

Planning & Development Report to
Calgary Planning Commission
2019 May 16

ISC: UNRESTRICTED
CPC2019-0612

Development Permit in Walden (Ward 14) at 1555 – 210 Avenue SE, DP2018-1300

EXECUTIVE SUMMARY

This application was submitted by Gibbs Gage Architects on 2018 April 03 on behalf of the landowner, Royop (Legacy) Development Ltd and proposes the development of a commercial phase of the planned South Macleod Centre community activity centre, including:

- 6 single-storey buildings oriented around a central surface parking area;
- 3,668 square metres (39,482 square feet); and
- “daily needs” commercial services.

The application aligns with the *Municipal Development Plan* (MDP) and the *South Macleod Centre Area Structure Plan* (ASP).

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application DP2018-1300 for a New: Restaurant: Licensed - Small, Fitness Centre, Financial Institution, Cannabis Store, Restaurant: Licensed - Medium, Restaurant: Licensed - Large, Outdoor Cafe, Retail and Consumer Service, Drive Through (6 Buildings) at 1555 – 210 Avenue SE (Plan 1413264, Block 13, Lot 2), with conditions (Attachment 2).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

Council adopted the new *South Macleod Centre Area Structure Plan* (ASP) on 2017 September 12, which contained policies specifically crafted to guide the development of a 25 hectare mixed-use area, serving as a town centre for the communities of Legacy and Walden. This application is the second major development permit for the general commercial area in the plan.

An outline plan and land use amendment application (LOC2016-0210) was approved concurrently with the *South Macleod Centre ASP* at the 2017 July 27 meeting of Calgary Planning Commission, and by Calgary City Council in September 2017. The outline plan implemented the vision of the ASP and contains targeted conditions to guide the subdivision and development of the site.

An application for subdivision (SB2017-0412) to dedicate the public roads and create the first 5 development parcels in the northern portion of the plan area was approved by the Subdivision Authority on 2018 October 30 and the associated legal plan is currently in circulation with Administration. A second subdivision application (SB2018-0321) for the southern portion of the ASP plan area was submitted on 2018 September 12 and is currently under review.

