane that is proposed at the rear of the parcel and wraps behind Building A, as identified on the Development Permit Plans in Attachment 3.

The vehicular impact of the drive through has been mitigated with detailed site planning. Rather than locating the drive through on the highly visible corner of the site, the design places it towards the rear of the site which allows the outdoor plaza to become the focal point of the development. An added benefit is that this layout would allow for greater vehicle stacking within the site.

As part of the review, the noise from the outdoor speaker for the drive through was considered. The proposed outdoor speaker is within 23 metres of an adjacent property, and as a result, requires a relaxation. To justify this relaxation, the applicant was required to include an acoustic wall to mitigate the impact of noise, along with verification from a sound engineer. It was identified that the addition of the acoustic wall reduces the noise from the speaker to the extent that it would be at the same noise levels as an outdoor speaker that was out of the 23 metre setback.

To mitigate the effects of vehicle headlights shining into adjacent properties, the proposed drive through exit aligns with the adjoining lane, with landscaping and fencing located along the edges of the site. To mitigate the impact of the overhead lights from the building, a requirement

for shielding was incorporated into the review. Based on the lighting plan submitted, no errant light on adjacent properties will occur.

During the land use amendment review at CPC, a specific item of discussion was the location of the vehicular entrance in the middle of the parcel between Building A and the outdoor plaza. The proposed location of the entrance minimizes the impact of an entry that is adjacent to a low residential dwelling. Also, it respects the concern from neighbors around additional traffic on Glenmount Drive SW. Access from the lane was not considered, since there is a concern that access to the drive through would result in a shorter stacking lane, and cars would pile up in the rear lane. Also, accessing the site from the lane would negate the benefits of the landscaping and noise mitigation features in place for the surrounding neighbors.

Building Massing

Throughout the land use discussions, there was concern from the community around what a mixed-use building would look like, adjacent to low density residential community. As a response to the community's concerns, a maximum height of 11 metres was captured into the DC District for the site, resulting in a height increase of 1 metre from the previous land use. The 11 metre maximum height requirement, in conjunction with the 3 metre side setback from adjacent residential properties, has resulted in a development that is smaller in scale and is contextually sensitive to the adjacent buildings. An additional feature with the building is that the second floor is stepped back to accommodate a walkway next to the residential units.

Building Materials

The buildings utilize a mix of fibre cement board and batten siding, metal stairs and guardrails, and asphalt shingles. The white and dark grey colors of the building are used to create visual variety on the development and helps to reduce the impact of the massing of the buildings.

Public Realm and Outdoor Amenity Spaces

The application is proposing two outdoor spaces, one on the north east corner that is meant to be a public gathering space for use by the community. The other smaller patio is a seating space that could be used by the adjacent businesses, or the residents on the second floors. Additional outdoor seating has been identified on the east side of the parcel with removable seating and planters.

Landscaping

The landscaping plan would provide a landscaping buffer between the adjacent residential parcel and the drive through. A mix of larger trees and shrubs helps to mitigate any noise and light issues from cars moving through the drive through lane. Additional landscaping is being provided to help define the space between the parking and the drive through lane. No boulevard trees can be planted along 17 Avenue SW and Glenmount Drive SW due to conflicts with existing utilities.

Commercial Frontage

Building B faces 17 Avenue SW with an at-grade medical clinic. The principal access to the medical clinic is from the east side of the building, and the building features large windows on the north side of the building, along with a potential future pedestrian access to the building from the street.

The commercial frontage for Building A is directed inwards to the site, while having a community plaza space towards the north. The principal access for Building A is located on the east elevation. Building A is set back from 17 Avenue SW to account for the community plaza to the north.

City Wide Urban Design

The proposed development was reviewed by the City Wide Urban Design (CWUD) team as part of the Corporate Planning Applications Group (CPAG) review process. CWUD is supportive of the proposed development and provided some comments to further improve the public realm and the mitigation of the impact of an auto-oriented use. CWUD identified the implementation of a noise reduction wall and additional landscaping to reduce the potential impact of noise from the site. CWUD also included a request for additional glazing on the main streets, and a larger residential walkway that can act as a common amenity area.

In response, the applicant has addressed the comments by revising the plans to increase the amount of glazing, increased the size of passageways adjacent to the residential units, and reduce the impact of any auto-centric design elements.

Urban Design Review Panel

Administration brought this application to the Urban Design Review Panel (UDRP) on 2021 June 16. UDRP recommended that the applicant further review the treatment of space to make it walkable and occupiable, along with enhancements to the ground floor glazing and access points around the parcel. The applicant amended their design to respond to the request for enhanced glazing, and they also revised the east side of the parcel to contribute to a vibrant urban edge by providing movable planters and seating. UDRP comments are contained in their entirety in Attachment 7 together with the applicant's response. Administration worked with the applicant to refine this development permit in response to the UDRP comments and the resulting revisions were deemed appropriate and sufficient.

