

Planning & Development Report to
Calgary Planning Commission
2019 May 16

ISC: UNRESTRICTED
CPC2019-0611

Development Permit in Walden (Ward 14) at 1555 – 210 Avenue SE, DP2018-0932

EXECUTIVE SUMMARY

This application was submitted by Gibbs Gage Architects on 2018 March 09 on behalf of the landowner, Royop (Legacy) Development Ltd, and proposes the development of an initial commercial phase of the planned South Macleod Centre community activity centre, including:

- 10 single-storey buildings oriented around a central surface parking area;
- 15,864 square metres (170,759 square feet); and
- retail and consumer services, restaurants, and a central plaza.

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 DP2018-0932 for a New: Retail and Consumer Service, Restaurant: Licensed - Large, Restaurant: Licensed - Medium, Outdoor Cafe, Liquor Store (10 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 first 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 five 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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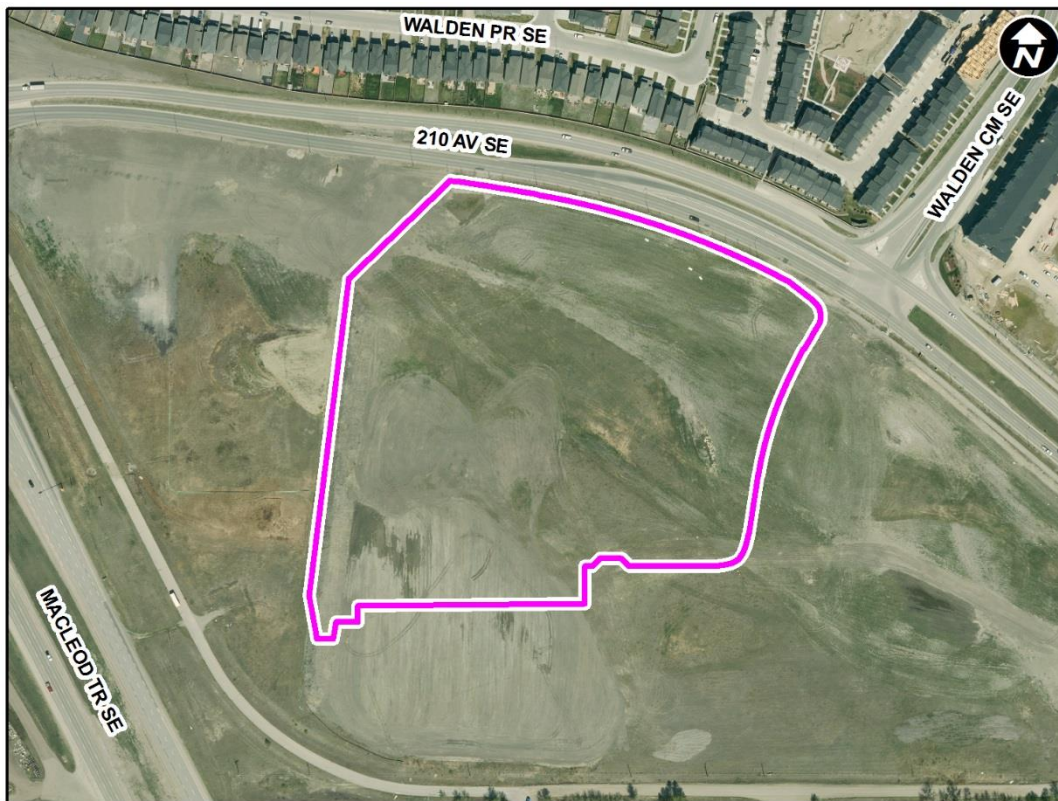
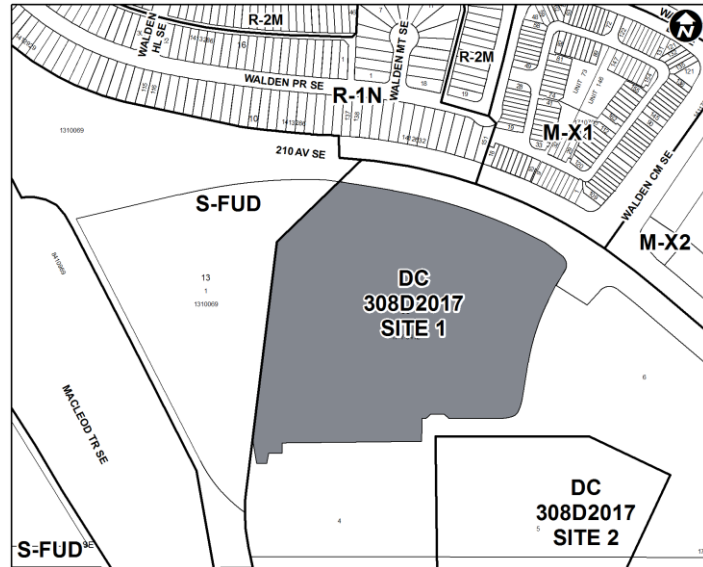
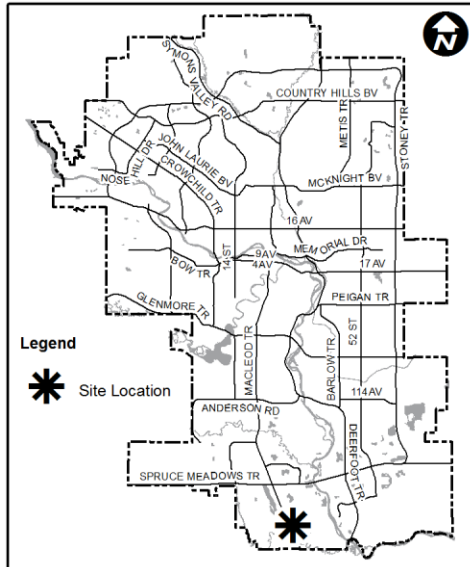
A Street Name application (SN2018-0009) for the streets in this area was approved by City Council at the 2018 December 10 Public Hearing. The approved street names are Aldersyde, Cayley, Hartell, Longview, and Naptha in tribute to the Southern Alberta communities.