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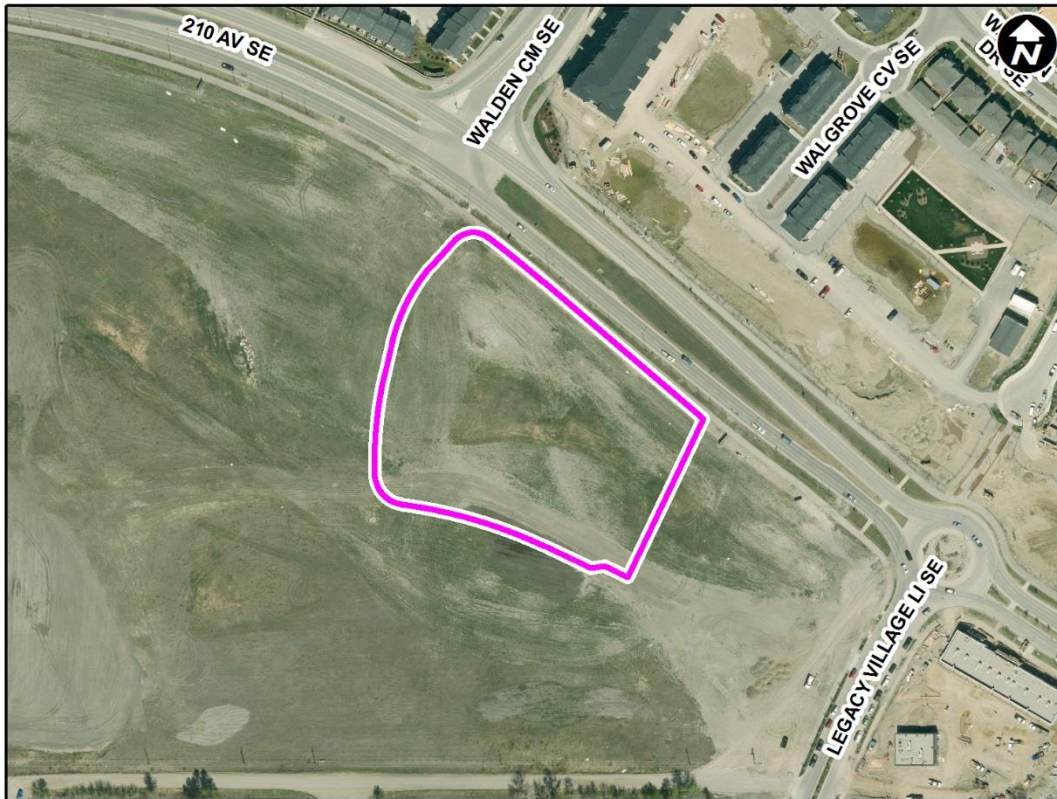
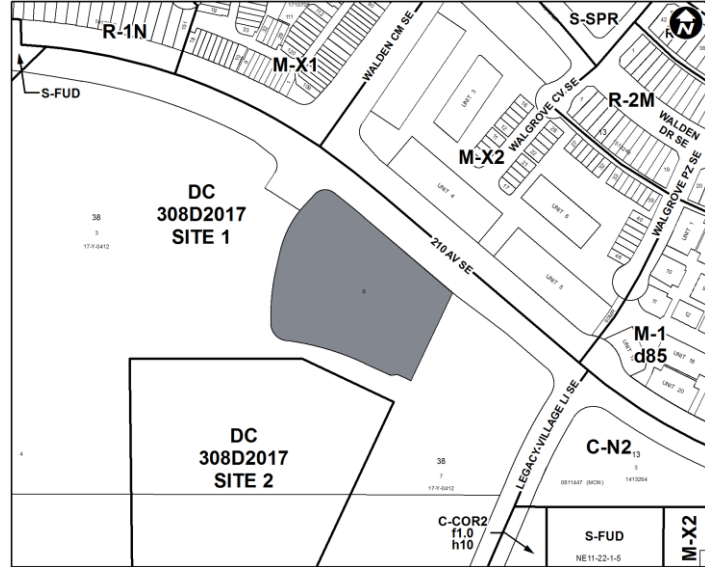
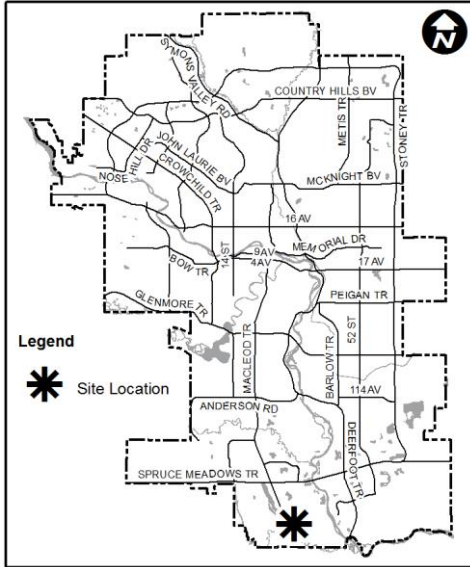
A Street Name application (SN2018-0009) for the streets in this area was approved by City Council at the 2018 December 10 Public Hearing. The approved street names are Aldersyde, Cayley, Hartell, Longview, and Naptha in tribute to Southern Alberta communities.

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Location Maps



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Site Context

The subject site is a parcel along the northern edge of the *South Macleod Centre ASP's* plan area, which has been branded by the developer as "Township," located in the southeast community of Legacy. This first phase of Township is located south of 210 Avenue SE, west of Legacy Village Link SE and east of Macleod Trail SE.

Located to the north across 210 Avenue SE are single detached and townhouse dwellings in the developing community of Walden. Directly east of this site is proposed Township lot 7, with additional commercial development and an undeveloped parcel designated as Multi-Residential – Medium Profile Support Commercial (M-X2) District, located east across Legacy Village Link SE. South of the site, on land that will be developed as a future stage of the Township development, is an existing RV storage facility that is expected to remain in the short term and will be removed when the developer is ready to build in that area.