Transportation

The area is well served by Calgary Transit, with bus stops (Route 2 – Mount Pleasant/Killarney 17 Avenue SW) located along 17 Avenue SW, approximately 80 metres (1-minute walk) from the site. The 45 Street LRT Station is located approximately 140 metres (2-minute walking distance) along 17 Avenue SW to the northwest of the site, providing service to Westbrook Mall and the downtown core. Pedestrian access to the site is available from existing sidewalks along 17 Avenue SW and Glenmount Drive SW.

Vehicular access to the subject site is available via 17 Avenue SW, with a drive through exit proposed along Glenmount Drive SW.

On street parking is not available on 17 Avenue SW and is currently restricted on Glenmount Drive SW to permit holders of the Residential Parking Program (RPP) Zone GDL, during the week. The proposed development includes 13 on-site vehicular parking stalls, to be used by commercial patrons and residential visitors. Six Class 1 bike stalls and four Class 2 bike stalls are provided on the site, exceeding the requirements of the Land Use Bylaw. A Transportation Study evaluating drive through queuing and commercial, visitor, and residential parking was provided in support of the application, which indicated that the site included sufficient queuing space and parking to accommodate anticipated demand.

Environmental Site Considerations

There are no known outstanding environmental concerns associated with the site.

Utilities and Servicing

Water, sanitary, and storm mains are available to service the subject site. Details of site servicing, as well as appropriate stormwater management, was reviewed and approved in the projects Development Site Servicing Plan submission.

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 development builds on the principles of the IGP by promoting efficient use of land and regional infrastructure, and establishing strong, sustainable communities.

Municipal Development Plan (Statutory – 2009)

The [Municipal Development Plan](#) (MDP) identifies the creation of a range of housing opportunities and choices as one of the sustainability principles, along with a mix of land uses and compact development. This application aligns with the MDP by providing a greater residential unit count than the existing low density residential, while providing at-grade retail opportunities. This parcel is located in the Established Residential area on Map 1 (Urban Structures) and is defined as an area that should encourage modest redevelopment, appropriate densities, and a mix of land uses.

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

The subject site falls within the 600 metre radius surrounding an LRT station, located approximately 80 metres to the southeast of the 45 Street LRT Station. The following sections apply to the proposal and were considered during the review process:

- Section 4.0 provides policy for ensuring land uses around transit stations encourage transit use, and lists drive throughs as “non-transit supportive” use;
- Section 5.0 provides policy for increasing density around transit stations; and
- Section 7.0 provides policy for ensuring each station area becomes a “place” and a hub of mixed-use activity.

While drive throughs are listed as a “non-transit supportive” use, the land use amendment specifically added it as a discretionary use under the DC District. Efforts have been made to mitigate the impact of a drive through, by placing it at the rear and minimizing the importance of the drive through at this site.

West LRT Land Use Study: Summary Report (Non-statutory – 2009)

Several principles of the West LRT Land Use Study apply to this development permit.

Section 3.2 lists the Guiding Principles of the study, and they include:

- Sensitively increasing residential densities within the vicinity of LRT stations;
- Accommodating mixed-use development that includes retail, office, residential, and public services especially around the LRT stations and along major corridors; and
- Enhancing 17 Avenue SW to be comfortable and pleasant for pedestrians.

Section 4.0 provides a Community Values Summary as identified by the public through the West LRT public engagement process. Values specific to the 45 Street LRT Station vicinity include:

- Small-scale, mixed-use developments with higher density next to the station; and
- Mixed-uses should include residential, office, and at-grade retail.

Values specific to all stations along the 17 Avenue corridor include:

- Mixed-use street edges that transitions to the adjacent residential; and
- Residential uses should be located above the retail/commercial uses.

The proposed development permit meets the intent of sensitively increasing residential densities while providing retail services in close proximity to the 45 Street LRT Station.

Climate Resilience Strategy (2018)

Administration has reviewed this application against the applicable policies in the [Climate Resilience Strategy](#). The applicant has identified that the buildings will be energy modeled to meet the standards found in the Building Code.

Westbrook Communities Local Area Plan

Currently, there is no local area plan for this area. The *Westbrook Communities Local Area Plan* (LAP) is under review as Administration is currently working on the [Westbrook Communities Local Area Planning Project](#) which includes Glendale and surrounding communities. Planning applications are being accepted for processing during the local growth plan process. The *Westbrook Communities Local Area Plan* is anticipated to be finalized in the Fall of 2022.

Land Use Bylaw 1P2007

The development permit requires the following relaxations to the Land Use Bylaw. Administration has reviewed each relaxation individually and considers each relaxation to be acceptable for the reasons outlined below.

