

Planning & Development Report to
Calgary Planning Commission
2019 July 18

ISC: UNRESTRICTED
CPC2019-0886

Development Permit in Greenbriar (Ward 1) at 4200 – 95 Street NW, DP2019-1180

EXECUTIVE SUMMARY

This application was submitted by Stantec Architecture on 2019 March 13 on behalf of the landowner, Melcor Developments Ltd. The application proposes:

- a new building, approximately 19.4 metres in height, with 5,848 square metres of gross floor area, with a farmer's market on the main level and a flexible amenity space on the mezzanine level;
- a new single storey building, approximately 7.7 metres in height, with 656 square metres of gross floor area; and
- 279 surface parking stalls.

The project complies with the intent of the *Bowness Area Redevelopment Plan* (ARP) with supportable relaxations to the Land Use Bylaw.

ADMINISTRATION RECOMMENDATION:

That Calgary Planning Commission **APPROVE** the proposed development permit application DP2019-1180 for a New: Market, Liquor Store, Retail and Consumer Service, Restaurant: Neighbourhood (2 buildings), retaining wall, Sign - Class B, Sign - Class E, Sign - Class C at 4200 - 95 Street NW (Plan 0813549, Block 8, Lot 15), with conditions (Attachment 2).

PREVIOUS COUNCIL DIRECTION / POLICY

None.