The 1.57 hectare± (3.88 acre±) application site is currently undeveloped, has been graded and cleared of vegetation in order to facilitate the proposed development.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Land Use and Bylaw Relaxations

The subject site is located within Site 1 of DC Direct Control District (Bylaw 308D2017) included in this report as Attachment 3). This DC District was designed in accordance with the vision and development objectives for this area contained in the ASP. The DC District consists of two sites (Site 1 and Site 2) that are based on the Commercial – Regional 3 (C-R3) District with the added residential uses of Live Work, Dwelling Unit and Multi-Residential Development.

The purpose of the DC District is to allow for comprehensively planned and designed regional and locally oriented commercial development with opportunities for mixed-use and multi-residential development throughout the site.

In an effort to encourage development of the site with a pedestrian-oriented core with high streets, mid-rise developments and a centrally located pedestrian plaza/promenade, a number of auto-oriented uses within the base C-R3 District have been excluded from Site 2.

In recognition of the ASP's form-based code controls that are intended to guide development of the site and in an effort to optimize overall development flexibility, the proposed DC Direct Control District allows for:

- a maximum floor area ratio of 0.64 for the plan area with the ability for distribution across Site 1 and Site 2; and
- removal of the base C-R3 District's setback rules in favour of the form-based controls for building placement and orientation in the ASP.

Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

A number of relaxations related to landscaping, motor vehicle parking areas and stall depth, and rooftop mechanical screening are proposed in conjunction with the approval of this development permit, and are listed in the following Bylaw Relaxations table:

Bylaw Relaxations		
Regulation	Standard	Provided
694 Landscaping for Large Parking Area	(3) Islands provided in the parking area must: (c) be a minimum area of 12.0 square metres with at least one side of the island being a minimum length of 2.0 metres;	Plans indicate multiple islands that have an area less than 12.0 square metres. <i>Administration supportive of relaxation</i>
	(3) Islands provided in the parking area must: (d) provide a minimum of 1.0 trees and 2.0 shrubs; and	Plans indicate 23 (-2) trees and 48 (-2) shrubs provided on required islands within the parking area. <i>Administration supportive of relaxation</i>
691 Planting Requirements	(3) Deciduous trees min. calliper of 50 mm, 50.0% of the provided trees must have min. calliper of 75 mm.	Plans do not indicate the caliper size for proposed Amur Maple deciduous trees. <i>Species is multi-stemmed and therefore is measured by height.</i> <i>Administration supportive of relaxation</i>
696 Mechanical Screening	Mechanical systems or equipment that are located outside of a building must be screened.	Plans do not indicate screening is provided for the roof top mechanical units. <i>Administration supportive of relaxation – screening provided by parapets</i>
Parking Stalls (min.)	Requires 163 motor vehicle parking stalls.	Plans indicate 56 (-107) motor vehicle parking stalls provided. <i>Note: 96 of the provided stalls for DP2018-1300 have not been counted as they do not meet the minimum parking dimensions.</i> <i>Administration supportive of relaxation</i>
122 Standards for Motor Vehicle Parking Stalls	Required parking stall depth is 5.40m.	Plans indicate 96 of the provided stalls have a depth less than 5.40m. <i>Administration supportive of relaxation</i>

Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

Application Review

Administration reviewed the initial application and requested that several changes be made. Specifically, the buildings adjacent to Longview Common SE were not presenting a façade towards the future central core that was considered to be compatible with the character envisioned for that area, as required in the ASP. The applicant revised the southern facades of buildings H and I, adding glazing and articulation, as well as more hard landscaping to improve the street presence. The applicant has confirmed that the spaces could be converted to have double frontage in the future if desired.

There were also several other technical revisions required, such as reconfiguration of loading functions for Buildings L and M and driveway placement and design.

The applicant worked with Administration to address many of Administration's concerns through their amended plan submissions. Several other minor issues are outstanding and need to be resolved prior to release of the development permit, and permanent conditions will apply through the life of the permit (Attachment 2).