Use Rules		
Regulation	Standard	Provided
185 Drive Through	(c) may have outdoor speakers provided: (i) the speakers are not located within 23.0m of a property line of any parcel designated as a residential district; or	Plans indicate the drive through speaker is 10.45m (-12.55m) from a residential parcel and not separated by a building Relaxation supported. Applicant provided a noise assessment study that identified the acoustic wall will

	(ii) they are separated from a residential district by a building;	reduce the noise to the same level as a speaker at a distance of 23 metres.
281 Restaurant: Licensed	(c) must not have any openings, except emergency exits, loading bay doors or non-opening windows, on a façade that faces a residential district or abuts a lane separating the parcel from a residential district;	Plans indicate a drive through window on the South façade Relaxation supported. Acoustic wall and fence will reduce any impacts of the opening. Placing the drive through that the rear of the site results in a window opening towards the residential area.
Bylaw Relaxations		
Regulation	Standard	Provided
213D2019 (10)	(1) Where a parcel shares a property line with a parcel designated as a low density residential District, M-CG or M-G: (a) the rear setback area must have a min depth of 3.0m;	Plans indicate the rear setback of Building B is 0.90m (-2.10m) The setback relaxation is due to the covered bike stalls. The applicant will be removing the roof portion of the bike stalls, thereby removing the bylaw discrepancy. A prior to release condition has been added for this item.
1334 Projections into Setback Area	(1) Unless otherwise referenced in subsections (3), (4), (5), (6), (7), and (8) a building or air conditioning units must not be located in any setback area.	Plans indicate Building B encroaches within the rear setback area based on the covered bike stalls explanation listed above.
	(5) Eaves may project a maximum of 0.6m,	Plans indicate the eaves project 2.23m (+1.63m) within the rear setback area based on the covered bike stalls explanation listed above.
1342 Rules for Commercial Uses Facing a Street	(1) Unless otherwise referenced in subsection (2), the façade of a building located on the floor closest to grade and facing a street must provide windows with unobscured glass that: (a) occupy a minimum of 65.0% of the façade between a height of 0.6m and 2.4m	Plans indicate a window area of 10.92 sqm (-15.95 sqm) on the East side of Building A, and 28.66 sqm (-1.61 sqm) on the North side of Building B Relaxation granted. Since this is a site that has low density residential immediately adjacent, an excessive amount of glass would seem too commercial, and would take away from the village feel of the project.
1373 Façade Width for Uses Facing a Street	(1) Unless otherwise referenced in subsections (2) and (3), the length of the building façade that faces a street containing an individual use on the floor closest to grade is a maximum of 15.0m.	Plans indicate a façade length of 25.87m (+10.87m) on the North façade of Building B Relaxation granted. The long façade of Building B is offset by the outdoor plaza that faces the same street in front of Building A.

1347 Additional Landscaping Requirements	(1) Unless otherwise referenced in a District, all areas on a parcel, not including those portions specifically required for motor vehicle access, sidewalks, or any other purpose allowed by the Development Authority, must be a soft surfaced landscaped area.	Plans indicate a portion of the West setback is not soft surfaced landscaping Applicant has identified that the landscaping is soft surfaced. A Prior to release condition has been added to ensure that this is updated on the plans.
1348 Landscaping in Setback Areas	(1) Where a setback area shares a property line with another parcel designated as a residential district, the setback area: (a) must be a soft surfaced landscaped area;	
	(2) Where a setback area shares a property line with a lane, the portion of the setback area not required for access from the lane must be landscaped with a soft surface landscaped area and may include a sidewalk.	Plans indicate a portion of the South setback is not soft surfaced landscaping Applicant has identified that the landscaping is soft surfaced. A Prior to release condition has been added to ensure that this is updated on the plans.
1349 Residential Amenity Space	(6) Common Amenity Space – Outdoors (c) No dimension less than 6.0m;	Plans indicate a Amenity Space Dimension of 5.47m (-0.53m) Relaxation supported. This is considered a minor relaxation, as the amenity space identified is functional. The area in question is a portion of the second outdoor amenity space, in front of the stairs to the second floor.
213D2019 (13)	Where a parcel shares a rear or side property line with a lane, the portion of the setback area not required for access from the lane must be landscaped with a soft surface landscaped area, and may include a sidewalk and/or a Drive Through.	Plans indicate a portion of the West and South setback is not soft surfaced landscaping Applicant has identified that the landscaping is soft surfaced. A prior to release condition has been added to ensure that this is updated on the plans.
1362 Fences	The height of a fence above grade, at any point along a fence line, must not exceed: (a) 1.2m for that portion of the fence extending beyond the foremost portion of all buildings on the parcel;	Plans indicate a fence height of 1.83m (+0.63m) beyond the foremost front façade Relaxation supported. Minor relaxation for a small part of the fence.
Residential Parking Stalls	4 Required	Plans indicate 0 (-4) Residential Parking Stalls Relaxation supported.

		Parking study supports the proposed plan for the site.
Visitor Parking Stalls	1 Required	Plans indicate 0 (-1) Visitor Parking Stalls Relaxation supported. At-grade parking stalls will be used for both commercial and residential visitors. A specific stall hasn't been committed specifically to visitor stalls.