BACKGROUND

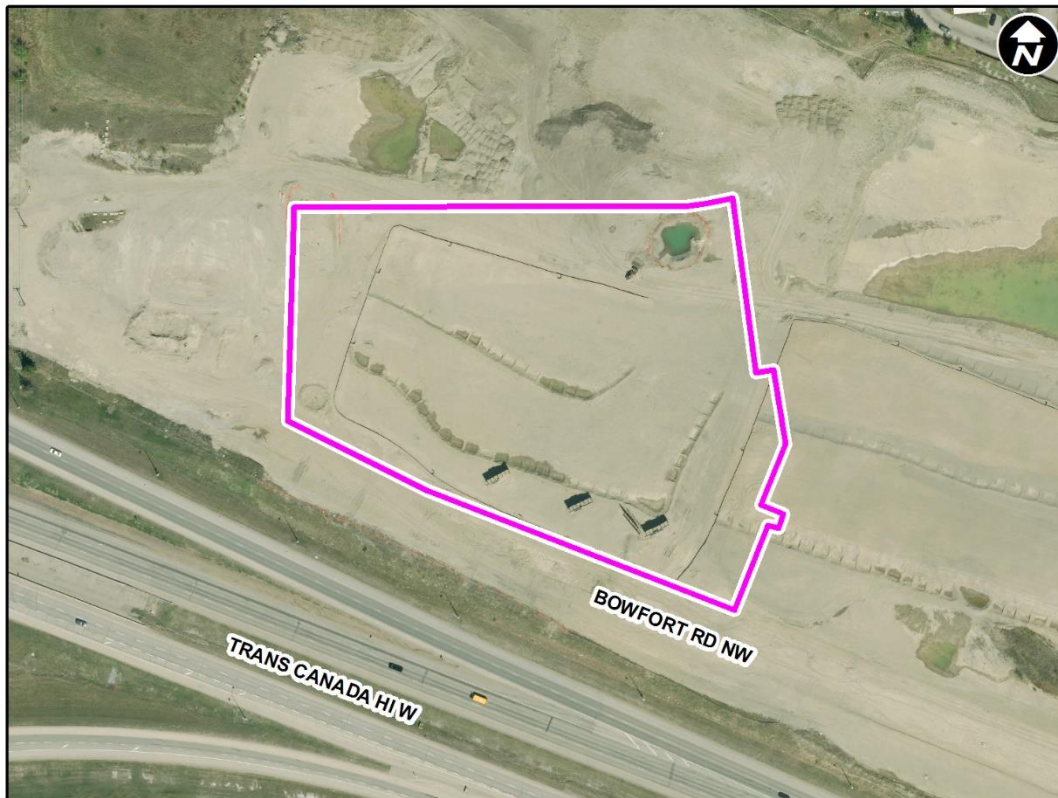
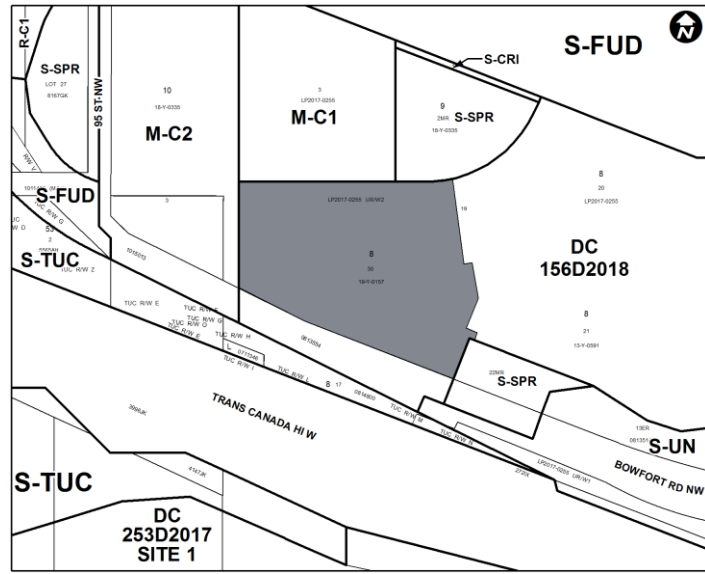
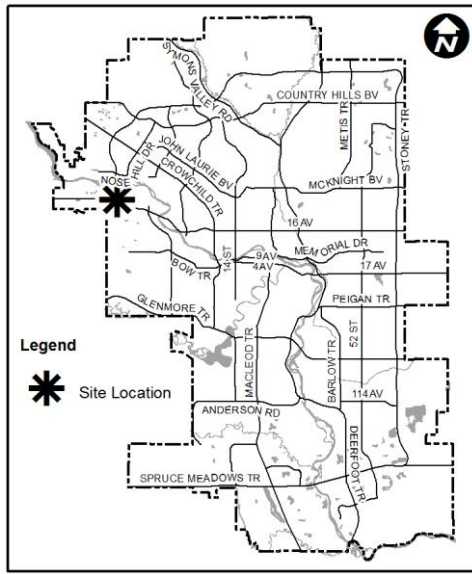
This application was submitted by Stantec Architecture on 2019 March 13, on behalf of the landowner Melcor Developments Ltd. On 2018 May 07, Council adopted the current DC Direct Control District (Bylaw 156D2018) and amended the *Bowness ARP*. The DC Direct Control District with the amended ARP was designed to allow for a Mixed Use Village with buildings of varying uses located within a retail high street and festival street. As this is the first development permit submitted within the Mixed Use Village Area, the *Bowness ARP* requires that a supporting concept plan (see Overall Site Plan, Attachment 1) of the Mixed Use Village be submitted with this development permit.

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Location Maps



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Site Context

The undeveloped subject site is located in the community of Greenbriar, north of Bowfort Road NW, which runs parallel on the north side of 16 Avenue NW (Trans-Canada Highway), west of the newly constructed Greenbriar Way NW, east of the dedicated future 95 Street NW and south of the existing Greenwood Village mobile home park. Surrounding development consists of low density mobile home residential to the north, developing residential lands to the east and undeveloped lands to the west. The subject site is approximately 2.2 hectares (5.42 acres) and is currently a portion of a larger parcel. A subdivision application (SB2019-0157) is in progress. The site is currently stripped and graded with a gentle slope from the high points on the north side to the low point to the south. The sole accesses to the Greenbriar area are from the east on Bowfort Road NW, and via a private road with a public access easement on Juniper Drive NW.