City Wide Urban Design

Each iteration of the application was reviewed by the City Wide Urban Design team. The Urban Design team deems the development to now satisfy urban design requirements for developments of this scale and context.

Urban Design Review Panel

This application was reviewed by the Urban Design Review Panel (UDRP) on two occasions. It was first reviewed by UDRP just after submission on 2018 April 25, allowing UDRP's comments to be included in Administration's first Detailed Team Review (DTR) document, and to be addressed comprehensively by the applicant in their amended plan submission. UDRP's comments at that stage are included in Attachment 4 of this report, and focused on activation of the streets and creating more opportunities for users to arrive either on foot or bicycle.

UDRP also called for particular attention to be paid to the buildings along 210 Avenue SE and to reconsider the design of these buildings. The applicant submitted amended plans addressing these concerns by redesigning the loading areas surrounding buildings L and M, moving the loading activities off site, and adding landscaping. The applicant's detailed responses to all UDRP comments is included in Attachment 4.

Following the resubmission of the plans in response to the first DTR and UDRP review, the application was brought back to UDRP on 2019 January 23 with the intent of identifying how the previous comments had been addressed in the revised plans. However, since all three current Township development permit applications (Lot 3, 6, and 7) were being reviewed at that meeting of UDRP, in addition to the fact that several members of the panel had not been present for the initial review, the panel conducted a more comprehensive review of the three developments as contributions to the overall development, and provided the comments in Attachment 5.

Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

The comments from the second review by UDRP focus on the overall connections, pedestrian movements and flow of the three proposals in relation to the ultimate build out of the entire Township development, including the commercial core. Administration notes that the intent of the ASP and outline plan were to ensure that strong pedestrian connections were established between these general commercial developments and the future pedestrian-centred commercial core area and considers the connections between this site and the commercial core area to satisfy these objectives.

Several concerns with the general size of streets and their impact on the pedestrian experience were noted. However, it should be noted that the street network was established and approved at the outline plan stage and has been finalized through the approved subdivision application. Concerns cited by UDRP with respect to the overall configuration of the sites with buildings framing centralized parking are noted. However, this configuration was determined at the ASP stage as being the appropriate form for this portion of the overall development. Further stages in the core and the southern transitional zone will be required to be designed in a more compact, urban form.

Site and Building Design

This application proposes the second development in Phase 1 of the *South Macleod Centre ASP's* Community Activity Centre, which has been branded by the developer as "Township."

This site is the proposed Lot 6 on the approved, but not yet registered, subdivision application shown on Page A0-050 of the development permit plans in Appendix 1. That same application will create the road rights-of-way for Longview Common SE and Aldersyde Gate SE, and this parcel will take access from Longview Common SE on its southern property line as well as the private drive aisle along the eastern boundary, which is being used as an extension of Hartell Way SE.

The general design character of this site was prescribed by the *South Macleod Centre ASP* in Section 4.2. Building Areas as:

- 1. General Commercial:** *Buildings within this area are to include a variety of façade widths, entrances that typically face surface parking areas, and a mix of stand alone and contiguous uses.*

The ASP also influenced the site design by identifying the Community Corridor along the western edge of the site as being supportive of a wide variety of uses but ensuring that their form is regulated in order to maintain the gateway function of the corridor.

The site proposes six buildings oriented around an internal surface parking field, each containing multiple units that will accommodate a variety of uses including two financial institutions, a cannabis store, a fitness facility, a total of ten small, medium and large restaurants, and up to nine retail and consumer service uses. The buildings have been designed to be adaptable, easily divisible into smaller units or amalgamated to accommodate a single occupant using several units, allowing the buildings to adapt to changes in the retail industry in the future.

Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

Buildings are arranged along the edges of the parcel, which has a slightly irregular rectangular shape, wider along the west side. This building orientation creates opportunities for two pedestrian-focused plaza spaces at the site's corners on Aldersyde Gate SE, as well as several pockets of landscaping along the edges of the site. Separating the buildings, particularly those along 210 Avenue SE, creates viewpoints into the site from the adjacent streets.