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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 are lots 6 and 7 of the Township development, 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 be removed when the developer is ready to build in that area.

The 5.68 hectare± (14.04 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.

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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: (a) be provided at the beginning and end of every row of motor vehicle parking stalls;	Plans indicate some rows of parking do not provide an island at the end of the parking row. <i>Administration supportive of relaxation</i>
	(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 some of the islands provided within the parking area are 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 4 islands do not provide 2 shrubs each. <i>Administration supportive of relaxation</i>
	(4) Strips provided in the parking area must: (a) be provided every four (4) rows of motor vehicle parking stalls with no more than four (4) rows between strips;	Plans do not indicate a parking strip is provided between every 4 rows of parking rows. <i>Administration supportive of relaxation</i>
	(4) Strips provided in the parking area must: (c) be a minimum depth of 2.0 metres;	Plans indicate the width of some of the parking strips provided is less than 2.0m. <i>Administration supportive of relaxation</i>
691 Planting Requirements	(2) 25.0 % of all trees required must be coniferous.	Plans indicate 0 (-24) of the required trees are coniferous. <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 – parapets provide visual screening</i>
122 Standards for Motor Vehicle Parking Stalls	(1) Unless otherwise specified, the minimum width and depth of motor vehicle parking stalls are illustrated in Table 2.	Plans indicate the depth of some of the motor vehicle parking stalls provided is less than 5.40m. <i>Administration supportive of relaxation</i>
Motor Vehicle Parking Stalls	721 Motor vehicle parking stalls required	Plans indicate 623 (-98) motor vehicle parking stalls are provided on site. <i>Administration supportive of relaxation</i>

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Application Review

Administration reviewed the initial application and requested that several changes be made. The initial proposal had buildings placed in the southeastern corner of the lot, at the intersection of Aldersyde Gate SE and Longview Common SE. This is considered to be an important pedestrian gateway to the core commercial area, which is intended to be a major pedestrian corridor extending through the central portion of the plan area south of Longview Common SE. In response, the applicant separated the buildings in the southeastern corner and created a defined, landscaped pedestrian pathway leading to an outdoor plaza just inside of the development site.