The Greenbriar community is composed of three main land holdings. To the north is the existing Greenwood Village mobile home park. To the west are lands held by Greenbriar Development Corp. and surrounding the subject site, along 16 Avenue NW, are lands being developed by Melcor Developments Ltd. The Melcor lands are marketed as Greenwich.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The *Bowness ARP* envisions the commercial core of Greenbriar as a Mixed Use Village that will be the hub of activity in the community and a place for residents to meet their daily needs in a walkable and inviting urban space. This application is the first development for the subject site to implement the vision of a fully-integrated Mixed Use Village that is pedestrian-focused. It forms one side of the festival street for special community events. It is adjacent to the central park and will activate the heart of the community. Attention to pedestrian connections will encourage the growth of a walkable neighbourhood.

Land Use

On 2018 May 07, Council adopted the current DC Direct Control District (Bylaw 156D2018). The DC Direct Control District was to enable a comprehensive design of a Mixed Use Village that highlights a commercial high street with buildings of varying uses as well as a festival street. High quality, pedestrian oriented, development is one of the keys to achieving the vision of the neighbourhood.

Application Review

The application outlines the first phase of development which includes the Calgary Farmers' Market, a significant amenity to the community of Greenbriar. On 2019 January 30, a pre-application (PE2019-00171) was requested by the applicant. The proposed development was subsequently presented to the Urban Design Review Panel (UDRP). Following submission of the Development Permit on 2019 March 13, a Detailed Team Review (DTR) was provided on 2019 April 15 and required a response to address the following:

- City Wide Urban Design and UDRP comments;
- Provision of additional architectural detail;

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- Geotechnical report submission;
- Approvals of construction drawings on Bowfort Road and Greenbriar Drive;
- Emergency accesses as required by first responders;
- Identify preferred bus zone location;
- Miscellaneous transportation details on width, ramp, turning radius, crossings, access...;
- Waste storage requirements; and
- Land Use Bylaw discrepancies.

Amended plans were submitted on 2019 June 11. The application addressed Administration's concerns through the amended plan submissions. Outstanding issues, that are minor in nature, are to be addressed through the prior to release conditions of the Development Permit Conditions of Approval (Attachment 2).

City Wide Urban Design

The proposed development was reviewed by the City Wide Urban Design team throughout the Corporate Planning Applications Group (CPAG) review process. Urban Design comments were provided at pre-application and development permit stages. Since this proposal represents the first opportunity to realize the vision for the Mixed Use Village the applicant was asked to pay particular attention to place making and pedestrian connectivity to set the tone for the quality of development throughout the area.

Design revisions were requested to improve the pedestrian experience. The response was limited by the operational requirements of the Farmer's Market and the balance between design and costs, but included the following:

- The location of the Market, was moved from an original location at the far western edge of the Mixed Use Village, contributing to the activation of the Festival Street;
- High-quality architectural design and durable building materials;
- A well-connected pedestrian network in and around the development site; and
- The impact of the relatively blank north wall on the street and adjacent park was mitigated as far as operational requirements will allow through high windows, articulation, lighting, murals and the provision of a generous sidewalk and landscaping.

Urban Design Review Panel

On 2019 March 06, the proposed development, under pre-application PE2019-00171, was presented to the Urban Design Review Panel (UDRP). The panel's comments echoed those of City Wide Urban Design, recommending further review focusing on the continuity, connectivity, and quality of the pedestrian realm through and into the site with particular reference to the quality and scale of the High Street's pedestrian environment and the design of the north façade. UDRP comments are contained in Attachment 3 together with the applicant's response. The applicant's rationale and the resulting additional revisions at the development permit stage were deemed appropriate and sufficient.

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Site and Building Design

Pedestrian connectivity has been a focus throughout the Greenwich development plan. The future MR parcel to the southeast of the subject site will have pathways that connects north into the subject site. This pedestrian corridor leads to the future pedestrian plaza which is oriented to tie directly to the public park on the north side of Greenbriar Drive. The future “high” street corridor running east – west will maintain pedestrian linkages east of the site which is not part of this submission.

A regional pathway borders the south end of the site and two additional pedestrian accesses from this pathway corridor are provided. The proposed bus stop has been located at the west edge of the site as per Calgary Transit’s preference, with a direct pedestrian connection into the main west entrance provided. Pedestrian connection to the north Greenbriar Drive will also be provided on the west end. Revisions have been made to increase the appropriate/safe pedestrian connectivity into and throughout the site.