The buildings are styled with prairie modern architecture, employing a combination of brick, metal cladding, wood, concrete and glazing in a range of neutral colours including greys, browns, blues and reds. Roof lines incorporate a mix of peaks and flat roofs with parapets to provide both visual interest and screening of rooftop mechanical equipment.

Landscaping and Public Realm

The design of the site considered several key pedestrian activities that would need to be accommodated. The site must accommodate foot and bicycle travel from the adjacent community into the site, necessitating intuitive, attractive and unobstructed pathways from 210 Avenue SE and along Aldersyde Gate SE.

A 3.0 metre wide multi-use pathway is being provided along Aldersyde Gate SE adjacent to the western edge of the site to provide access to this site as well as the overall development for both pedestrians and cyclists, with bike racks provided in both plaza spaces as well as adjacent to the south side of building M on the eastern edge of the site.

The applicant has provided plaza spaces at the northwestern and southwestern corners of the site, both adjacent to restaurant patios in buildings J and K. These plazas incorporate a mix of hard and soft landscaping, benches, bike racks with circular feature areas surrounded by benches and shaded by Amur Maple trees. The plazas have been strategically placed to both welcome and usher pedestrians to the Township development as they enter from 210 Avenue SE to the north, and as they move through the site and towards the future core commercial area to the south.

The Circulation Network Diagram on Page L0.03 in Attachment 1 illustrates the pedestrian pathways within the site, which run along the storefronts of buildings K, J, I and H. The pathway then continues to the east and connects with walkways both in the adjacent Lot 7 and to the north both along the extension of Hartell Way SE and along the façade of buildings M and L.

An additional central pedestrian connection has been provided from the eastern end of building I to building K to the north. Raised, concrete pedestrian crossings of the drive aisles are intended to bring attention to the crossings and slow the vehicular traffic.

Site Access and Parking

Loading areas for the buildings on site have been minimized and screened to limit the visual impact on the site's design but maintain functionality for the tenants. One shared loading area is provided on the western side of building H for that building as well as building I. Loading for buildings L and M is provided via a layby along the extension of Hartell Way SE in order to reduce the number of loading vehicles entering the site.

Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

As noted in the ASP, the majority of the parking on the site has been centralized, with a row of parking along most store fronts, separating the pedestrian areas from the main drive aisle and allowing easy accessibility for users of the barrier free stalls.

There are two vehicular access points into the site, one on the southern edge of the parcel from Longview Common SE and one from the private road extension of Hartell Way SE. A main drive aisle is proposed to loop the inside of the site, along the store fronts, ultimately circling back to meet up with the eastern access point to Hartell Way SE.

This development permit provides 146 regular and 6 barrier free parking stalls, for a total of 152 stalls, of the 163 stalls required in the DC Bylaw. However, 96 of the stalls provided do not meet the bylaw minimum stall depth of 5.4 metres due to the fact that these stalls are including the vehicle overhang into the landscaped islands and sidewalks along the buildings. Since the sidewalks that are adjacent to these areas are significantly wider than the minimum 2 metre width, even when the overhang is taken into consideration, Administration is supportive of this relaxation. Therefore, the parking must be relaxed by a total of 107 stalls, though practically, it will appear to only be 11 stalls deficient. Additionally, 16 class 2 bicycle stalls have been provided, exceeding the 9 required.

Environmental

As noted in the ASP, this development is in close proximity to two astrophysical observatories, a nocturnal preserve and wildlife corridors. As such, the developer has retained an experienced lighting designer to employ dark sky principles to reduce light pollution and glare, and conserve energy. This has been achieved using downlighting (shielded or full cut-off) fixtures, glare reduction and control, and placement to minimize “spill light.”

The development also employs sustainability strategies such as directing storm water runoff to landscaped areas prior to entering the underground storm system, choosing drought and chinook resistant species of vegetation in the landscaping, and sourcing construction materials locally where possible.

Transportation

Vehicular access to the development site is provided off 210 Avenue SE via Aldersyde Gate and Longview Common SE. Bus stops are located on Walden Common SE north of 210 Avenue SE and on Legacy Village Link SE south of 210 Avenue SE. A new proposed bus stop on 210 Avenue SE east of Walden Common SE will be provided with the Township development. The existing bus stops are currently serviced by routes 167 and 168.