In order to frame the main vehicular entry to the site, an additional building was requested in a more central location along the southern edge of the site. The initial submission did not include any buildings between clusters of buildings located in the southwestern and southeastern corners.

In addition to these changes, many other improvements were requested relating to pedestrian connectivity, building edge and interface conditions with public streets, maneuvering and loading functions, and utility issues. The applicant worked with Administration to address the vast majority of Administration's concerns through their subsequent 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 March 21, 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 encouraged the applicant to further review the pedestrian connections within the site and to the adjacent sites, including echoing Administration's concern with the lack of permeability through the southeastern corner of the site connecting this development with the rest of the future development, particularly the future "commercial core" area.

The applicant submitted amended plans addressing these concerns by separating the buildings in the southeastern corner and establishing the pedestrian corridor shown in detail on page L1.01 of Attachment 1, as well as creating the adjacent outdoor plaza in order to establish a stronger sense of place for visitors.

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UDRP suggested that the applicant consider enhancements to the walkability and overall pedestrian circulation related to building G in the centre of the site. In response, the amended plans submitted included the concrete pad connection from building G to the adjacent outdoor plaza, which had not been included in the initial submission.

The panel also suggested that the applicant improve the architectural design of the building facades that face the adjacent residential communities. The applicant noted the external conditions in this area, being adjacent to a future interchange, and opted to improve porosity in the area with more sidewalks and pedestrian connections, and also enhanced the landscaping adjacent to these facades to improve the overall views.

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 found in Attachment 5 along with the Applicant's response.

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 central core. Administration notes that the intent of the ASP and outline plan is to ensure that strong pedestrian connections are established between these general commercial developments and the future pedestrian-centred core commercial 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 raised. 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 development of the first, and largest, lot in Phase 1 of the *South Macleod Centre ASP's* Community Activity Centre, which has been branded by the developer as "Township."

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This site is the proposed Lot 3 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.

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 eastern 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 contains ten buildings, consisting of two stand-alone restaurants, both with attached patios, one free standing liquor store, two free standing retail stores, and five multi-unit buildings intended for retail and restaurant uses of varied sizes. The buildings are oriented within and around an internal surface parking field.

The multi-unit buildings have units ranging in size from nearly 4,000 square metres (43,000 square feet) to less than 120 square metres (1,276 square feet) and are designed to be adaptable and able to be divided into smaller units or amalgamated to accommodate a single occupant using several units, allowing the buildings greater flexibility to adapt to changes in the retail industry in the future.

Buildings are arranged on a diagonal grid, which allows variety in depth and overall size of buildings while maintaining a cohesive building frontage for easier user access. This orientation also introduces opportunities for interesting pockets of landscaping along the outside edges of the site as well as viewpoints into the site from the adjacent streets.

The buildings are styled with a prairie modern architectural style, employing a combination of brick, metal cladding, wood, concrete and glazing in a range of neutral colours including greys, browns, blues and greens. 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 public realm on this site is strongly influenced by pedestrian connectivity within the site and to adjacent sites within the comprehensive development.

The design of the site considered several key pedestrian activities that would need to be accommodated. The site would need to 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.

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A 3.0 metre wide multi-use pathway is provided along Aldersyde Gate SE to provide access to this site as well as the overall development for cyclists, with bike racks provided throughout the site, adjacent to the buildings.