Revisions have been made to the plan to increase the sidewalk width along the south façade of building A. This allow for the continuation and extension of the pedestrian environment along the future High Street and the proposed urban plaza east of the market. The additional sidewalk width at the south entry location allowed for additional tree planting and benches. Bike racks are also located at each end of the building.

The proposed buildings are designed using durable materials, primarily brick, to bring warmth and longevity. Each façade has been designed with designated space for signage and/or murals that will animate the street in an intentional manner. The buildings are responsive to the street and the height responds to the human scale with a tower at the southwest end of the Farmers’ Market as a marker for the community. Large glass-faced entrances and generous clerestory windows will bring in ample natural light to the market.

The north elevation of building A along Greenwich Drive NW is divided into smaller portions with four additional clerestory windows on the eastern section, and spaces for public murals toward the west. Additional planting is provided along the east end of the façade to soften the interface to the street. A screen wall on the west end helps soften the loading dock area. A two metre wide sidewalk and streetscape planting is provided within the five metre public boulevard as per the approved street cross section for this area.

Landscaping and Public Realm

The core design element is a pedestrian focused high street that features enhanced street furniture and decorative street lighting, boulevard trees, wide sidewalks and parking in front of the shops. This first phase of development is adjacent to and by design extends the future commercial high street. The enhanced landscaping and hardscaping responds to all sides of the buildings to promote the walking experience and accessibility for all.

The public plaza or festival street to the east of the market building is yet to be fully designed but will incorporate seating and activity space to allow for the market activity to extend out

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during public events, festivals etc. The east façade will have glass garage door openings for transparency and add flexible space between the market and the plaza.

Site Access and Parking

The proposed site includes two vehicular accesses off Bowfort Road NW and one off Greenbriar Drive NW. Multiple pedestrian walkways into and throughout the site are also provided. The festival street adjacent to the east side of the market will be part of a future development permit. The commercial high street connecting toward Greenbriar Way NW will also be developed in future phases. There are 279 parking stalls included in this phase which is 12 stalls more than the minimum bylaw required.

Transportation

The subject site is well-located in terms of walking, cycling, and transit infrastructure and service. The site is well connected to area sidewalks and a regional pathway connection along Bowfort Road NW to the south through direct and barrier free connections across the site.

The site is within:

- 200 metres from the nearest bus stop (route 53, within the Greenwood Village site to the north with service to Brentwood LRT station);
- 700 metres from the nearest BRT stop (route 305, along Bowfort Road NW with peak hour service to the downtown); and
- future transit service will run adjacent to the site with a future bus stop along Greenbriar View NW.

Utilities and Servicing

Water servicing to the site is available from Greenbriar Drive NW and Bowfort Road NW. Sanitary and storm servicing is available from Greenbriar Drive NW. Further water, sanitary, and storm servicing details will be resolved via review and acceptance of the Development Site Servicing Plan (DSSP). The plan area will be serviced by two public fire access routes as per City of Calgary Fire Department requirements. One route will be via Bowfort Road NW and the other route will be via Greenbriar Drive NW and a temporary public access connecting Greenbriar Drive NW to Greenbriar Way NW.

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 online. The decision made by 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 (see Land Use Bylaw 1P2007 section, below), or any of the conditions placed on an approval (Attachment 2).

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The Bowness Community Association was circulated and their response was supportive of the proposed development. (Attachment 4)

Strategic Alignment

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 efficient use of land.

Interim Growth Plan (2018)

The recommendation aligns with the policy direction of the *Interim Growth Plan*. The proposed development 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 subject site is located within the Developing Residential Area as identified in Map 1: Urban Structure of the *Municipal Development Plan* (MDP). The proposal is consistent with the overarching residential policies. Specifically, it supports shaping a more compact urban form, providing a range of housing choices, including a mixed use activity centre, and enhances the public realm through the expanded network of pedestrian pathways and the orientation of units towards the streets.