A regional pathway runs along 210 Avenue SE and along Legacy Village Link SE. Internal to the Township development, a pathway runs along Aldersyde Gate SE, Longview Common SE, Cayley Road SE, and Hartell Way SE to service the active modes movements to the site. The intersection of Aldersyde Gate SE and Longview Common SE as well as Longview Common SE and Cayley Road SE will be signalized to facilitate both vehicular and pedestrian movements.

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Calgary Planning Commission
2019 May 16

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Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

Utilities and Servicing

The subject site is being serviced under agreement with the Developer as part of the Legacy (Royop) Phase 1 subdivision. Public water, sanitary, and storm sewer mains will be available for connection from Longview Common SE prior to the release of the development permit, and these mains have been designed with adequate capacity to service the proposed development. Details of the on-site servicing and storm water management requirements will be determined Prior to Release of the development permit to ensure it conforms with the applicable City of Calgary bylaws, design guidelines, and specifications.

Stakeholder Engagement, Research and Communication

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

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

Strategic Alignment

This land use amendment proposal was evaluated based on its conformance to the applicable policy documents, summarized in the following sections.

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* (SSRP) which directs population growth in the region to Cities and Towns and promotes the compatible and efficient use of land.

Interim Growth Plan (2018)

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

Municipal Development Plan (Statutory – 2009)

The *Municipal Development Plan* (MDP) identifies the Township development site as a Community Activity Centre (CAC) and calls for a concentration of jobs and population at these strategically located centres. Retail development is an important element of Community Activity Centres, with higher density residential and local employment opportunities encouraged, especially in new communities.

Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

The MDP calls for a minimum intensity threshold of 150 people and jobs per gross developable hectare, which will be required with the completion of the future phases of development, including the higher density commercial core.

Community Activity Centres are also expected to contain a mix of residential opportunities, which will be provided in the future stages of this development, within the CAC, as outlined in both the Area Structure Plan and outline plan.

South Macleod Centre Area Structure Plan (Statutory – 2017)

The *South Macleod Centre ASP* identifies this site as part of the General Commercial zone, characterized by a mix of large, medium and small format commercial development around the periphery of the plan area, promoting it as a destination for shopping and services.

Aldersyde Gate SE, which is adjacent to the site along the western boundary of the site, is identified in the ASP as a Community Corridor, providing a link between the surrounding communities and the (future) Core Commercial area. Policies for this corridor call for buildings to offer an attractive interface with the entrance streets, with 50 percent of the street consisting of building facades. Due to the nature of the street, with high volumes of automotive traffic, they are not intended to have buildings oriented towards them.

This application has been evaluated against the policies in the ASP and is considered to be in conformance with the policies in place for this site.

Social, Environmental, Economic (External)

The proposed development contributes to the commercial economy and provides services to nearby residents.

Financial Capacity

Current and Future Operating Budget

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

Current and Future Capital Budget

The proposed development does not trigger any current or future capital budget impacts, however the build out of the overall larger site is limited to 400,000 square feet until such time as an interchange is built at either Macleod Trail S and 210 Avenue SE or Macleod Trail S and 194 Avenue SE.

Risk Assessment

There are no significant risks associated with this proposal.

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Development Permit in Walden (Ward 14) at 1555 - 210 Avenue SE, DP2018-1300

REASON(S) FOR RECOMMENDATION(S):

The proposed development meets the intent of City policies. Specifically, the proposal is consistent with the overarching policies of the *Municipal Development Plan* and conforms to the intent and direction of the *South Macleod Centre Area Structure Plan*. The proposed development includes opportunities for multi-modal accessibility for nearby residents, provides much-needed amenities and includes place-making elements. The proposed development meets the intent of the Land Use Bylaw, with supportable relaxations.

ATTACHMENT(S)

1. Development Permit Plans
2. Conditions of Approval
3. Existing Direct Control District Guidelines
4. UDRP Comments 2018 March 21 (including applicant response)
5. UDRP Comments 2019 January 23 (including applicant response)