The applicant has provided a plaza space adjacent to building E-01 at the corner of 210 Avenue SE and Aldersyde Gate SE at the entrance corner that incorporates a mix of hard and soft landscaping, benches, bike racks with circular feature areas surrounded by benches shaded by deciduous trees, a design feature that is repeated throughout the site. This plaza and its concrete pathways usher pedestrians into the site onto the internal pathways. These pathways, shown on the Circulation Network Diagram on Page L0.03 in Attachment 1, allow pedestrian travel from outside of the site and within it, along the store fronts with limited driveway crossings, as well as through the centre of the site in both a northeast-southwest and southeast-northwest directions, along concrete pathways with landscaped pockets throughout.

The plaza has been designed to accommodate a large, interactive art piece that is not included in this application as the detailed design has not yet been finalized. The Township development is incorporating an endangered species theme, showcasing different species throughout the development. This plaza is intended to showcase a large, artistically interpreted whooping crane, with wings extending over the plaza areas. Support columns for the art piece have been incorporated into the plaza design so the piece can be easily added to the site when the design has been completed, without requiring substantial changes to this development permit.

A second major public realm consideration that guided development on the site is the desire to provide a strong pedestrian connection between this development and the future central core mixed-use area, which is envisioned to be a major draw for pedestrians. This necessitated an interesting and welcoming connection between the southeastern corner of the site at the intersection of Aldersyde Gate SE and Longview Common SE. This connection has been achieved by the wide, winding, timber-decked pathways leading from the public street corner into the site. The pathway is lined with trees, benches, bike racks and a variety of soft landscaping, between the buildings and leading to a large pedestrian plaza just across the main drive aisle, which will be constructed of raised concrete in this area to bring attention to the pedestrian crossing and slow vehicular travel. The central plaza, detailed on page L1-03 of Attachment 1 is adjacent to the restaurant patio on building G-01 and features the same timber decking to delineate the pathway extending through the site, with a mix of heavy sandblasted and broom finished concrete and contains benches throughout the plaza space.

A raised, concrete drive aisle and a row of parking separate the plaza from Building G-02, a space that is intended to be able to be closed periodically and create an extension of the plaza to accommodate special events, food trucks and other urban celebrations.

Another landscaped pedestrian pocket with benches, tables, feature nodes and bike racks with a mix of hard and soft landscaping is located between building A and B adjacent to the western edge of the site.

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Site Access and Parking

Loading activities for the buildings on site have been limited where possible and located in centralized locations shared by more than one unit wherever possible. This limits the visual impact on the site's design, while also maintaining good functionality for the tenants.

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.

There are two vehicular access points into the site, both on the southern edge of the parcel. The eastern access point brings vehicles into the site between two buildings in a curve, and then over the raised, concrete pedestrian crossing, slowing vehicles as they enter the site. This main drive aisle continues around the perimeter of the parking areas, along the store fronts, and ultimately circling back to meet up with the western access point to the site. This western access point splits to either follow the main drive aisle or continue in the northeastern direction along the central drive aisle, past Building G-02 adjacent to the plaza. Here, another raised cement pedestrian crossing is intended to slow vehicular traffic traversing the site.

This development permit provides 610 regular and 13 barrier free parking stalls, for a total of 623 stalls, of the 721 stalls required in the DC Bylaw. This represents a proposed relaxation of 98 stalls. Additionally, 70 class 2 bicycle stalls have been provided, exceeding the 37 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.

The applicant has also provided four electric vehicle (EV) charging stalls just west of Building G-02 in a central location, close to several food service uses for the convenience of EV drivers waiting for vehicles to charge.

Transportation

Vehicular access to the development site is provided off 210 Avenue SE via Aldersyde Gate SE 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.

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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 through 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.

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 development permit 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.

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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.

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 Area Structure Plan* (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 eastern 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 is anticipated to contribute to the city's 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.

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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.

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)