Bowness Area Redevelopment Plan (ARP) (Statutory – 2017)

The subject site is located in the Mixed Use Village Area of the Greenbriar community. It envisions a place where residents can gather and meet their daily needs. It will be highly walkable and inviting providing a variety of retail, service, grocery market, office, residential and hotel uses in both mixed use and stand-alone formats. The proposed development meets the intent and will act as the catalyst for a vibrant mixed use village.

Land Use Bylaw 1P2007 (Statutory - 2007)

The proposed development is consistent with the vision of the existing DC Direct Control District (Bylaw 156D2018) with some supportable relaxations as noted in the following Bylaw Discrepancies table:

Bylaw Discrepancies - Amended Plan June 11, 2019		
Regulation	Standard	Provided
DC 156D2018 11 Setback Areas	(2) Where the parcel shares a property line with a lane, LRT corridor or street, the setback	Plans indicate the South setback to building A is 44.86m (+38.86m) and the West setback to building A is 60.87m (+54.87m).

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	area must have a maximum depth of 6.0 metres.	Plans indicate the South setback to building L is 44.28m (+38.28m). <i>Relaxation required – This is the first phase of the larger mixed use village area. It was suggested that these setback areas for surface parking may redevelop in the future.</i>
693 Additional Landscaping Requirements	(6) Where a sidewalk provided in satisfaction of this section, is next to a portion of a building, the sidewalk must extend along the entire length of that side of the building.	Plans indicate the proposed sidewalk does not extend along the entire West side of building A. <i>Relaxation required – sidewalk is in conflict with the Loading, Waste and Recycling Area;</i> <i>Amend Prior to Release (PTR) plans to provide Pedestrian connection on the west side of the drive aisle.</i>
	(7) Every sidewalk provided must:	Plans indicate multiple sidewalks with a width less than 2.0m. <i>Relaxation required for one sidewalk;</i> <i>Amended PTR plans to combine two narrow parallel sidewalks in west parking area and connect north to Greenbriar Drive.</i>
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 within the large parking area that have an area less than 12.0m ² . <i>Relaxation required – the site has an irregular shape.</i>
	(d) provide a minimum of 1.0 trees and 2.0 shrubs.	Plans indicate 25 (-3) trees and 52 (-4) shrubs provided on required large parking islands. <i>Amend PTR plans to provide additional trees and shrub.</i>
691 Planting Requirements	(5) Shrubs must be min height or spread of 0.60m.	Plans do not indicate the height or spread of shrubs. <i>Amend plans to indicate height or spread</i>

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690 General Landscaped Area Rules	(4) All soft surfaced landscaped areas must be irrigated by an underground irrigation system, unless a low water irrigation system is provided.	Plans do not indicate how the proposed landscaping will be irrigated. <i>Amend plans to indicate irrigation system</i>
696 Mechanical Screening	Mechanical systems or equipment that are located outside of a building must be screened.	Plans do not indicate screening directly adjacent to proposed roof top mechanical units. <i>Relaxation required - Line of site analysis drawings were provided. It shows that the parapet and setback provided is adequate and screening is not required.</i>

Administration is in support of all required relaxation as outlined in the discrepancy table above.

Social, Environmental, Economic (External)

The proposed development is for a farmer's market with ample parking. It will provide a highly sought amenity that is currently under served in this area. The highly adaptive space will support the many local vendors that comprises the farmer's market. This will be the place that local residents meet and gather for festivities. It will act as a catalyst for the developing community of Greenbriar. An environmental site assessment was not required for this application.

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 application does not trigger capital infrastructure investment and therefore there are no growth management concerns at this time.

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Risk Assessment

There are no significant risks associated with this proposal.

REASON(S) FOR RECOMMENDATION(S):

Subject to the conditions listed, and considering the minor relaxations noted, the application is in alignment with relevant planning policy contained in the *Municipal Development Plan*, *Bowness Area Redevelopment Plan* and *Land Use Bylaw 1P2007*.

The proposed development will activate the area and initiate the vision for a mixed use village. This development permit is recommended for approval by the Corporate Planning Applications Group (CPAG).

ATTACHMENT(S)

1. Development Permit Plans
2. Conditions of Approval
3. Urban Design Review Panel Comments and Applicant Response
4. Community Association Letter